



AGENDA
PLACENTIA LIBRARY DISTRICT
BOARD OF TRUSTEES
REGULAR DATE MEETING

May 17, 2021

6:30 p.m.

Placentia City Community Room

401 E. Chapman Avenue

Call-in Number: (669) 900-6833

Meeting ID: 850 1206 7452








Password: 046086

Mission Statement:

Placentia Library District provides lifelong learning and reading opportunities that inspire, open minds, and bring our community together.

The Centennial Vision Statement:

The Vision of the Trustees is intended to help celebrate the 100-year anniversary of the District.

-  We will be the place where the community “sees and experiences” the technical edge and premier programming.
-  We will renovate and expand our Library.
-  We will remain financially self-sufficient.
-  We will seek strong community support.
-  We will reach our community with an active marketing plan.
-  We will increase the percentage of our operating budget that supports establishing the premier collection in Orange County.
-  We will plan for maintaining our qualified and professional staff.

AGENDA DESCRIPTIONS: *The Agenda descriptions are intended to give members of the public notice and a general summary of items of business to be transacted or discussed. The Board may take any action which it deems to be appropriate on the Agenda and is not limited in any way by the notice of the recommended action.*

REPORTS AND DOCUMENTATION: *Reports and documentation relating to Agenda items are on file in the Administrative Office and the Reference Department of Placentia Library District, and are available for public inspection. A copy of the Agenda packet will be available for use during the Board Meetings. Any person having any question concerning any Agenda item may call the Library Director at 714-528-1925, Extension 200.*

PLEDGE OF ALLEGIANCE Library Board President

CALL TO ORDER

1. Call to Order Library Board President

2. Roll Call Recorder

3. Adoption of Agenda

This is the opportunity for Board members to delete items from the Agenda, to continue items, to re-order items, and to make additions pursuant to Government Code Section 54954.2(b).

Presentation: Library Director

Recommendation: Adopt by Motion

4. Oral Communications

Members of the public may address the Library Board of Trustees on any matter within the jurisdiction of the Board. Presentations by the public are limited to 5 minutes per person. Members of the public are also permitted to address the Library Board of Trustees on specific Agenda Items before and at the time that an Item is being considered by the Board. Action may not be taken on items not on the Agenda except in emergencies or as otherwise authorized. Reference: California Government Code Sections 54954.3, 54954.2(b).

TRUSTEE & ORGANIZATIONAL REPORTS

5. Board President Report - oral

The President makes announcements of general interest to the community and the Library Board of Trustees as well as conducting any ceremonial matters.

6. Trustee Reports

The Trustees make announcements of general interest to the community and the Library Board of Trustees, and report on meetings attended on behalf of the Board of Trustees.

7. Library Director Report

8. Placentia Library Friends Foundation Board of Director's Report

CONSENT CALENDAR (Items 9 – 22)

Presentation: Library Director

Recommendation: Approve by Motion

Items 9 – 22 may be considered together as one motion to approve the Consent Calendar. Items may be removed for individual consideration before the Consent Calendar is adopted. Items removed must then each have a separate motion.

MINUTES (Item 9)

9. Minutes of the April 19, 2021 Library Board of Trustees Regular Date Meeting. (Receive & File and Approve)

CASH FLOW ANALYSIS (Items 10 – 11)

10. Check Register for April 2021. (Receive & File and Approve)

11. FY2020-2021 Cash Flow Analysis through April 2021; the Schedule of Anticipated Property Tax Revenues for FY2020-2021 as provided by the Orange County Auditor. (Receive & File).

TREASURER'S REPORTS (Items 12 – 15)

12. Financial Reports for April 2021 for Placentia Library District Accounts on Deposit with the Orange County Treasurer. (Receive & File)

13. Balance Sheet for April 2021. (Receive & File)

14. Acquisitions Report for April 2021. (Receive & File)

15. Entrepreneurial Activities Report for April 2021. (Receive & File)

GENERAL CONSENT REPORTS (Items 16 – 18)

16. Personnel Report for April 2021. (Receive, File, and Ratify Appointments)

17. Circulation Report for April 2021. (Receive & File)

18. Review of Shared Maintenance Costs with the City of Placentia under the JPA. (Receive & File)

STAFF REPORTS (Items 19 – 22)

19. Administration Report for April 2021.

20. Children's Services Report for April 2021.

21. Adult Services Report for April 2021.
22. Placentia Library Web Site & Technology Report for April 2021.

PRESENTATIONS

23. Presentation of the District's IT Strategic Plan presented by Systems Librarian, Jon Legree.
24. Presentation of the District's Website Changes presented by Systems Librarian, Jon Legree.

NEW BUSINESS

25. Privatization of Library Services and Assessment of Library Systems & Services (LS&S).
26. Public Records Request and District Emails as Open Source.
27. Authorization of an Amendment to Policy 5070 – Rules of Order for Board and Committee Meetings.
28. Authorization of an Amendment to Policy 5020 – Board Meeting Agenda.
29. Authorization of an Amendment to Policy 2020 – Vacations.
30. Introduction and First Reading of Proposed Policy 2011 – Flexible Work Schedule Policy.
31. Authorization of Reclassification and Amendments to Policy 2309 – Job Description – Administrative Assistant.
32. Report of the Joint-Use Committee Meeting by President Martin.

AGENDA DEVELOPMENT

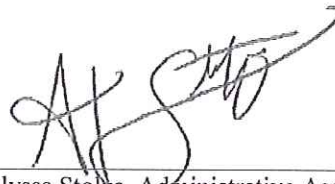
33. Agenda Preparation for the June Date Meeting which will be held on June 21, 2021 unless re-scheduled by the Library Board of Trustees.

ADJOURNMENT

34. The Library Board of Trustees will adjourn the May 17, 2021 meeting.

*****CERTIFICATION OF POSTING*****

I, Alyssa Stolze, Administrative Assistant of the Placentia Library District, hereby certify that the Agenda for the May 17, 2021 Regular Date Meeting of the Library Board of Trustees of the Placentia Library District was posted on May 12, 2021.



Alyssa Stolze, Administrative Assistant



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MINUTES
PLACENTIA LIBRARY DISTRICT
REGULAR DATE MEETING OF THE BOARD OF TRUSTEES
APRIL 19TH, 2021

CALL TO ORDER

President Martin called the Regular Date Meeting of the Placentia Library District (PLD) Board of Trustees to order on April 19, 2021 at 6:30 p.m.

Members Present: President Jo-Anne Martin, Secretary Gayle Carline, Trustee Sherri Dahl, Trustee Hilaire Shioura, Trustee Al Shkoler.

Members Absent: None.

Staff Present: Jeanette Contreras, Library Director; Yesenia Baltierra, Assistant Library Director; Fernando Maldonado, Business Manager; Alyssa Stolze, Administrative Assistant; Jon Legree, Systems Librarian.

Counsel Present: David DeBerry, Woodruff, Spradlin & Smart.

Guests: Ward Smith, City Councilmember; Betty Escobosa, Placentia Resident; Farrah Shioura, Placentia Resident; Gae Wood, Placentia Resident; Tonya Gordillo, Principal at Morse Elementary School; Stephanie Beverage, Placentia Resident; Megan Tolman, Librarian; Venessa Faber, Library Assistant; Wendy Amireh, Supervising Librarian; Shellie McCurdy, Library Assistant; Estella Wnek, Circulation Supervisor; Laura DeLeon, Library Clerk.

ADOPTION OF AGENDA

It was motioned by President Martin to adopt the agenda. It was moved by Trustee Shkoler and seconded by Secretary Carline adopt the agenda (Item 3).

AYES:	Martin, Carline, Dahl, Shkoler
NOES:	Shioura
ABSENT:	None

ORAL COMMUNICATION

Betty Escobosa, Placentia resident, spoke to commend and thank the Placentia Library District on their programming, renovation and response throughout the Covid-19 pandemic. Farrah Shioura, Placentia resident, spoke to the Board requesting respect and kindness to new board members. Gae Wood, Placentia resident, spoke highlighting and thanking the Placentia Library District's staff and leadership for the Director messages, mask program, LOTs, and programs that have greatly assisted the community during the pandemic (Item 4).

BOARD PRESIDENT REPORT

President Martin attended Easter Eggcitement, an introductory meeting with Placentia-Yorba Linda Unified School District's Superintendent Dr. Elsasser, continued literacy tutoring with her learner, volunteered with food distribution, participated in the monthly Financial Partner's Credit Union Board meeting, attended both Fred Minter & Director Contreras' father's funeral services, and volunteered at Charity's Closet.

**TRUSTEE &
ORGANIZATIONAL
REPORTS**

Trustee Shioura asked for clarification on New Business Item 30- specifically if the Board will only discuss or vote on Library IQ Library Assessment. President Martin confirmed when the item is reached it would be discussed and voted on. Mr.

DeBerry, Legal Counsel, clarified the agenda must be followed and Item 30 can be discussed once reached. President Martin requested the agenda be followed in accordance with State Regulations and the Brown Act. Trustee Shioura then noted the agenda is blank on the PLD website and the Board Book is not on the website. President Martin clarified the Board Book is not on the library’s website, but the agenda is on the Board of Trustees page and accessible to the public. The physical Board Book is available, as stated on the library’s website, at the Library’s Reference Desk. President Martin then called on the Trustees to provide their reports.

Secretary Carline read thank you cards on behalf of past Trustee Elizabeth Minter to the Board, attended the ISDOC Executive Committee meeting where she presented her background and qualifications for the second Vice President position. The Committee selected a different candidate that had extensive years of ISDOC experience. Secretary Carline thanked the Board for the experience. Secretary Carline also attended both Fred Minter & Director Contreras’ father’s funeral services.

Trustee Shioura provided an update on the ISDOC Website Committee’s progress with a company called Streamline and attended staff orientations. Trustee Shioura then again asked for further clarification on Agenda Item 30 if it is just a discussion or to be voted on. President Martin noted it would be discussed and voted on when that item on the agenda is reached.

Trustee Dahl attended the Placentia Library Friends Foundation Board Meeting and staff orientations.

Trustee Shkoler attended Easter Eggcitement and attended both Fred Minter & Director Contreras’ father’s funeral services.

**LIBRARY DIRECTOR
REPORT**

Library Director Contreras opened her report by thanking the Board of Trustees and staff for their kind words of encouragement, support and condolences during this time of mourning. Director Contreras reported out on attending an introductory meeting with Placentia-Yorba Linda Unified School District’s Superintendent Dr. Elsasser, the State Library’s Public Director’s Forum, and provided updates on Eggcitement’s success of serving over 700 patrons and the completed installation of the permanent curbside signage posts.

**FRIENDS FOUNDATION
REPORT**

Placentia Library Friends Foundation (PLFF) President Naydia Chantarasompoth provided updates on the opportunity drawing fundraiser, remarked the Honor Box has been continued to work well, volunteers are returning and signing up for bookstore hours, the vending machines being filled again on a regular basis, and PLFF’s participation in Easter Eggcitement, in addition to upcoming fundraising events.

CONSENT CALENDAR

President Martin asked for clarifications regarding Items 13, 15 and 18 that were addressed by the Business Manager, Fernando Maldonado and Library Director

Contreras. Trustee Dahl and Secretary Carline noted an amendment was needed for the Budget Work Session Minutes. Trustee Shioura asked about a memorandum provided by legal counsel after the last Board Meeting regarding Brown Act Guidelines. Legal Counsel, David DeBerry, noted the Board must remain Brown Act compliant as the memorandum was not part of the agenda and to follow the agenda accordingly. The Board had no other comments. It was then moved by Secretary Carline and seconded by Trustee Shkoler to approve Agenda Items 9-22. A roll call vote was taken:

AYES: Martin, Carline, Dahl, Shkoler
 NOES: Shioura
 ABSENT: None

MINUTES FOR MARCH 15, 2021 BUDGET WORK SESSION AND MARCH 15, 2021 REGULAR DATE MEETING.

The minutes for the March 15, 2021 Budget Work Session and March 15, 2021 Regular Date Board Meeting were received, reviewed and filed as amended (Item 9).

AYES: Martin, Carline, Dahl, Shkoler
 NOES: Shioura
 ABSENT: None

CASH FLOW ANALYSIS AND TREASURER’S REPORTS

Check Registers for March 2021 (Item 10)
 Fund 707 Balance Report for March 2021 (Item 11)

Financial Reports through March 2021 for Placentia Library District Accounts on Deposit with the Orange County Treasurer and Placentia Library District General Ledger: Summary of Cash and Investments. (Item 12)

Balance Sheets for March 2021 (Item 13)
 Acquisitions Report for March 2021 (Item 14)
 Service Revenue Report for March 2021 (Item 15)

GENERAL CONSENT REPORTS

Personnel Report for March 2021 (Item 16)
 Circulation Report for March 2021 (Item 17)
 Review of Shared Maintenance Costs with the City of Placentia (Item 18)

STAFF REPORTS

Administration Report for March 2021 (Item 19)
 Children’s Services Report March 2021 (Item 20)
 Adult Services Report for March 2021 (Item 21)
 Placentia Library Website Technology Report for March 2021 (Item 22)

PUBLIC HEARING FOR THE 2021-2023 FISCAL YEAR BUDGET & ADOPTION OF RESOLUTION 21-02: A RESOLUTION OF THE BOARD OF TRUSTEES OF THE PLACENTIA LIBRARY

Director Contreras opened with the statement of the Notice of Public Hearing for the Library Board’s April 19, 2021 Regular Date Meeting was posted on the District’s website and sent to the Orange County Register on April 14, 2021 and the topic was also included in the posted agenda in compliance with the Brown Act on the website, at the Library, and at the City of Placentia. Trustee Shioura questioned why the public hearing notice is not open to the public and the agenda is a blank document on the website calendar. Jon Legree, Systems Librarian, noted the

DISTRICT OF ORANGE
COUNTY TO ADOPT THE
2021-2023 FISCAL YEAR
BUDGET FOR THE
PLACENTIA LIBRARY
DISTRICT OF ORANGE
COUNTY.

document is blank on the calendar and will be fixed moving forward; however, Director Contreras clarified the past six months of agendas, minutes and dates are posted on the Board of Trustees page on the website.

Director Contreras gave the background that the 2021-2023 Fiscal Year Budget was discussed at the March 15, 2021 Budget Work Session and presented to and reviewed by the Library Board of Trustees at the March 15, Regular Date Meeting. Changes were reflected in the two librarian part-time positions, improvement projects, technological updates, increasing the book budget to 10%. Revenue and expenditure budgets for the 2021-2023 Fiscal Year were reviewed. Additionally, Director Contreras noted with the book budget increase the reserve amount would be lowered. A healthy reserve will be accrued over the next two fiscal years inclusive of the current 2020-2021 fiscal year. Director Contreras also went into thorough explanations and data regarding the District's salary and book budget in comparison to other library agencies.

President Martin then announced the Public Hearing topic and declared the Public Hearing open at 7:18 p.m. and opened for public comment.

Ward Smith, City Councilmember, spoke regarding the deep community relationships with the library and how the Ad-Hoc Joint Use Committee has allowed the City of Placentia to have a deeper appreciation and understanding of the Placentia Library District's role in the community. Additionally, thanking the committee for allowing both entities to partake in open dialogue on how to move forward to better the community. Councilmember Smith thanked the Library for the relationship and partnership with the library and its staff, the importance of the budget, the work the library does for the community, and for the Library's strong fiscal stewardship and transparency.

The Public Hearing closed at 7:19 p.m.

The Board thanked Councilmember Smith for his comments. Trustee Shioura took a moment to also urge public officials, City Council and Library Board of Trustees to open schools. Tonya Gordillo, Principal of Morse Elementary, noted that the school district is open full-time as of April 19, 2021 and it is the option of the families should a student attend digitally, hybrid, or fully in-person. Legal Counsel David DeBerry then stated school districts are not an item on the agenda and the budget hearing continued.

Trustee Shioura then inquired for dollar amounts rather than percentages pertaining to the budget. Director Contreras noted the amounts in the revenue and expenditures are in dollar amounts. Trustee Shioura then requested the Business Manager provide the percent per tax dollar spent on library materials. President Martin asked the Business Manager to have follow up action on this request for Trustee Shioura and provide the amounts when able.

Trustee Shioura then requested Director Contreras clarify what the lowest and highest paid salaries are in the District. Director Contreras referred to the salary scale with the lowest being Library Aide and highest being the Library Director. Trustee Shioura questioned why the Library Director makes more than a member of Congress. President Martin noted Congress is base salary with significant bonuses, benefits and additional items that accumulates to more than the Library Director's compensation. Additionally a member of Congress requires less educational prerequisites than a Library Director. Moreover, Trustee Dahl reminded the Board that the library's salary schedule is comparable to other libraries based on the Altadena Library District's Compensation Study presented at the March Board Meeting. Furthermore, Trustee Dahl questioned why a Library Director's salary is being compared to a member of Congress' when they are not comparable in any professional way.

Trustee Shioura then noted as a taxpayer and a representative of the Placentia tax payers, when given percentages instead of numbers, he will be objecting the 2021-2023 Fiscal Year Budget without a proper, impartial assessment. Secretary Carline clarified the dollar amounts are listed on the revenue and expenditure projections, in addition to President Martin noting the dollar amounts spent and remaining year to date are available in every monthly Board Book.

Secretary Carline motioned to read Resolution 21-02 By Title Only: A Resolution of the Board of Trustees of the Placentia Library District of Orange County to Adopt the 2021-2023 Fiscal Year Budget for the Placentia Library District of Orange County. The motion was seconded by Trustee Shkoler. A roll call vote was taken:

AYES: Martin, Carline, Dahl, Shkoler
NOES: Shioura
ABSENT: None

It was then motioned by Trustee Shkoler and seconded by Trustee Dahl to adopt Resolution 21-02: A Resolution of the Board of Trustees of the Placentia Library District of Orange County to Adopt the 2021-2023 Fiscal Year Budget for the Placentia Library District of Orange County. A roll call vote was taken:

AYES: Martin, Carline, Dahl, Shkoler
NOES: Shioura
ABSENT: None

ESTABLISH THE HOLIDAY AND LIBRARY CLOSURE SCHEDULE FOR THE 2021-2023 FISCAL YEAR AND ADOPT BY RESOLUTION 21-03.

Library Director Contreras presented the holiday and closure dates per Policy 2030 for Fiscal Year 2021-2023. The Board had no comments. President Martin had Resolution 21-03 Read by Title Only: A Resolution of the Library Board of Trustees of the Placentia Library District of Orange County to Establish the Holiday and Library Closure for the 2021-2023 Fiscal Year read by title only. A roll call vote to adopt Resolution 21:03: A Resolution of the Library Board of Trustees of the Placentia Library District of Orange County to Establish the Holiday and Library Closure for the 2021-2023 Fiscal Year. was taken:

AYES: Martin, Carline, Dahl, Shkoler
 NOES: Shioura
 ABSENT: None

ADOPTION OF RESOLUTION 21-04: A RESOLUTION OF THE BOARD OF TRUSTEES OF THE PLACENTIA LIBRARY DISTRICT OF ORANGE COUNTY TO ADOPT THE FEE SCHEDULE FOR THE 2021-2023 FISCAL YEAR FOR THE PLACENTIA LIBRARY DISTRICT OF ORANGE COUNTY.

Library Director Contreras presented her recommendation of no changes to Policy 6035- Fee Schedule for the 2021-2023 Fiscal Year. President Martin opened the Public Hearing at 7:36 p.m. for public comment. No public comments were made. The Public Hearing closed at 7:36 p.m. The Board then opened for discussion. Trustee Shioura stated he did not feel confident the public has been given complete transparency; he did not see the board book on the website and because there is only a blank document on the event calendar, therefore, will be objecting Resolution 21-04. President Martin confirmed understanding with Trustee Shioura that this policy has no changes since last adopted, the policy is on the website and it can be seen at any time. No other comments were made.

It was motioned by Secretary Carline and seconded by Trustee Dahl to read Resolution 21-04 by Title Only: A Resolution of the Board of Trustees of the Placentia Library District of Orange County to Adopt the Fee Schedule for the 2021-2023 Fiscal Year for the Placentia Library District of Orange County. A roll call vote was taken:

AYES: Martin, Carline, Dahl, Shkoler
 NOES: Shioura
 ABSENT: None

It was motioned by Secretary Carline and seconded by Trustee Dahl to adopt Resolution 21-04: A Resolution of the Board of Trustees of the Placentia Library District of Orange County to Adopt the Fee Schedule for the 2021-2023 Fiscal Year for the Placentia Library District of Orange County. A roll call vote was taken:

AYES: Martin, Carline, Dahl, Shkoler
 NOES: Shioura
 ABSENT: None

ADOPTION OF RESOLUTION 21-05: A RESOLUTION OF THE LIBRARY BOARD OF TRUSTEES OF THE PLACENTIA LIBRARY DISTRICT OF ORANGE COUNTY TO ESTABLISH THE APPROPRIATIONS LIMITATION FOR THE 2019-2020 FISCAL YEAR.

Director Contreras presented a finding reflected in the most current financial audit was a missing resolution for the appropriation limits for the 2019-2020 Fiscal Year, as required. The Board has no comments. It was motioned by Trustee Shkoler and seconded by Trustee Dahl to read Resolution 21-05 by Title Only: A Resolution of the Library Board of Trustees of the Placentia Library District of Orange County to Establish the Appropriations Limitation for the 2019-2020 Fiscal Year. A roll call vote was taken:

AYES: Martin, Carline, Dahl, Shkoler
 NOES: Shioura
 ABSENT: None

It was then motioned by Trustee Shkoler and seconded by Trustee Dahl to adopt Resolution 21-05: A Resolution of the Library Board of Trustees of the Placentia Library District of Orange County to Establish the Appropriations Limitation for the 2019-2020 Fiscal Year. A roll call vote was taken:

AYES: Martin, Carline, Dahl, Shkoler
 NOES: Shioura
 ABSENT: None

ADOPTION OF RESOLUTION 21-06: A RESOLUTION OF THE LIBRARY BOARD OF TRUSTEES OF THE PLACENTIA LIBRARY DISTRICT OF ORANGE COUNTY TO ESTABLISH THE APPROPRIATIONS LIMITATION FOR THE 2020-2021 FISCAL YEAR.

Director Contreras presented a finding reflected in the most current financial audit was a missing resolution for the appropriation limits for the 2020-2021 Fiscal Year, as required. The Board has no comments. It was motioned by Secretary Carline and seconded by Trustee Shkoler to read Resolution 21-06 by Title Only: A Resolution of the Library Board of Trustees of the Placentia Library District of Orange County to Establish the Appropriations Limitation for the 2020-2021 Fiscal Year.

A roll call vote was taken:

AYES: Martin, Carline, Dahl, Shkoler
 NOES: Shioura
 ABSENT: None

It was then motioned by Secretary Carline and seconded by Trustee Shkoler to adopt Resolution 21-06: A Resolution of the Library Board of Trustees of the Placentia Library District of Orange County to Establish the Appropriations Limitation for the 2020-2021 Fiscal Year. A roll call vote was taken:

AYES: Martin, Carline, Dahl, Shkoler
 NOES: Shioura
 ABSENT: None

DISCUSSION OF THE USE OF ULTRAVIOLET LIGHT DISINFECTION FOR LIBRARY MATERIALS.

At the March 15, 2021 Regular Date Board of Trustees Meeting, Trustee Shioura requested a discussion of Ultraviolet (UV) light to be added to the April 19, 2021 Board Meeting. Director Contreras presented the District’s history with their current quarantine and sanitization process, Center for Disease Control and Prevention’s (CDC) recommendations, and six options for UV Light products. Director Contreras noted no libraries in Orange County are currently using UV light to sanitize their library materials and that the CDC does not believe that UV light is a proven alternative to quarantine guidelines the library is currently using. President Martin opened the item for Board discussion. Trustee Shioura had no questions or comments outside of hoping the library would consider the UV light for disinfection, but understands the reasoning. No action was taken at this time.

DISCUSSION OF STREAMING SERVICES FOR PUBLIC MEETINGS.

At the March 15, 2021 Regular Date Board of Trustees meeting, Trustee Shioura requested a discussion of livestreaming board meetings to be added to the April 19, 2021 Board meeting. Director Contreras stated currently the public can attend the Board meetings in-person or virtually via Zoom. The Zoom meeting information is available on the agenda posted on the website and at the library. Both methods allow guests to address the Board during oral communications. Jon Legree, Systems Librarian, provided the Board with options of Zoom, Vimeo, Cameras, Streaming Encoder and microphones. The Library Director recommended staying with Zoom as it allows the public to engage with the Board and have continued access to the recordings by Public Records Request.

Trustee Shioura then asked for clarification on what is available to the public via a Public Records Act Request -- this includes the minutes and agenda. Trustee Shioura then asked if the public can request emails if they fall under the Public Records Act. Legal Counsel Mr. DeBerry noted there are certain exceptions, however, reminded the Board this item is not on the agenda, but offered Trustee Shioura to meet outside the Board Meeting to discuss the Public Records Act more in length. Secretary Carline then noted that with the 100 attendee limit on Zoom she feels it currently fulfills the District's needs and should attendance reach above that amount it can be discussed again in the future. The Board then inquired if someone did want access to the Board Meeting Recording, where they would go. Director Contreras confirmed the public can contact Administration and request such information. Trustee Shioura then inquired if emails fall under the Public Records Act and Mr. DeBerry once again noted this item is not on the agenda, but can go over the Public Records Act with Trustee Shioura another time. Trustee Shioura did not have questions or comments regarding streaming services for public meetings. The Board noted no action to be taken at this time.

PRESENTATION AND DISCUSSION OF COLLECTION MANAGEMENT SERVICES.

At the March 15, 2021 Regular Date Board of Trustees meeting, Trustee Shioura requested a discussion of LibraryIQ to be added to the April 19, 2021 Board meeting. Director Contreras presented three options rather than focusing on one specific service provider for the Board's review and consideration for a library collection management assessment. The three services presented were Library IQ, Collection HQ, and Gale Analytics. The advantages and disadvantages inclusive of overall cost for each provider was also presented.

Director Contreras informed the Board how the library recently started participating in a State Library project, which gave the library a free one-year subscription to Gale Analytics. Differences between Gale Analytics and Library IQ include how Gale Analytics allows the library to upload user demographic data to be processed with local demographic information gathered from different agencies which presents a detailed overview of the library's audience and how we interact with the local community. The data and analysis in Gale Analytics are similar to that provided by LibraryIQ, but it is more substantial and detailed. It shows the library who and where our users are in the community, as well as identifying non-library users in the area. Unlike LibraryIQ, Gale Analytics does not provide detailed information about the library's collection and circulation. It focuses on user demographics only.

President Martin then opened the item for discussion. Trustee Shioura asked for the clarification of what this library assessment includes. Director Contreras clarified LibraryIQ is for assessing library's collection management. Trustee Shioura then explained the background and estimated savings that could come from using Library IQ for a full scale (4 part) library assessment. Director Contreras clarified Library IQ is a subdivision of Library Systems & Services, Inc (LSSI). LSSI is an outsourcing company for libraries and contracting such services would require a Request for Proposal process -- something the Board could not decide at this meeting as it is not

on the agenda. Director Contreras then outlined the Request for Proposal process. Trustee Shioura did not have questions or comments about the information presented.

Trustee Shioura then questioned why he was misled when inquiring about the agenda and being told Library IQ Assessment would be voted on earlier in the meeting. President Martin apologized for the misunderstanding between the collection management assessment (Library IQ) and full scale library assessment (LSSI). Trustee Shioura then noted his objection to the budget again, and President Martin affirmed his objection is noted, but the budget is approved for 2021-2023 Fiscal Year.

President Martin thanked Jon Legree, Systems Librarian, for the report and multiple options. President Martin recommended to continue with the free membership with Gale Analytics from the State Library. Secretary Carline recommended Jon Legree, Systems Librarian, report after six months of use of Gale Analytics to revisit if the library would like to continue using or if we need to begin the Request for Proposal process. President Martin asked for a motion to continue through the one year subscription with Gale Analytics collection management services as provided for free by the California State Library and have the Systems Librarian report out in six months to discuss further options. The motion was moved by Secretary Carline and seconded by Trustee Shkoler. A roll call vote was taken:

AYES:	Martin, Carline, Dahl, Shkoler
NOES:	Shioura
ABSENT:	None

REVIEW PHASE 2 RE-OPENING PLANS AND DISCUSS PREPARATIONS FOR PHASE 3 RE-OPENING.

At the March 15, 2021 Library Board of Trustees meeting, the Board approved a building capacity increase to 20%, or 105 patrons, with the continuation of the rotating team schedules. Library Director Contreras presented State guideline updates that reflect building capacity can now be 50% due to Orange County moving into the Orange Tier. Director Contreras stated majority of staff have been vaccinated and no positive cases have been reported since February 14, 2021. Therefore, Administration recommends increasing building capacity to 50% with all staff returning to the library, discontinuing rotating schedules, and maintaining the current hours beginning April 23, 2021. The Board had no comments. It was motioned by Secretary Carline and seconded by Trustee Shkoler to authorize an amendment to the Re-Opening Plan for Phase 2 to increase building capacity to 50% and for all staff to return to the building effective April 23, 2021. A roll call vote was taken:

AYES:	Martin, Carline, Dahl, Shkoler
NOES:	Shioura
ABSENT:	None

Director Contreras presented the recommendation, in anticipation of the reopening of the State and barring unforeseen circumstances, the District move into Phase 3 – Full Opening, back to regular hours with the Friends Bookstore and Bodhi Café fully

open on July 12, 2021. In order to best prepare staff for Phase 3, Director Contreras requests a closure from June 28-July 11, 2021 to prepare for Phase 3: staff training, return of furniture from storage, process new materials, and complete pending projects. The Board noted concerns with the two week closure period and agreed to 10 days rather than 14. Additionally, Director Contreras clarified the quarantine of items will continue based on State guidelines. Moreover, Trustee Dahl inquired if passport services could still continue during the closure. Director Contreras and staff members, Venessa Faber and Megan Tolman, commented on passports should no longer be in peak season and the U.S. Department of State is delayed with passport processing beyond District control. It was then motioned by Secretary Carline and seconded by Trustee Dahl to authorize library closure from July 1-July 11, 2021 for staff to prepare for Phase 3 Re-Opening. A roll call vote was taken:

AYES:	Martin, Carline, Dahl, Shkoler
NOES:	Shioura
ABSENT:	None

It was then motioned by Secretary Carline and seconded by Trustee Shkoler to authorize Phase 3- Full Opening on July 12, 2021. A roll call vote was taken:

AYES:	Martin, Carline, Dahl, Shkoler
NOES:	Shioura
ABSENT:	None

**DISCUSSION OF PUBLIC
ENGAGEMENT
APPROACHES.**

At the March 15, 2021 Regular Date Board of Trustees meeting, Trustee Shioura requested a discussion of public engagement at public meetings to be added to the April 19, 2021 Board meeting. Director Contreras presented how the Placentia Library District places a high value on the involvement and engagement of our community. Local government has the advantage of being closest to the people we serve. Director Contreras reported on how the District has various methods that our community uses for requests, inquiries, complaints, input, and to obtain information. These methods include District staff, website, emails, telephones, program surveys, social media, the eXPLORE newsletter, and a library material suggestion form. Director Contreras presented multiple ideas, including Library Tours, Board Meeting Highlights, and Focus groups.

President Martin opened the item for discussion. Trustee Shioura suggested having public meetings held on Saturdays. Director Contreras informed Trustee Shioura that Saturday meetings historically have been unsuccessful and that most, if not all, public meetings are held Monday-Thursday. Trustee Shioura also recommended having a Spanish translator at meetings, volunteering himself to translate. Director Contreras commented that currently in over 100 years of service to Placentia residents, the District has not received one request for bilingual translations of the board meetings. President Martin recommended producing the Board highlights summary sheet, to be posted on the website, with the inclusion of where patrons can contact for more information regarding meetings. It was approved to move forward with the Board highlights which will begin with the April Board meeting. Trustee Shioura once again brought up LibraryIQ at this time and he was reminded

once again, the item is closed for discussion as it was presented earlier under Agenda Item 30.

REVIEW OF ACTION ITEMS

The next Board Meeting agenda will include library privatization and Library Systems & Services. Trustee Shioura again requested trustee emails to be made available to the public on the library's website. Legal Counsel reiterated he is available to discuss with Trustee Shioura at a later time. The next Board Meeting will be on Monday, May 17th, 2021 at 6:30 p.m.

ADJOURNMENT

In closing, President Martin gave a moment of remembrance in honor of Director Contreras' father, Tien Van Nguyen. The Board of Trustees Regular Date Meeting of April 19th, 2021 was adjourned at 8:26 p.m.

Jo-Anne Martin, President
Library Board of Trustees

Gayle Carline, Secretary
Library Board of Trustees



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12:00 P.M.
04/30/21
Accrual Basis

Placentia Library District
Check Register
April 2021

Date	Ref No.	Payee	Memo	Payment	Type
04/01/2021	11641	Pitney Bowes Purchase Power	January & March 2021 Postage	978.47	Bill Payment
04/01/2021	11642	Midwest Tape	Audiobooks/DVDs & Hoopla	8,188.63	Bill Payment
04/01/2021	11643	Cintas	Cleaning Supplies	2,226.96	Bill Payment
04/01/2021	11644	Baker & Taylor	Books	6,557.88	Bill Payment
04/01/2021	11645	Wendy Amireh	Eggcitement- Adults Prize Reimbursement	366.66	Bill Payment
04/01/2021	11646	SDRMA	Medical Benefits for April 21	24,259.59	Bill Payment
04/01/2021	11647	Time Warner Cable	Cable service for 03/12/21-04/11/21	67.06	Bill Payment
04/01/2021	11648	Kevin Roznowski Photography	Board & Employee Portraits	1,826.37	Bill Payment
04/01/2021	11649	Woodruff, Spradlin & Smart	Services rendered through 02/28/21	739.50	Bill Payment
04/01/2021	11650	CliftonLarsonAllenLLP	Final billing for audit of the District's financial statements for the year ended June 30, 2020.	8,025.00	Bill Payment
04/01/2021	11651	SoCalGas	For gas service on 02/18/21-03/19/21	39.38	Bill Payment
04/01/2021	11652	Public Agency Retirement Services	PARS Contributions for PP 3/12/21-3/25/21	5,314.98	Bill Payment
04/01/2021	11653	OverDrive	Adult Literacy 2021	303.10	Bill Payment
04/01/2021	11654	Staples Advantage	Paper & Office Supplies	1,203.15	Bill Payment
04/01/2021	11655	Placentia-Yorba Linda Unified School Dist	Eggcitement flyers	97.88	Bill Payment
04/01/2021	11656	Envisionware, Inc.	Envisionware Renewal Invoice 6/1/21-5/31/22	900.00	Bill Payment
04/15/2021	11657	UMPQUA BANK	2/28/21-3/31/21 CC Charges	10,500.15	Bill Payment
04/15/2021	11658	Arcelia Janitorial Service	Janitorial Services 3/1/21-3/31/21	3,344.00	Bill Payment
04/15/2021	11659	Megan Tolman	LOTs storage bins	44.13	Bill Payment
04/15/2021	11660	Fernando Maldonado	Eggcitement Helium Tank	33.69	Bill Payment
04/15/2021	11661	Alex Moving	Furniture Storage due to COVID-19 Guidelines March 2021	360.00	Bill Payment
04/15/2021	11662	Baker & Taylor	Books	1,025.76	Bill Payment
04/15/2021	11663	Cintas	Cleaning Supplies	217.14	Bill Payment
04/15/2021	11664	Dick's Lock & Safe	In-Ground Door Closer Re: Meeting Room Children's Restroom Lock Replacements	1,696.69	Bill Payment
04/15/2021	11665	Southern California Edison	Electric service for 03/03/21-03/31/21	1,338.14	Bill Payment
04/15/2021	11666	Midwest Tape	Audiobooks/DVD	416.10	Bill Payment
04/15/2021	11667	Republic Services	Dumpster Pick-Up 04/01/21-06/30/21 Trash service for 03/01/21-03/31/21	240.44	Bill Payment
04/15/2021	11668	City of Placentia	City invoice for March 2021	1,928.27	Bill Payment
04/15/2021	11669	DEMCO, Inc.	Book Spine Labels	56.62	Bill Payment
04/15/2021	11670	SDRMA	Ancillary & Medical Benefits for May 2021	26,478.02	Bill Payment
04/15/2021	11671	Empire Parking Lot Services	Curbside Signs and Post Install (x5)	750.00	Bill Payment
04/15/2021	11672	Legacy Integrative Solutions	Printer Service for March 21	823.77	Bill Payment
04/15/2021	11673	Golden State Water Company	Water service for 2/23/21-3/22/21	574.97	Bill Payment
04/15/2021	11674	Staples Advantage	Multifold paper towels	31.31	Bill Payment
04/15/2021	11675	CALNET3	Phone service Feb and March 21	374.22	Bill Payment
04/15/2021	11676	Placentia Library District	For payroll on 5/12/21	58,000.00	Check
04/15/2021	11677	Cintas	Cleaning Supplies	247.97	Bill Payment
04/27/2021	11678	Capitol Door Services	Front lobby sliding door maintenance.	247.50	Bill Payment
04/27/2021	11679	Sally Federman	Reimbursement	288.72	Bill Payment
04/27/2021	11680	Laura Poladian	Literacy Writing Workshop	150.00	Bill Payment
04/27/2021	11681	Baker & Taylor	Books	3,640.64	Bill Payment
04/27/2021	11682	Midwest Tape	Audio Books	4,866.24	Bill Payment

12:00 P.M.
04/30/21
Accrual Basis

Placentia Library District
Check Register
April 2021

04/27/2021	11683	Johnson Controls Security Solutions	Recurring service 05/01/21-07/31/21	881.46	Bill Payment
04/27/2021	11684	Time Warner Cable	Cable 04/12/21-05/11/21	67.06	Bill Payment
04/27/2021	11685	Diana Fredrich	Virtual Workshop for Tutors	300.00	Bill Payment
04/27/2021	11686	Woodruff, Spradlin & Smart	Legal Services through 03/31/21	1,377.00	Bill Payment
04/27/2021	11687	SoCalGas	3/19/21-4/19/21 Gas Services	44.13	Bill Payment
04/27/2021	11688	Placentia-Yorba Linda Unified School Dist	Eggcitement directional signage	87.00	Bill Payment
04/27/2021	11689	Barcodes LLC	4 Replacement Barcode Scanners	903.75	Bill Payment
04/27/2021	11690	Cintas	Cleaning Supplies	217.14	Bill Payment
04/27/2021	11691	Placentia Library District	For payroll on 5/26/21	60,000.00	Check
04/29/2021	11692	Public Agency Retirement Services	PARS Contributions for PP 03/26/21-04/08/21 and PP 04/09/21-04/22/21	5,093.24	Bill Payment
				<u>247,739.88</u>	

PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Jeanette Contreras, Library Director

FROM: Fernando Maldonado, Business Manager

SUBJECT: Fund Balance Report through April 2021 for Placentia Library District Fund 9LX with Orange County Treasurer

DATE: May 17, 2021

Fiscal Year 2020-2021	
7/31/2020	790,798.96
8/31/2020	791,646.81
9/30/2020	792,427.94
10/31/2020	793,212.36
11/30/2020	793,942.94
12/31/2020	794,595.92
1/31/2021	795,201.11
2/28/2021	795,749.02
3/31/2021	796,231.15
4/30/2021	796,660.85
5/31/2021	
6/30/2021	

Fiscal Year 2019-2020	
7/31/2019	2,359,796.20
8/31/2019	1,664,223.95
9/30/2019	768,754.12
10/31/2019	773,383.05
11/30/2019	775,109.08
12/31/2019	782,036.70
1/31/2020	783,463.84
2/29/2020	784,784.09
3/31/2020	786,068.73
4/30/2020	787,380.00
5/31/2020	788,631.94
6/30/2020	789,835.57



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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Library Board of Trustees

FROM: Jeanette Contreras, Library Director

SUBJECT: Financial Reports through April 2021 for the Placentia Library District Accounts on Deposit with the Orange County Treasurer and the Placentia Library District General Ledger

DATE: May 17, 2021

Summary of Cash and Investments as of April 30, 2021

Cash with Orange County Treasurer Fund 9LX	\$796,660.85
General Fund Checking – Bank of the West	\$1,608,433.77
General Fund Savings – Bank of the West	\$734,477.75
<i>(Impact Fees in Savings – Restricted)</i>	\$463,176.62
Payroll Checking – Wells Fargo Bank	\$61,549.23
Total Cash and Investments	\$3,201,121.60

I hereby certify that the investments are in compliance with Placentia Library District Policy 3035 – Investment of District Funds, as adopted by the Library Board of Trustees, and California Government Code Section 53646(b)(1); and that Placentia Library District has the ability to meet its budgeted expenditures for the next six(6) months.



Jeanette Contreras
Library Director



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PLACENTIA LIBRARY DISTRICT
EXPENDITURES REPORT
April 30, 2021
83.33% of the year completed.

ACCOUNT	DESCRIPTION	APPROPRIATIONS	EXPENDED	CURRENT	REMAINDER
SALARIES & EMPLOYEE BENEFITS					
5010, 5020	Salaries & Wages	1,470,812	1,120,734	0.76	\$350,078
5030	Retirement	64,143	52,145	0.81	\$11,998
5040	Unemployment Insurance	2,500	1,631	0.65	\$870
5050	Health Insurance	289,038	231,506	0.80	\$57,532
5064	Dental Insurance	17,796	10,879	0.61	\$6,917
5060	Life Insurance	9,420	3,962	0.42	\$5,458
5066	AD & D Insurance	6,172	5,211	0.84	\$961
5068	Vision Insurance	3,541	2,256	0.64	\$1,285
5090	Education Assistance Program	5,000	0	0.00	\$5,000
5070	Workers' Compensation Insurance	16,252	10,510	0.65	\$5,742
	TOTAL	\$1,884,674	\$1,438,834	0.76	\$445,840
SERVICES & SUPPLIES					
5100	Communications	11,000	10,630	0.97	\$370
5170	Household Expenses	25,000	14,536	0.58	\$10,464
5099	Liability Insurance	22,000	33,485	1.52	(\$11,485)
5205	Maintenance Expense	20,000	11,709	0.59	\$8,291
5210, 5220-5280, 5160, 5180	Maintenance, Buildings & Improvements	90,000	61,832	0.69	\$28,168
5290	Memberships	11,000	8,517	0.77	\$2,483
5300-5350	Office Expenses & Postage	74,363	50,969	0.69	\$23,395
5400	Prof./Specialized Services	202,000	122,574	0.61	\$79,426
5495, 5900, 5910, 5920	Programs	50,000	34,119	0.68	\$15,881
5500	Books/Library Materials	233,850	183,213	0.78	\$50,636
5600	Meetings/Professional Development	25,000	7,035	0.28	\$17,965
5700	Mileage/Parking	1,000	74	0.07	\$926
5800	Utilities	35,000	37,016	1.06	(\$2,016)
7000	COVID-19	20,000	7,811	0.39	\$12,189
	TOTAL	\$820,213	\$583,520	0.71	\$236,693
OPERATING EXPENSES					
		\$2,704,887	\$2,022,354	0.75	\$682,533
FIXED ASSETS & TAXES					
1320	Equipment & Furniture	\$10,000	-	0.00	\$10,000
6100	Taxes and Assessments	\$20,000	8,578	0.43	\$11,422
	TOTAL	\$30,000	8,578	0.29	\$21,422
CAPITAL PROJECT					
*5211	Renovation	\$0	-	-	\$0
	TOTAL	\$0	-	-	\$0
	TOTAL BUDGET	\$2,734,887	\$2,030,932	0.74	\$703,955

*Mathematically unable to divide by zero. Dividing by zero provides a null value.

PLACENTIA LIBRARY DISTRICT
YTD REVENUE REPORT
As of April 30, 2021

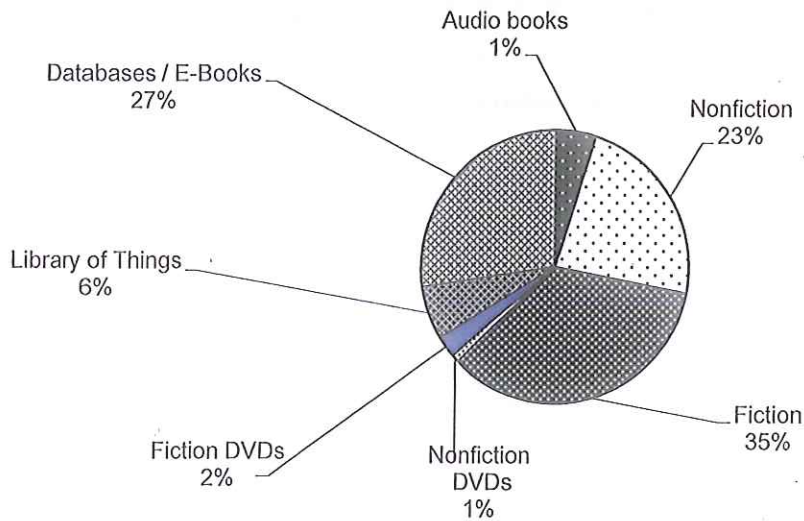
Acct. #	DESCRIPTION	BUDGET	YTD ACTUAL	BALANCE	PERCENT % RECEIVED
PROPERTY TAX REVENUE					
4010	Property Taxes - Current Secured	2,256,631	2,527,894	271,263	112.0%
4020	Property Taxes - Current Unsecured		63,978	(13,340)	82.7%
* 4030	Property Taxes - Prior Secured	77,318	-	0	-
* 4040	Property Taxes - Prior Unsecured	0	-	0	-
4050	Property Taxes - Curr Supplemental	65,012	39,467	(25,545)	60.7%
* 4060	Property Taxes - Prior Supplemental	0	1	1	-
* 4070	Interest on Unapport Tax	0	966	966	-
4080	Penalties & Costs on Delinq Taxes	18,558	22,912	4,354	123.5%
4090	Taxes Special Dist Augmentation	9,835	4,814	(5,021)	48.9%
* 4180	Other Revenue	0	80	80	-
4190	State - Homeowners Property Tax Relief	67,033	6,201	(60,832)	9.3%
* 4191	Asset Sales of the Placentia Successor Agency	0	-	0	-
	Sub Total	2,494,387	2,666,313	171,926	106.9%
INTEREST REVENUE					
4600	Interest	8,500	7,881	(619)	92.7%
	Sub Total	8,500	7,881	(619)	92.7%
GRANT REVENUE					
4210, 4421	State Grants	20,000	49,385	29,385	246.9%
4230	Other Grants	20,000	-	(20,000)	0.0%
	Sub Total	40,000	49,385	9,385	123.5%
MISCELLANEOUS REVENUES					
* 4420	Newsletter Ads	0	-	0	-
4410	PLFF Grants	25,000	21,000	(4,000)	84.0%
* 4430, 4400, 4414C	Other Revenue & i-bank Final Disbursement	73,900	5,609	(68,291)	7.6%
4310	Fines & Fees	15,000	7,076	(7,924)	47.2%
4320, 4330	Passport/Photos	150,000	97,451	(52,549)	65.0%
* 4340	Meeting Room Fees	0	-	0	-
4350	Test Proctor	2,000	750	(1,250)	37.5%
	Sub Total	265,900	131,886	(134,014)	49.6%
TOTAL REVENUES YTD FOR FY 20/21:		2,808,787	3,311,364	482,577	117.9%
4440	Reserves	0	-	0	-
4500	Impact Fees	20,000	455,901	435,900.68	2279.5%

*Mathematically unable to divide by zero. Dividing by zero provides a null value.

Placentia Library District

ACQUISITIONS REPORT FOR FISCAL YEAR 2020-2021 THROUGH APRIL 2021

	YTD 2020/21	YTD 2020/21	YTD 2019/20	YTD 2019/20
	Amount	Titles	Amount	Titles
Total Fiction	\$63,173	3356	\$53,528	2348
Total Non-Fiction	\$42,233	2083	\$35,395	1555
Total Databases / E-Books	\$49,693	1033	\$55,426	201
Total Audio Books	\$8,668	377	\$5,116	102
Total Educational DVDs	\$1,619	75	\$1,717	58
Total Entertainment DVDs	\$4,665	388	\$6,039	139
Total Library of Things	\$11,466	20	\$0	0
YTD TOTAL MATERIALS	\$181,519	7332	\$157,221	4403
Budget	\$223,850		\$265,183	
% Spent YTD	81%		59%	





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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Jeanette Contreras, Library Director

FROM: Fernando Maldonado, Business Manager

SUBJECT: Service Revenue Activities Report for April 2021

DATE: May 17, 2021

Net Revenue Summary for April 2021

			YTD	YTD
	Apr-21	Apr-20	2020-2021	2019-2020
Passport	22,113	945	81,322	128,570
Passport Photos	3,821	240	16,127	22,620
Test Proctor	0	50	750	2,600
Fines & Fees	1,332	0	7,076	32,372
Meeting Room	0	0	0	850
TOTAL	27,266	1,235	105,275	187,012



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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Jeanette Contreras, Library Director

FROM: Fernando Maldonado, Business Manager

SUBJECT: Personnel Report for April 2021

DATE: May 17, 2021

	Apr-21	Apr-20	YTD 2020-2021	YTD 2019-2020
Separation	0	0	0	3
Retirement	0	0	1	0
Appointments	0	0	1	7
Open Positions	1	0	1	6
Workers' Compensation Leave	0	0	0	0
Total	1	0	3	16

SEPARATION: None

RETIREMENT: None

APPOINTMENTS: None

OPEN POSITIONS: Children's Supervisor, Public Services



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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Jeanette Contreras, Library Director

FROM: Yesenia Baltierra, Assistant Library Director

SUBJECT: Circulation Activity Report for April 2021

DATE: May 17, 2021

CIRCULATION	Apr-21	Apr-20		Y-T-D 2020-21	Y-T-D 2019-20	Y-T-D % change
New Patron Registrations	160	2,842		1,855	10,385	-82.1%
Circulation (items)	12,303	0		26,723	28,974	-7.8%
Circulation (e-content)	11,635	11,487		22,878	20,328	12.5%
Total Circulation	23,938	0		214,427	174,510	22.9%
Total Active Borrowers*	3,986	9,679				
Attendance	9,904	0		59,736	190,105	-68.6%
Registered Card Holders*	55,512	53,456				
Adult Fiction	1,948	0		15,980	11,684	36.8%
Adult/Teen Nonfiction	1,021	0		9,698	10,385	-6.6%
Adult Magazines	17	0		45	26	73.1%
Adult/Teen Audio Books	150	0		2,002	2,995	-33.2%
Adult DVDs	844	0		8,900	13,125	-32.2%
Library of Things	10	0		85	202	-57.9%
Teen Fiction	297	0		3,199	3,066	4.3%
Video Games	134	0		879	1,381	-36.4%
Childrens Fiction	6,158	0		41,922	36,861	13.7%
Childrens Nonfiction	1,459	0		8,328	6,595	26.3%
Childrens Magazines	4	0		89	54	64.8%
Childrens Audio Books	0	0		1,046	3,450	-69.7%
Childrens DVDs	261	0		2,039	3,297	-38.2%
* YTD % change not applicable.						

PATRON COUNT

Apr-21	SUN	MON	TUES	WED	THURS	FRI	SAT	HOUR TOTALS
9:00								0
10:00			511	381	453	434	192	1971
11:00			287	244	240	346	246	1363
12:00			287	208	282	375	228	1380
1:00			293	272	228	331	217	1341
2:00			343	283	202	274	172	1274
3:00			299	220	292	346	183	1340
4:00			245	249	252	216	107	1069
5:00								0
6:00								0
7:00								0
DAY TOTALS	0	0	2265	1857	1949	2322	1345	9738
Gate Count								
April 2021	April 2020	Y-T-D 2019-20	Y-T-D 2018-19	Y-T-D % change		Hours Open	Average Per Hour	
9,738	0	55,400	124,947	-126%		147	66	
Open: 21 days, closed due to protest 4/24								
Outside Gate Counts								
Adult/Teen Programs						Library Attendance Total 9,904		
Children Programs								
Outreach Events (curbside)			166					
Meeting Room Rentals								
TOTAL			166					

Passport Count

April 2021	SUN	MON	TUES	WED	THURS	FRI	SAT	HOUR TOTALS
9:00								0
10:00			15	23	33	25	19	115
11:00			13	26	38	26	22	125
12:00			17	19	25	29	23	113
1:00			23	21	21	28	23	116
2:00			26	19	15	25	18	103
3:00			17	14	7	26	14	78
4:00								0
5:00								0
6:00								0
7:00								0
DAY TOTALS	0	0	111	122	139	159	119	650
		April	April	Y-T-D	Y-T-D	Y-T-D		
		2021	2020	2020-21	2019-20	% change		
		650	0	2459	3593	-46%		

ACHIEVEMENTS

- Laura created 50 adult GoGreen kits and 120 children's STEAM kits.
- Tim worked on his CLA social media and marketing presentation.
- Tim worked on weekly email newsletters, program publicity, graphics and social media posts to promote library programs and services

MEETINGS

- Laura, Tim, Erich, Estella and Angie attended Friday Zoom Huddles on April 2nd, 9th, and 16th.
- Team A attended daily huddles on April 1, 9, 13, 14, 15, 23, 26, 27, 28 and 29.
- Team B attended daily huddles in April.
- Angie, Erich and Laura attended the All-Staff meeting on April 20th.
- Angie had a one-on-one meeting with Estella on April 16th.
- Erich attended a meeting with Public Services on April 22nd.
- Erich attended a meeting with Katie and Wendy on April 23rd.
- Laura attended Board Meeting on April 19th.
- Tim had a one-on-one meeting with Yesenia on April 9th and 23rd.
- Tim had a CLA Marketing Committee on April 1st.
- Estella and Tim attended a LOTs planning meeting on April 12th.
- Estella attended a zoom meeting with new Trustees Hilaire Shioura and Sherri Dahl on April 14th.
- Estella and Yesenia had a one on one meeting on April 15th.
- Estella attended Supervisor's meeting on April 21st.
- Estella attended Passport Manager meeting on April 7th.
- Tim attended meeting with Jeanette on April 21st.

PROFESSIONAL DEVELOPMENT

- None

PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Jeanette Contreras, Library Director
FROM: Fernando Maldonado, Business Manager
SUBJECT: City of Placentia - Shared Maintenance Costs through April 2021
DATE: May 17, 2021

CITY OF PLACENTIA INVOICES

PERIOD COVERED FY 2020-2021	INVOICE DATE	SO. CAL EDISON	TURF (Merchants)	GROUNDS (SA Aquatics)	AT&T	FACILITY MAINT	TOTAL
Jul-20	7/29/2020	0.00	4,801.20	249.60	8.68	0.00	5,059.48
Aug-20	9/2/2020	0.00	1,600.40	0.00	9.14	0.00	1,609.54
Sep-20	*	*	*	*	*	*	0.00
Oct-20	10/1/2020	0.00	1,600.40	499.20	9.20	0.00	2,108.80
Nov-20	11/18/2020	0.00	3,200.80	249.60	9.07	0.00	3,459.47
Dec-20	12/15/2020	0.00	1,600.40	499.20	9.28	0.00	2,108.88
Jan-21	*	*	*	*	*	*	0.00
Feb-21	2/10/2021	0.00	3,200.80	499.20	19.61	0.00	3,719.61
Mar-21	3/23/2021	0.00	1,600.40	249.60	10.37	67.90	1,928.27
Apr-21	4/27/2021	0.00	1,600.40	0.00	9.77	0.00	1,610.17
May-21							0.00
Jun-21							0.00
	TOTAL	\$0.00	\$19,204.80	\$2,246.40	\$85.12	\$67.90	\$21,604.22

* City Billing Not Received

PERIOD IN FY 2019-2020	INVOICE DATE	SO. CAL EDISON	TURF (Merchants)	GROUNDS (SA Aquatics)	AT&T	FACILITY MAINT	TOTAL
Jul-19	8/19/2019	0.00	1,492.67	0.00	10.70	0.00	1,503.37
Aug-19	9/17/2019	0.00	1,492.67	232.80	0.00	0.00	1,725.47
Sep-19	*	*	*	*	*	*	0.00
Oct-19	10/23/2019	0.00	1,492.67	232.80	10.66	1,369.89	3,106.02
Nov-19	*	*	*	*	*	*	0.00
Dec-19	12/12/2019	0.00	3,200.80	232.80	17.71	2,794.71	6,246.02
Jan-20	1/15/2020	0.00	0.00	338.71	8.95	0.00	347.66
Feb-20	2/18/2020	0.00	1,600.40	748.80	8.89	1,946.88	4,304.97
Mar-20	3/13/2020	0.00	3,200.80	249.60	8.68	0.00	3,459.08
Apr-20	4/20/2020	0.00	1,600.40	0.00	17.36	1,300.29	2,918.05
May-20	*	*	*	*	*	*	0.00
Jun-20	6/24/2020	0.00	0.00	748.80	17.35	12,682.05	13,448.20
	TOTAL	\$0.00	\$14,080.41	\$2,784.31	\$100.30	\$20,093.82	\$37,058.84



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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Library Board of Trustees

FROM: Jeanette Contreras, Library Director

SUBJECT: Administration Report for April 2021

DATE: May 17, 2021

Meetings:

- Board of Trustees Regular Date Meeting: April 19th
- All Staff Meeting: April 20th
- PLFF Meeting: April 12th

- Library Impact Fee Meeting: April 1st
- Weekly Huddles: April 2nd, 9th, 12th, & 30th
- Summer Reading Program Meeting: April 6th
- Staff and Trustee Orientations: April 6th, 8th & 12th
- Passport Program Management Meeting: April 7th
- 2021 Monthly Conference Chairs Meeting: April 7th, 14th, 21st, & 28th
- One on One Staff Meetings: April 8th, 9th, 12th, 14th, 15th, 16th, 20th, 22nd, 23rd, 26th, 27th, & 28th
- Public Library Directors Forum: April 8th, 15th, 22nd, & 29th
- Meeting with President Martin: April 12th
- Supervisor Meeting: April 13th
- Management Meeting: April 14th, 21st, & 28th
- Children's Supervisor Interview Panel Briefing & Debriefing: April 22nd
- Monthly Events Meeting: April 26th
- CLA Board of Directors Meeting: April 26th

Facilities:

- Dewey Pest Control: April 5th

Training/Workshops/Conference:

- N/A

Events:

- N/A

At the April 19, 2021 Library Board of Trustees meeting, Trustee Shioura inquired about percentage of property taxes dedicated to library materials budget.

Placentia property owners are assessed .00046078736% for Placentia Library District.

According to Redfin, the current median home value in Placentia is \$854,250*. Using this value, the home owner is assessed \$394 annually for Placentia Library District. **The Return on Investment (R.O.I.) for said owner is 2,552% for overall library services and 2,156% for library materials only.** Please see below for additional information.

Placentia Library District

Library Savings Calculator

How much would you have to pay for the services your library provides for free?

- Enter in the left hand column the number of times **per month** you or your family use each service.
- Estimated retail value of each service will be calculated on the right.
- Optional: send us your total along with your comments about the library.

Use	Service (per month)	Cost
<input type="text" value="4"/>	Adult Books Borrowed	\$ 92.00
<input type="text" value="20"/>	Childrens/Young Adult Books Borrowed	\$ 420.00
<input type="text" value="2"/>	Audio Books Borrowed	\$ 19.90
<input type="text" value="0"/>	CDs Borrowed	\$ 0.00
<input type="text" value="4"/>	Movies Borrowed	\$ 52.00
<input type="text" value=""/>	Magazines Borrowed	\$ 0.00
<input type="text" value="5"/>	Electronic Books Borrowed	\$ 75.00
<input type="text" value="5"/>	Electronic Audio Books Borrowed	\$ 55.00
<input type="text" value="1"/>	Adult Programs & Classes Attended	\$ 15.00
<input type="text" value="8"/>	Children's Programs Attended	\$ 56.00
<input type="text" value="2"/>	Hours of Computer Use	\$ 24.00
<input type="text" value="1"/>	Magazine Use in Library	\$ 5.00
<input type="text" value="1"/>	Newspapers/Magazines Viewed Online	\$ 2.00
<input type="text" value="1"/>	Other Database Searching	\$ 19.95
<input type="text" value="5"/>	Reference Questions Asked	\$ 35.00
TOTAL SAVINGS: \$870.85		<input type="button" value="Send to my Library"/>

This worksheet was adapted from a spreadsheet provided by the Massachusetts Library Association.

Median Home Value in Placentia (Source: Redfin)	\$ 854,250
Annual Property Tax to Placentia Library District (.00046078736%)	\$ 394
Total Annual Placentia Library Services Received (\$870.85 x 12)	\$ 10,450
Total Library Materials Received (\$740.85 x 12)	\$ 8,890

Return on Investment (R.O.I.) – Total Services (\$10,450 - \$394)	\$ 10,056 (2,552%)
Return on Investment (R.O.I.) – Library Materials only (\$8,890 - \$394)	\$8,496
(2,156%)	

Property taxes received and percentage allocated specifically for library materials for the current three fiscal years are as follows:

Year	Property Tax Received	Library Material Expenditures	% of property tax
2018	\$2,448,320	\$189,701	7.75%
2019	\$2,614,136	\$329,479	12.60%
2020	\$2,685,728	\$279,630	10.41%

* Median Home Value in Placentia

- Movoto	\$694,394	Attachment A
- Realtor	\$799,900	Attachment B
- Redfin	\$854,250	Attachment C
- Zillow	\$831,558	Attachment D



Summary Listings Market Trends Demographics Schools

Market Trends and Statistics Placentia, CA

Placentia, CA Homes For Sale

[Change City](#) [Browse by Market Area](#)

All Types

Single Family

Condo/Twnhm

Market Snapshot

	Today	1 Month Ago	1 Year Ago
Active Inventory	32	31 +3%	33 -3%
Median List Price	\$694,394	\$799,900 -13%	\$685,000 +1%
% Distressed	0%	0%	0%
Median Days on Movoto	13	18 -27%	30 -56%
Median Home Size	1,864	2,016 -7%	1,783 +4%
Median \$/Sqft	430	423 +1%	386 +11%



Overview

The median list price in Placentia is \$694,394. The median list price in Placentia went down 13% from April to May. Placentia's home resale inventories is 32, which increased 3 percent since April 2021. The median list price per square foot in Placentia is \$430. April 2021 was \$423.

Market Statistics

Compare Nearby Cities
Compare Nearby Cities

Trend Metrics
Median List Price

Time Period
6 Months

Placentia, CA

Placentia, CA Real Estate Market

How do I find the perfect home in Placentia?

To find the perfect home in Placentia, you can research the current market trends and home values, what schools and school districts are in the area, and what homes are on the market all on reallor.com®.

93 Homes for Sale

18 Homes for Rent

Home values in Placentia, CA

Placentia is a city in California. There are 93 homes for sale, ranging from \$148K to \$2.8M.

\$799.9K
Median Listing Home Price

\$438
Median Listing Home Price/Sq Ft

\$855.2K
Median Sold Home Price

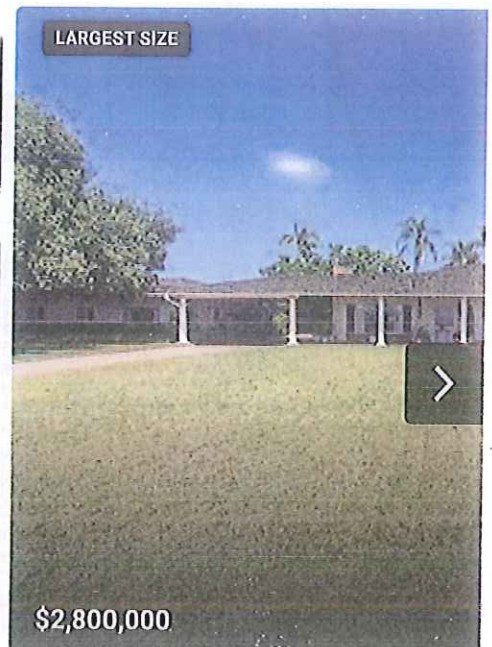
Real Estate Highlights in Placentia, CA



\$415,000



1 bed 1 bath 528 sqft
101 S Main St, Placentia, CA 92870



\$2,800,000

5 bed 8 bath 8,012 sqft
410 N Angelina Dr, Placentia, CA 92870



City, ...



Buy ▾

Sell ▾

Mortgage ▾

Real Estate Agents

Feed 5

Log In

Agenda Item 19
Attachment C
Sign Up

Placentia Housing Market

[See Homes for Sale](#)

[Trends](#)

[Demand](#)

[Recent Sales](#)

[Agent](#)

In April 2021, Placentia home prices were up 25.6% compared to last year, selling for a median price of \$854K. On average, homes in Placentia sell after 22 days on the market compared to 30 days last year. There were 50 homes sold in April this year, up from 30 last year.

Placentia Housing Market Trends

Median Sale Price

\$854,250

+25.6% year-over-year

1y 3y 5y



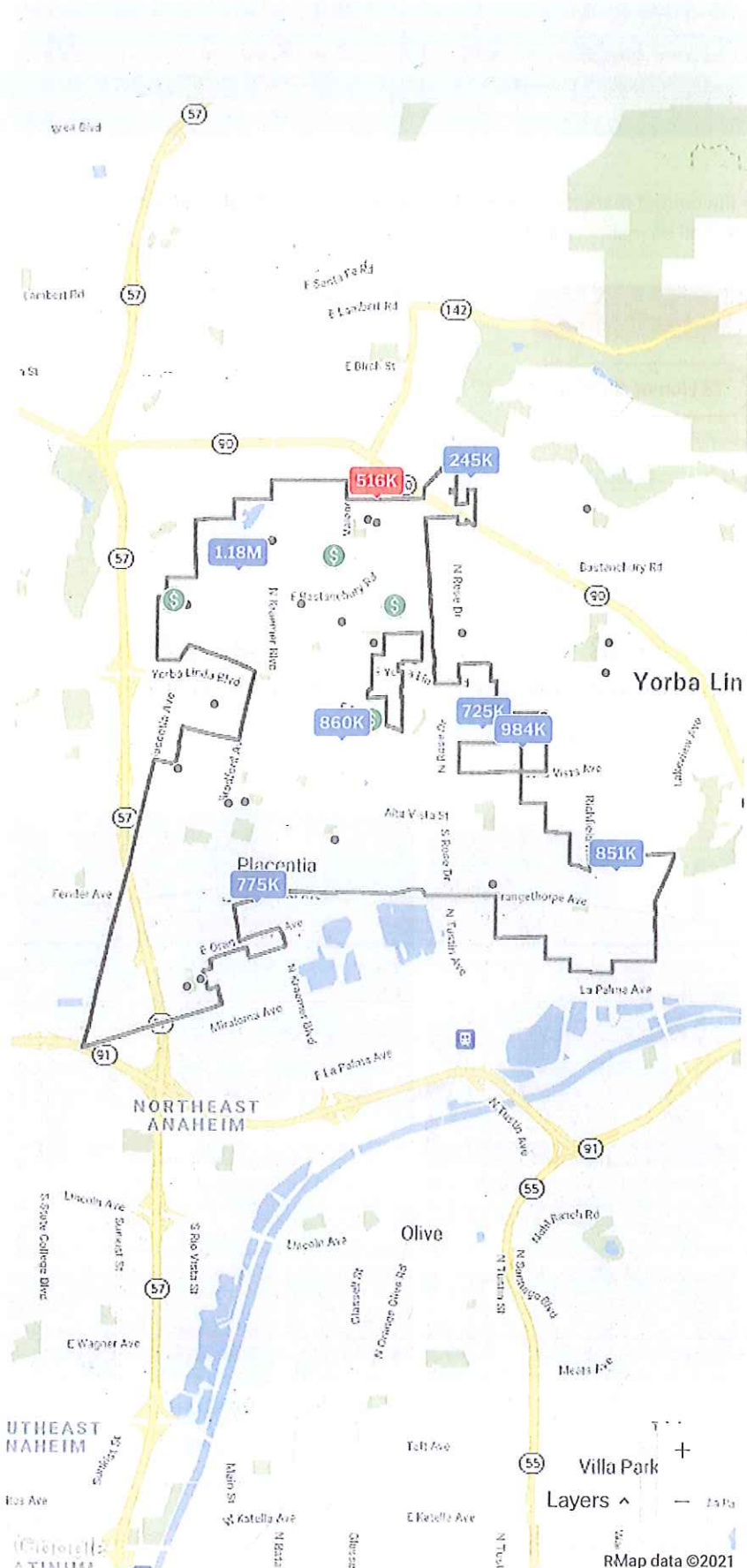
[Compare to US housing market trends](#)

[See top home trends in Placentia](#)

How much is your home worth? Track your home's value and compare it to nearby sales.



[See my estimate](#)



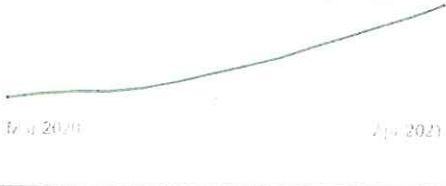
Search home values: City/State/Zip/Neighborhood

Placentia Home Values

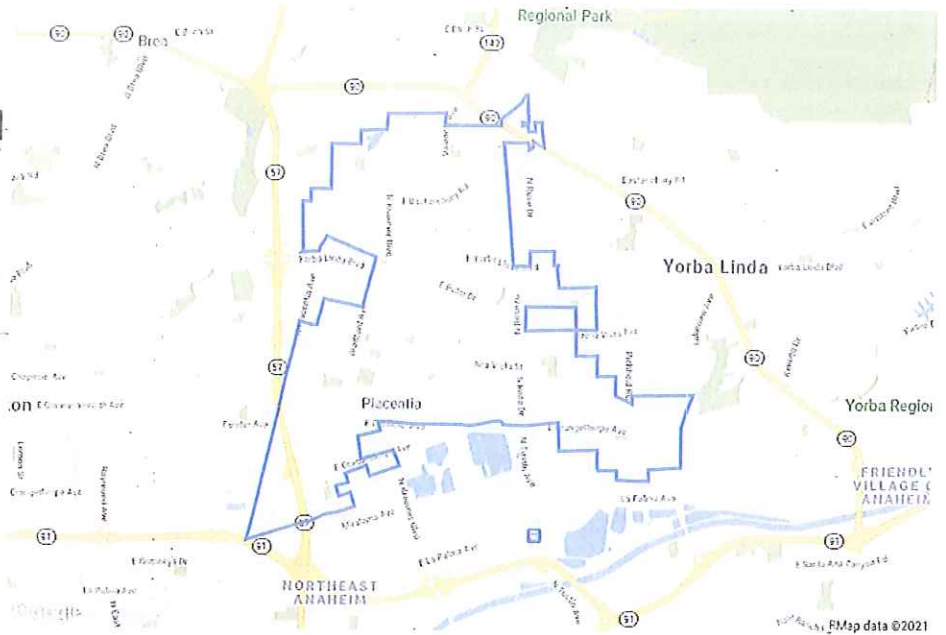
ZILLOW HOME VALUE INDEX

\$831,558

10.9% 1-year change



The typical home value of homes in Placentia is \$831,558. This value is seasonally adjusted and only includes the middle price tier of homes. Placentia home values have gone up 10.9% over the past year.



Placentia Market Overview

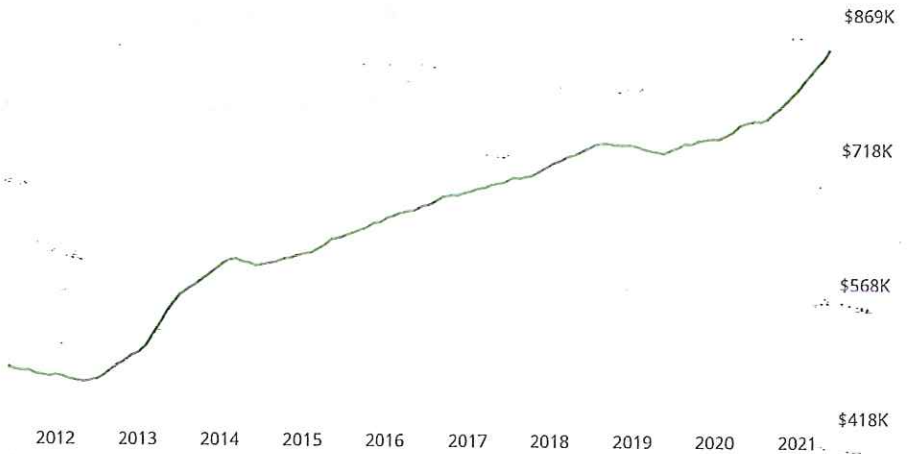
Data through Apr 30, 2021

\$831,558 ZHVI

No data 1-yr forecast

Zillow Home Value Index All homes 1-yr 5-yr Max

Apr 2021 — Placentia \$831K



Placentia

Compare Submit

More Housing Market Data

REAL ESTATE

- Browse all homes
- Albuquerque real estate
- Atlanta real estate
- Austin real estate
- Baltimore real estate

RENTALS

- Rental Buildings
- Atlanta apartments for rent
- Austin apartments for rent
- Baltimore apartments for rent
- Boston apartments for rent

MORTGAGE RATES

- Current mortgage rates
- Alaska mortgage rates
- Alabama mortgage rates
- Arkansas mortgage rates
- Arizona mortgage rates

BROWSE HOMES

- California
- Texas
- Florida
- New York
- Ontario



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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Jeanette Contreras, Library Director

FROM: Yesenia Baltierra, Assistant Library Director

SUBJECT: Children's Services Report for April, 2021

DATE: May 17, 2021

MONTHLY STATISTICS

Program Statistics

Type of Program	Number of Programs	Total Attendance	Number of Programs	Total Attendance	Total Programs	Total Attendance	Total Programs	Total Attendance	% Change Programs	% Change Attendance
	April 2021	April 2021	April 2020	April 2020	Y-T-D 2020-21	Y-T-D 2020-21	Y-T-D 2019-20	Y-T-D 2019-20	Y-T-D	Y-T-D
Storytime	11	1,427	12	468	81	24,240	186	7,122	-56.45%	240.35%
Educational	1	124	0	0	5	1,785	13	90	-61.54%	1883.33%
Reading	0	0	0	0	7	1,456	6	223	16.67%	552.91%
Seasonal Program	0	0	0	0	11	4,759	5	884	120.00%	438.35%
Totals	12	1,551	12	468	106	32,240	295	9,879	-64.07%	226.35%

Reference/Computer Usage Statistics

	April 2021	April 2020	Y-T-D 2020-21	Y-T-D 2019-20	Y-T-D % change
Reference—in person	219	0	1,037	3,086	-66.40%
Reference--telephone	17	0	188	90	108.89%
Total Reference	236	0	1,225	3,176	-61.43%
Children's computer usage	71	0	339	2,773	-87.77%

ACHIEVEMENTS

- Deanna White prepared and conducted Sunshine Babies and Toddler Tales Virtual Storytime on April 1st, 8th, 15th, 22nd, and 29th.
- Ana Balderas created and conducted Luna, Luna Bilingual Storytime on April 14th and 28th.
- Venessa Faber worked on the LOTs collection on April 5th, 12th, and 19th
- Venessa Faber prepared and preformed Rise N Shine Virtual Storytimes on April 3rd, 10th, 17th, and 24th
- Lori Worden prepared and conducted the Crafternoons Spring program on April 20th.

MEETINGS

- Deanna White met with Yesenia Baltierra for a one-on-one meeting on April 15th and 22nd.
- Venessa Faber attended the Board Meeting on April 19th.
- Ana Balderas met with Yesenia Baltierra for one-on-one meetings on April 14th and 28th.
- Ana Balderas and Lori Worden attended Friday weekly huddles on April 2nd, 9th, 23rd and 30th.
- Lori Worden met with Yesenia Baltierra for a one-on-one meeting on April 12th.
- Lori Worden met with new Placentia Library Board trustee members for an orientation on April 12th.
- Lori Worden attended the all-staff meeting on April 20th.

- Lori Worden attended the Summer at the Library Network Conversation meeting through the California State Library on April 29th.

PROFESSIONAL DEVELOPMENT

- Lori Worden completed a Passport Acceptance Virtual New Agent Training through the Los Angeles Passport Agency on April 26th.

PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Jeanette Contreras, Library Director

FROM: Yesenia Baltierra, Assistant Library Director

SUBJECT: Adult Services Report for April 2021

DATE: May 17, 2021

MONTHLY STATISTICS

Information Desk Activity	April 2021	April 2020	Y-T-D 2021-20	Y-T-D 2019-20	Y-T-D % change
Information -- in person	977	0	5,752	10,060	-42.82%
Information -- telephone	136	0	6,061	4,155	45.87%
Information -- email/chat	26	785	277	866	-68.01%
Curbside Service	166	0	3,700	0	100%
Delivery Service	0	0	77	0	100%
Technology assistance	68	0	350	1,086	-67.77%
Guest passes	15	0	78	627	-87.56%
Adult and Children's computer use (desktops)	510	0	3,828	9,175	-58.28%
Adult computer usage (desktop)	585	0	4,213	6,178	-31.81%
Teen computer usage	8	0	199	1,486	-86.61%

Volunteer Hours	April 2021	April 2020	Y-T-D 2020-21	Y-T-D 2019-20	Y-T-D % change
History Room	0	0	0	191	-100%
PLFF	48.92	0	408.92	2677.07	-84.73%
General Library	98.5	0	284	1543.11	-81.60%
Technology	0	0	0	0	0.00%
Homework Club	0	0	0	132.35	-100.00%
Adult Literacy Tutors	145.75	44.25	1177.32	880.06	33.78%
PTAC	7.5	22.5	207.5	446.5	-53.53%
Summer Reading Program	0	0	0	176.53	-100%
Total Volunteer Hours	293.17	66.75	2070.24	6046.62	-65.76%

History Room Activity	April 2021	April 2020	Y-T-D 2020-21	Y-T-D 2019-20	Y-T-D % change
History Room Visitors	3	0	17	78	-78.21%

Public Services Outreach Activity	April	April	Y-T-D	Y-T-D	Y-T-D
	2021	2020	2020-21	2019-20	% change
Outreach Visits	0	0	0	9	-100.00%
Outreach Attendance	0	0	0	522	-100.00%

Proctored Tests	April	April	Y-T-D	Y-T-D	Y-T-D
	2021	2020	2020-21	2019-20	% change
Number of Tests	0	0	17	54	-69%

Adult and Teen Programs

Type of Program	Number of Programs April	Attendance April	Number of Programs April	Attendance April	Number of Programs FYTD	Attendance FYTD	Number of Programs FYTD	Attendance FYTD	Number of Programs FYTD % change	Attendance FYTD % change
Date	2020	2020	2019	2019	FY2021	FY2021	FY1920	FY1920		
Book Club	0	0	2	10	0	0	8	66	-100.00%	-100.00%
Educational Programs	1	124	1	2	4	532	2	4	100.00%	13200.00%
Fine Art Programs	0	0	0	0	0	0	4	449	-100.00%	-100.00%
Hangar Makerspace Programs	1	351	6	2830	9	2460	27	3048	-66.67%	-19.29%
Health & Fitness Programs	0	0	0	0	0	0	5	42	-100.00%	-100.00%
History Room Programs	0	0	0	0	1	18	3	23	-66.67%	-21.74%
Home and Lifestyle Programs	1	361	0	0	4	1268	3	50	33.33%	2436.00%
Literacy Programs	9	75	7	51	99	673	47	479	110.64%	40.50%
Reading Programs Adult	0	0	0	0	4	431	4	162	0.00%	166.05%
Reading Programs Teen	0	0	0	0	4	80	4	31	0.00%	158.06%
Volunteer Programs	0	0	0	0	0	0	5	74	-100.00%	-100.00%
Placentia Teen Advisory Council	1	5	1	15	18	130	16	253	12.50%	-48.62%
Teen Only Programs	1	63	4	32	10	225	9	357	11.11%	-36.97%
Adult and Teen Program Total	0	0	7	415	153	5817	137	5038	11.68%	15.46%
Teen Program Total	2	68	5	47	32	435	29	641	10.34%	-32.14%

The Hangar Makerspace	Attendance	Attendance	Y-T-D	Y-T-D	Y-T-D
	April	2021	2020	2020-21	2019-20
		2021	2020	2020-21	2019-20
Hangar Open Hour Visitors		0	42	0	739
Adult/Teen Hangar Programs		351	1732	2440	1913
Tween Hangar Programs		0	0	0	24
Family Hangar Programs		0	1098	0	1125
Total		351	2830	2440	3801
					-272.45%

Literacy	YTD2021	YTD1920	% Change
English Literacy Students	42	73	-42.47%
Students Graduated	4	2	100%
English Literacy Tutors	42	38	10.53%

ACHIEVEMENTS

- Shellie McCurdy and Megan Tolman coordinated the April Hangar Take & Make on April 1st.
- Victor Meza coordinated a PTAC Meeting on April 15th.
- Victor Meza coordinated the program DIY Framed Corkboard with pick-up beginning April 10th.
- Michelle Meades filmed Green Up Your Clean Up Video on April 13th.
- Michelle Meades and Megan Tolman coordinated Green Up Your Clean Up program on April 24th.
- Michelle Meades and Shellie McCurdy coordinated Family Cooking Time: Beignets OH MY! on April 17th.
- Sabrina Rosengren & Sally Federman coordinated Literacy Reads – Book Club on April 6th, 13th, 20th, and 27th.
- Sabrina Rosengren coordinated Read, Write, Speak Club on April 9th, 16th, 23rd, and 30th.
- Sabrina Rosengren coordinated Tutor Pronunciation Workshop on April 13th.
- Sabrina Rosengren co-facilitated a CLLS Learner Leadership Monthly Meeting on April 8th.

MEETINGS

- Victor Meza met with Wendy Amireh on April 13th and 30th.
- Michelle Meades and Wendy Amireh interviewed a History Room Intern on April 1st.
- Michelle Meades and Wendy Amireh met with Hilaire Shioura and Sherri Dahl on April 6th.
- Michelle Meades met with Megan Tolman for CLA presentation planning on April 7th.
- Victor Meza met with Michelle Meades to discuss the volunteer process on April 30th.
- Katie Matas met with Wendy Amireh April 16th, 20th, 22nd, and 30th.
- Katie Matas met with Wendy Amireh and Erich Grimm on April 23rd.
- Katie Matas met with Wendy Amireh and Estella Wnek on April 29th.
- Sabrina Rosengren attended SCLLN meeting on April 6th.
- Sabrina Rosengren and Wendy Amireh met on April 13th.
- Sabrina Rosengren met with CLLS Learner Leadership Team on April 8th.
- Wendy Amireh met with Yesenia Baltierra on April 2nd, 6th, 9th, 15th, 16th, 20th, and 23rd.
- Wendy Amireh attended a Supervisor Meeting on April 13th.
- Wendy Amireh attended Kiwanis meetings on April 1st, 8th, and 29th.
- Shellie McCurdy met with Wendy Amireh on April 2nd, April 15th, and 29th.
- Shellie McCurdy met with Yesenia Baltierra on April 15th.
- Megan Tolman met with Wendy Amireh on April 13th, and 27th.
- Megan Tolman met with Venessa Faber on April 19th.
- Megan Tolman, Venessa Faber, Wendy Amireh, Estella Wnek, Katie Matas, Tim Worden, and Yesenia Baltierra met to discuss the LOTs Collection on April 12th.
- Megan Tolman met with Shellie McCurdy on April 14th.
- Adult and Teen Services attended the All Staff meeting on April 20th.
- Adult and Teen Services attended the All Staff Huddles on April 2, 9, 16, and 23-30.
- Team A attended daily Huddles on April 1, and 9-15.
- Team B attended daily Huddles on April 2-8, and 16-22.
- Katie Matas attended the Zip Book Forum on April on 13th.

PROFESSIONAL DEVELOPMENT

- Wendy Amireh attended Gale Analytics training on April 27th.



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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Jeanette Contreras, Library Director

FROM: Jon Legree, Systems Librarian

SUBJECT: Placentia Library Website & Technology Report for April 2021

DATE: May 17, 2021

<u>On-line database usage</u>	April	Onsite	Remote	April	Y-T-D	Y-T-D	Y-T-D
	2021	Usage 4/21	Usage 4/21	2020	2020-21	2019-20	% change
Placentia Library Catalog	3,664	N/A	N/A	1,583	8,378	39,004	-79%
General Reference Center	1	N/A	N/A	15	59	187	-68%
Biography In Context	7	N/A	N/A	1	39	730	-95%
Opposing Viewpoints	1	N/A	N/A	7	22	2,192	-99%
Consumer Reports	334	N/A	N/A	142	1,655	N/A	N/A
Freegal	886	N/A	N/A	856	9,054	8,154	11%
Heritage Quest	133	N/A	N/A	36	1,600	5,142	-69%
Novelist	2	N/A	N/A	68	454	427	6%
Pronunciator	3	N/A	N/A	8	90	217	-59%
ABC Mouse	96	N/A	N/A	39	251	169	49%
ABC Mouse Bring Learning Home	12	N/A	N/A	79	4	238	-98%
World Book Online	10	N/A	N/A	0	47	116	-59%
Tumblebooks	44	N/A	N/A	397	553	1,789	-69%
Reference USA	699	N/A	N/A	228	2,930	1,391	111%
Hoopla	2036	N/A	N/A	2202	21,712	11,577	88%
Overdrive e-books	2,303	N/A	N/A	2,920	24,658	15,030	64%
Overdrive audio books	1,284	N/A	N/A	1,207	12,716	9,480	34%
Overdrive e-books - Placentia Advantage	1,141	N/A	N/A	2,271	14,953	N/A	N/A
Overdrive audio books - Placentia Advantage	791	N/A	N/A	1,055	8,938	N/A	N/A
Tutor.com	1	N/A	N/A	37	157	N/A	N/A
Zinio	2804	N/A	N/A	358	9,558	2,019	373%
ProQuest Pub. Avail. Database*	0	N/A	N/A	N/A	0	N/A	N/A
ProQuest Coronavirus Research*	0	N/A	N/A	N/A	36	N/A	N/A
ProQuest Ebook Central*	0	N/A	N/A	N/A	0	N/A	N/A
ProQuest SIRS Discoverer*	0	N/A	N/A	N/A	16	N/A	N/A
ProQuest SIRS Issues Researcher*	0	N/A	N/A	N/A	2	N/A	N/A
ProQuest eLibrary*	0	N/A	N/A	N/A	16	N/A	N/A
BrainFuse JobNow/VetNow*	19	N/A	N/A	N/A	21	N/A	N/A
TOTAL DATABASE USAGE	16,271	-	-	13,509	117,919	97,862	20%
* Added September 2020							

Computer & Online Resource Use					
	April	April	Y-T-D	Y-T-D	Y-T-D
	2021	2020	2021-21	2019-20	% change
Placentia Residents	595	308	4,849	5,189	-7%
Non-Placentia Residents	530	258	4,245	3,963	7%
Total	1,125	566	9,094	9,152	-1%

Website Traffic					
	April	April	Y-T-D	Y-T-D	Y-T-D
	2021	2020	2020-21	2019-20	% change
Website visits	10,561	7,361	90,973	91,479	-1%
Page Hits	19,220	13,831	161,387	162,183	0%
Users	6,171	4,064	47,933	52,251	-8%
Pages/Session	1.82	1.88	N/A	N/A	N/A
Avg. Session Duration	00:02:08	00:02:27	N/A	N/A	N/A
% New Sessions	74	72	N/A	N/A	N/A

Wifi Use					
	April	April	Y-T-D	Y-T-D	Y-T-D
	2021	2020	2020-21	2019-20	% change
	559	4,695	3,063	17,208	-82%
Total	559	4,695	3,063	17,208	-82%

PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Library Board of Trustees
FROM: Jeanette Contreras, Library Director
SUBJECT: Presentation of the District's IT Strategic Plan
DATE: May 17, 2021

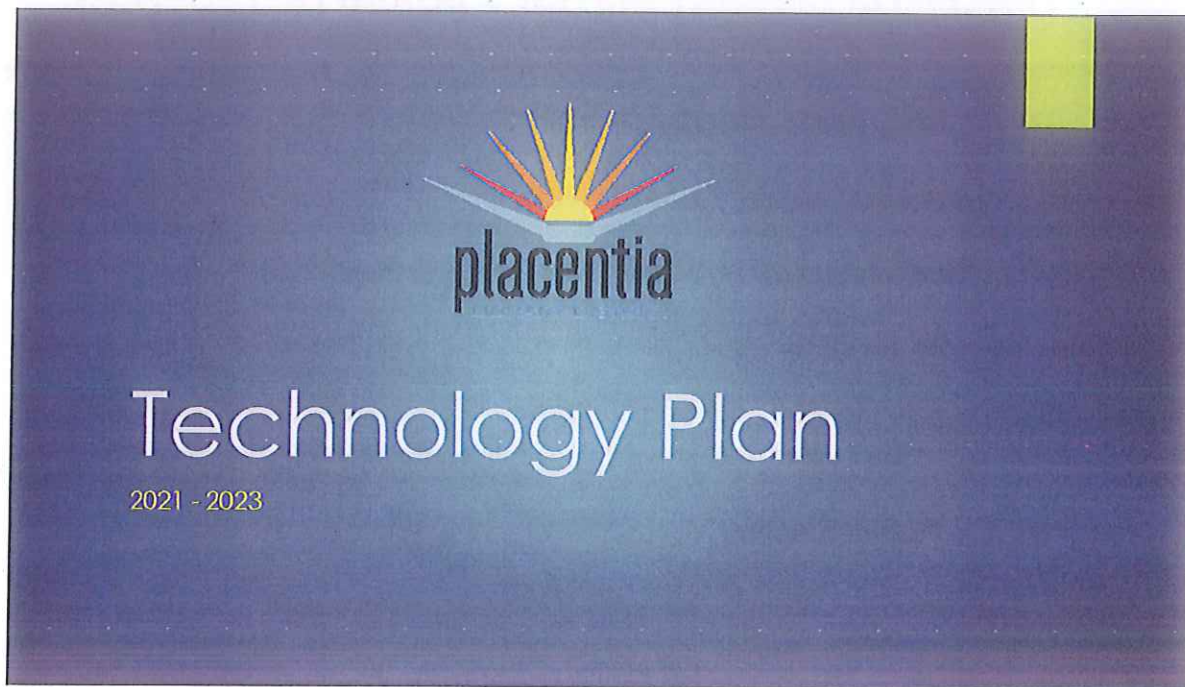
BACKGROUND

Systems Librarian, Jon Legree, will present an update on the District's Strategic Plan.

Attachment A is the PowerPoint.

RECOMMENDATION

No actions required.



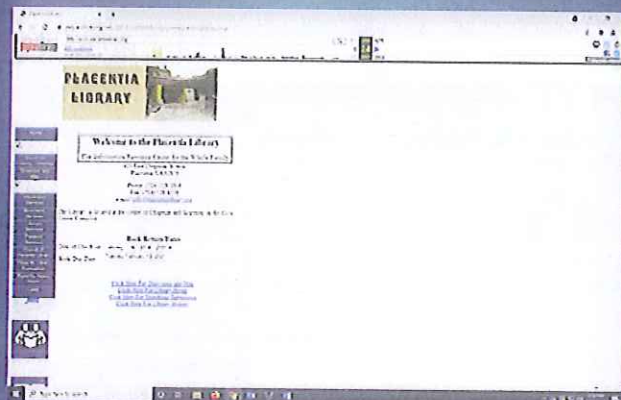
Accomplishments for FY 2019 - 2021

- ▶ Upgraded firewall, switches and cable infrastructure.
- ▶ Upgraded and increased number of public computers.
- ▶ Migrated library email system from in-house exchange to Office 365.
- ▶ Migrated staff files from in-house file server to Microsoft SharePoint.
- ▶ Purchased laptops and Wi-Fi hotspots for staff and patron use.
- ▶ Purchased 2-in-1 laptops and Wi-Fi hotspots for LOTS collection.
- ▶ Upgrade staff and patron Wi-Fi networks for better performance.

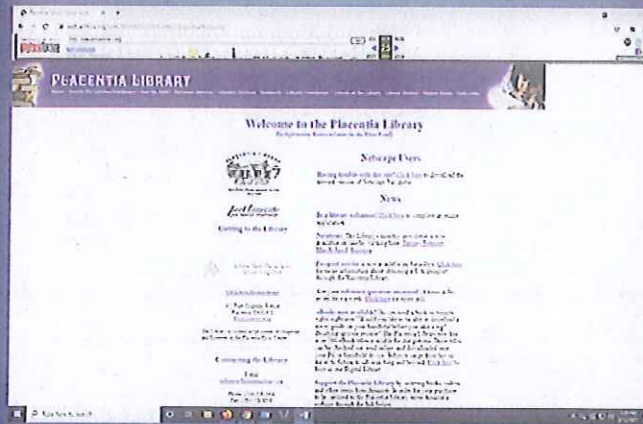
Plan for FY 2021 - 2023

- ▶ Deploy new library web site using WordPress CMS
- ▶ Implement tech support ticketing system in Microsoft Power Apps.
- ▶ Increase staff collaboration and coordination in Microsoft Teams.
- ▶ Implement staff cybersecurity awareness training.
- ▶ Deploy library app using OCLC CapiraMobile.

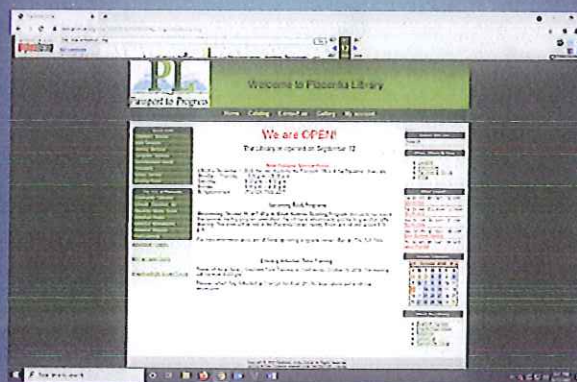
Library Website January 2001



September 2004



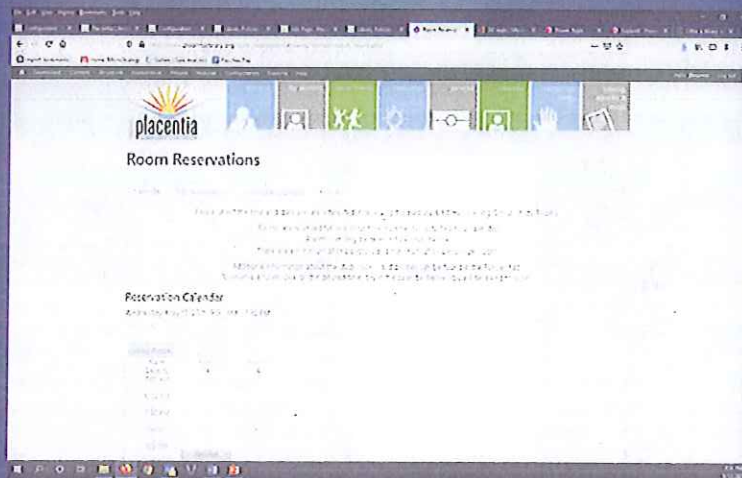
October 2008

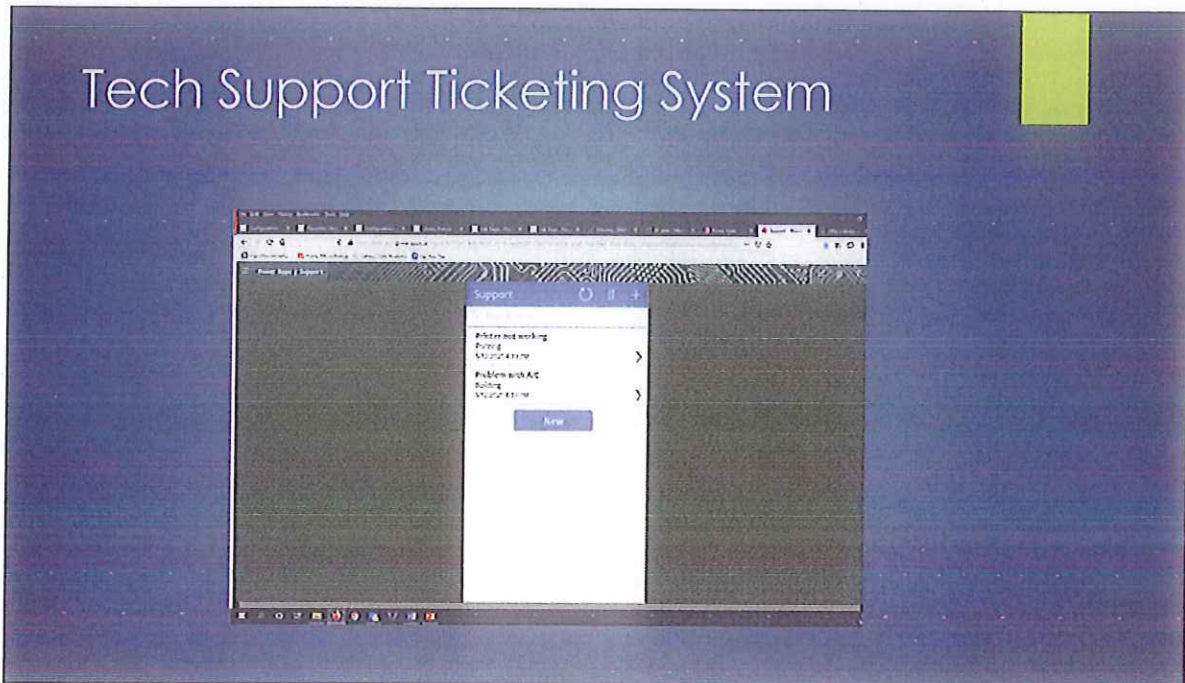
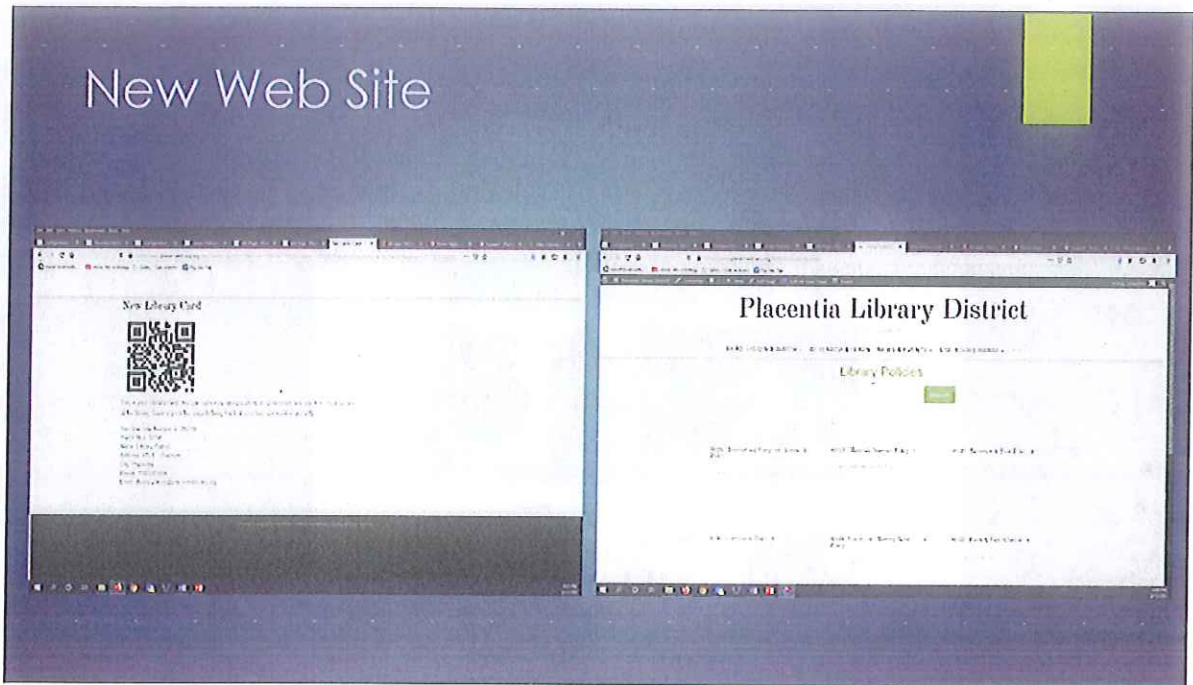


December 2014

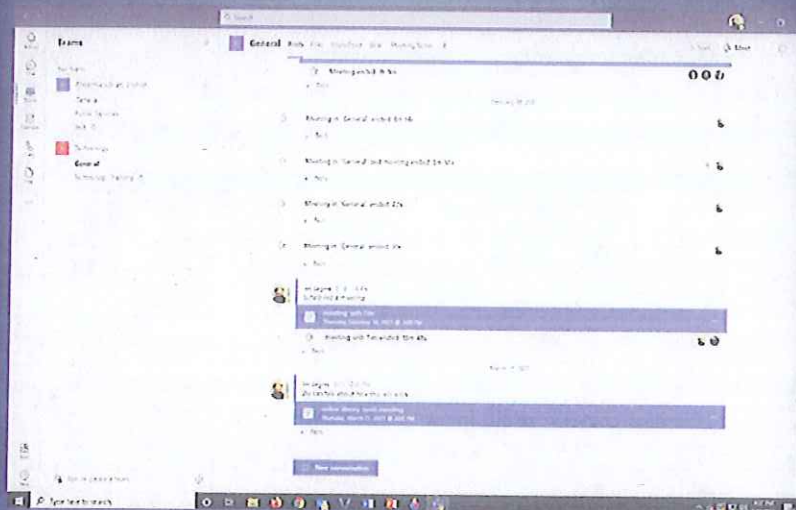


Current Web Site





Staff Collaboration in Teams



CapiraMobile Library App



Performance Measures

Website Visits FY 19 - 20

- ▶ 7,434/month avg.

Website Visits FY 20 - 21

- ▶ 6,923/month avg.

Projected Website Visits FY 21 - 22

- 8,000/month avg.

Projected Website Visits FY 22 - 23

- 10,000/month avg.

Performance Measures

Wi-Fi Users FY 19 - 20

- ▶ 2,132/month avg.

Wi-Fi Users FY 20 - 21

- ▶ 297/month avg.

Projected Wi-Fi Users FY 21 - 22

- 2,200/month avg.

Projected Wi-Fi Users FY 22 - 23

- 2,500/month avg.

More Performance Measures

- ▶ Average time to resolve support tickets.
- ▶ Staff satisfaction with support ticket responses.
- ▶ Downloads of CapiraMobile app.
- ▶ Usage of CapiraMobile app.



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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Library Board of Trustees
FROM: Jeanette Contreras, Library Director
SUBJECT: Presentation of the District's Website Changes
DATE: May 17, 2021

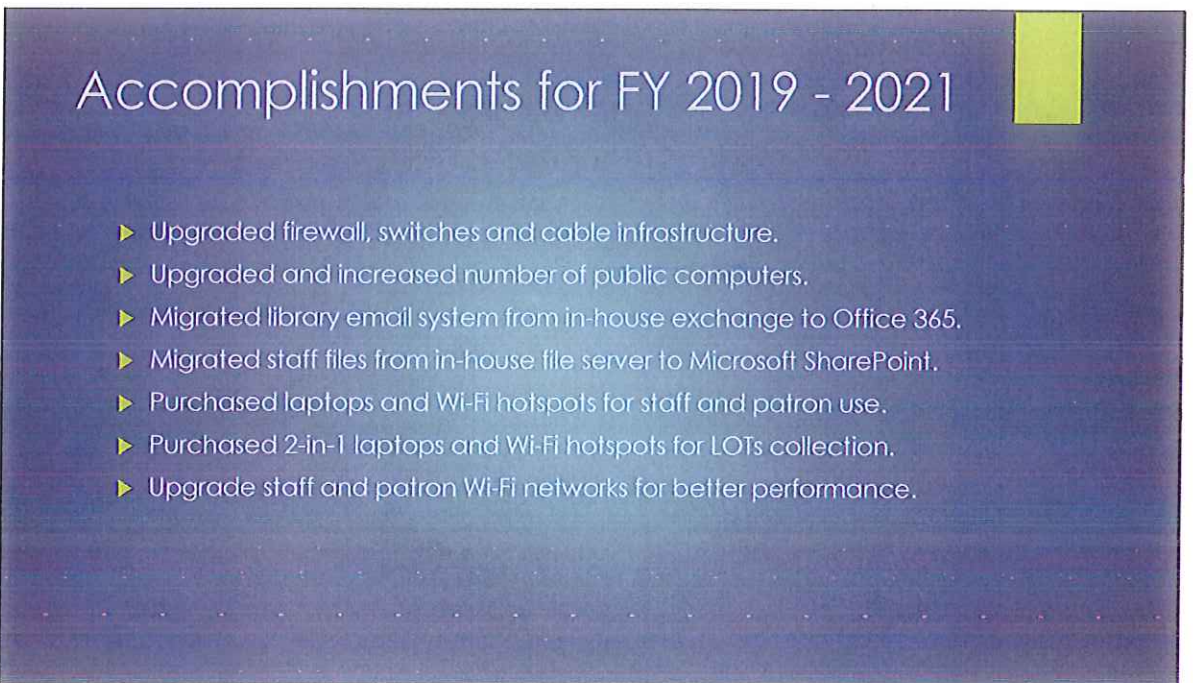
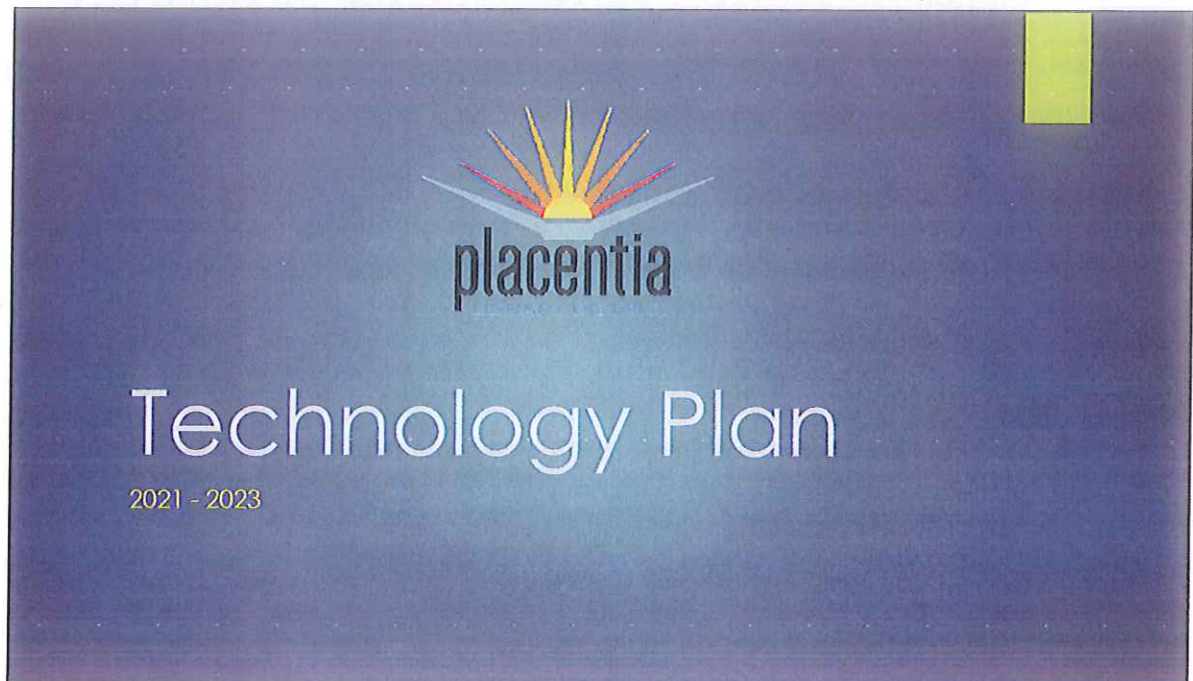
BACKGROUND

Systems Librarian, Jon Legree, will latest developments on the District's website.

Attachment A is the PowerPoint.

RECOMMENDATION

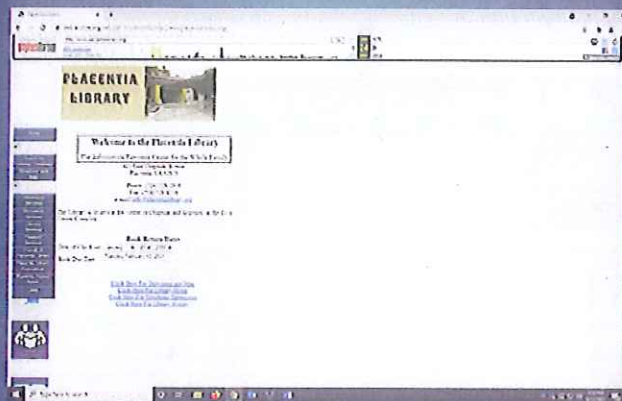
No actions required.



Plan for FY 2021 - 2023

- ▶ Deploy new library web site using WordPress CMS
- ▶ Implement tech support ticketing system in Microsoft Power Apps.
- ▶ Increase staff collaboration and coordination in Microsoft Teams.
- ▶ Implement staff cybersecurity awareness training.
- ▶ Deploy library app using OCLC CapiraMobile.

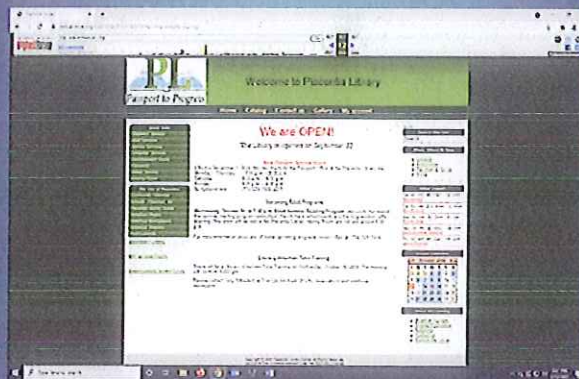
Library Website January 2001



September 2004



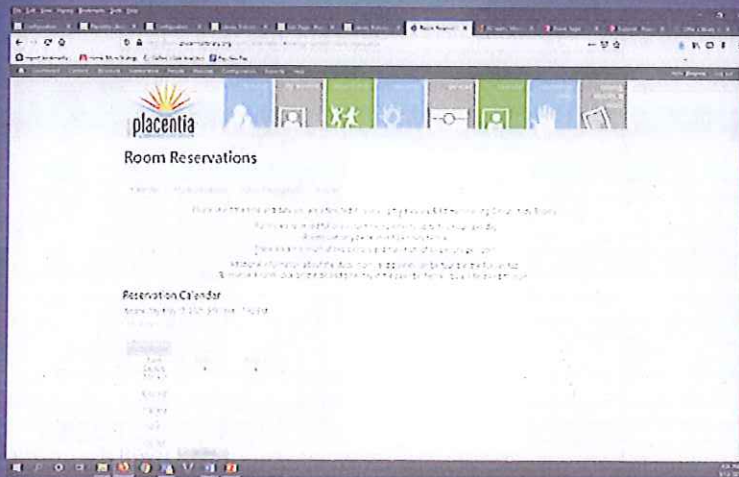
October 2008



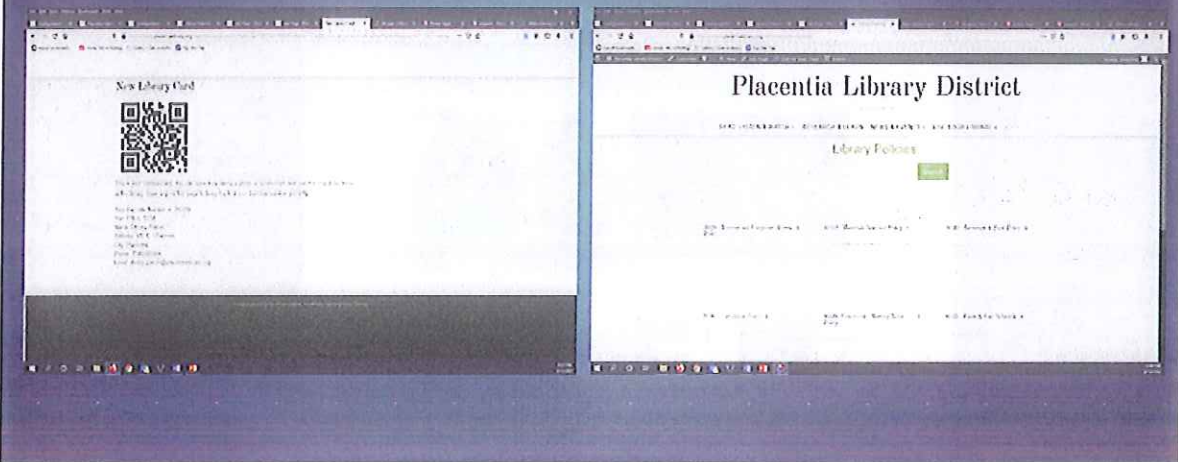
December 2014



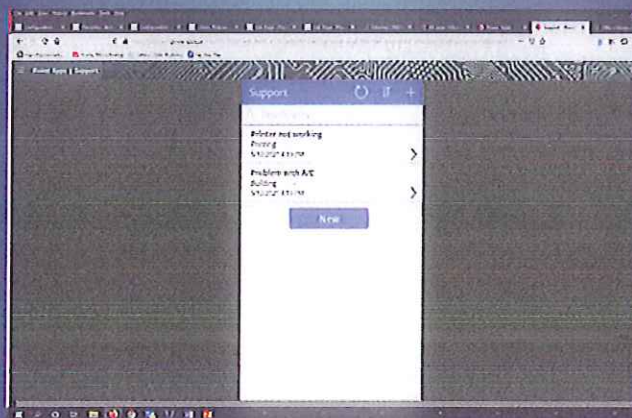
Current Web Site



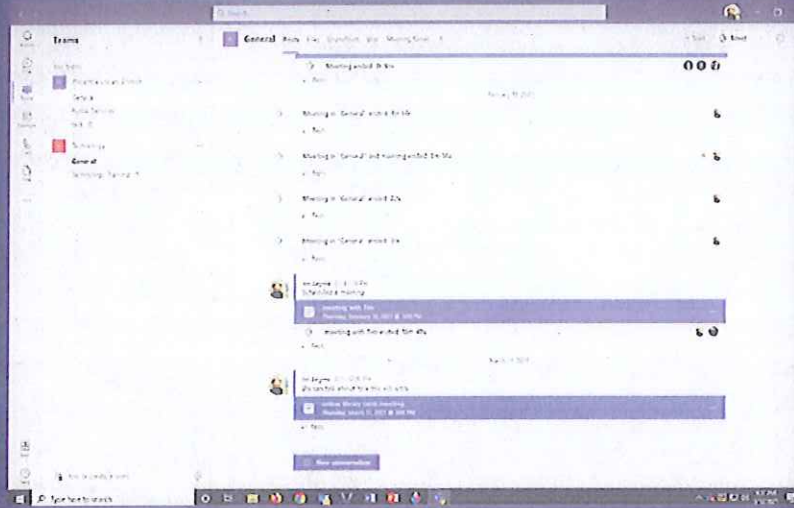
New Web Site



Tech Support Ticketing System



Staff Collaboration in Teams



CapiraMobile Library App



Performance Measures

Website Visits FY 19 - 20

- ▶ 7,434/month avg.

Website Visits FY 20 - 21

- ▶ 6,923/month avg.

Projected Website Visits FY 21 - 22

- 8,000/month avg.

Projected Website Visits FY 22 - 23

- 10,000/month avg.

Performance Measures

Wi-Fi Users FY 19 - 20

- ▶ 2,132/month avg.

Wi-Fi Users FY 20 - 21

- ▶ 297/month avg.

Projected Wi-Fi Users FY 21 - 22

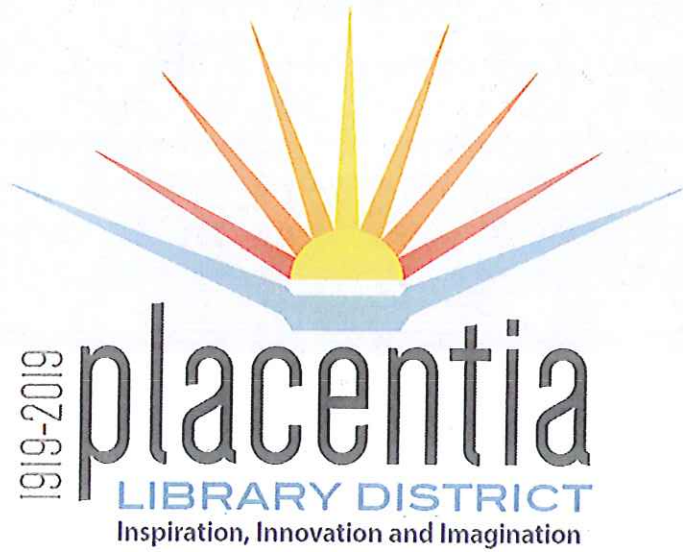
- 2,200/month avg.

Projected Wi-Fi Users FY 22 - 23

- 2,500/month avg.

More Performance Measures

- ▶ Average time to resolve support tickets.
- ▶ Staff satisfaction with support ticket responses.
- ▶ Downloads of CapiraMobile app.
- ▶ Usage of CapiraMobile app.



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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Library Board of Trustees

FROM: Jeanette Contreras, Library Director

SUBJECT: **Privatization of Library Services and Assessment of Library Systems & Services (LS&S)**

DATE: May 17, 2021

BACKGROUND

At the April 19, 2021 Library Board of Trustees meeting, Trustee Shioura requested that privatization of library services and an assessment of Library Systems & Services (LS&S) be discussed and for the Board to vote on LS&S. At the meeting, Library Director Contreras reminded Trustee Shioura that the request for proposal (RFP) process must be followed for any services above \$10,000 as per Policy 3080 – Purchasing and Expense Authorization.

Privatization of Library Services

Public libraries are an investment in the community. Libraries curate unbiased, diverse collection of materials reflecting multiple perspectives and points of view, promote literacy and lifelong learning at all stages of development, reflect diversity, equity and inclusivity in their collection, services and programs, serve as cornerstone for democracy by protecting intellectual freedom, and employ skilled professional librarians to promote literacy while safeguarding patrons' information and freedom to read, research, and speak. Libraries are a safe haven space for patrons to innovate, imagine, and be inspired.

Since 1970, libraries have applied the practices of outsourcing to a variety of internal operations, e.g., processing of library materials, cataloging systems, etc. Discussions and interests in outsourcing of the management of public libraries and the complete operations of libraries began in the mid-1980s. According to Robert Ward of Louisiana State University, "Outsourcing represents a departure from the historical and philosophical foundations of a commercially free and political neutral institution directed at developing an informed and aware electorate."

In 2016, Michael Hiltzik from the Los Angeles Times, said "If you're looking for a sign that local political leaders are intent on giving up all pretense of working for the public interest, look no further than the outsourcing of public library management."

The American Library Association (ALA) opposes privatization of publicly funded libraries. ALA Policy Manual B.8.8. states, "ALA affirms that publicly funded libraries should remain directly accountable to the public they serve. Therefore, the American Library Association

opposes the shifting of policy making and management oversight of library services from the public to the private for-profit sector.”

The Public Library Association also opposed privatization of library management, stating that core functions threatens public library institutional viability, diverts local control, and diminishes the contributed value of professional librarians.

In 2007, the International City/County Management Association (ICMA) conducted a survey and reviewed sixty-seven local services in more than a thousand U.S. municipalities about privatization of resources. The respondents were asked why they were exploring the feasibility of adopting private service delivery and over 50% of respondents stated the following reasons for considering privatization:

- 86.7% Internal attempts to decrease costs of service delivery
- 50.3% External fiscal pressures, including restrictions placed on raising taxes, e.g., California Proposition 13 of 1978
- 15.95% Unsolicited proposals presented by potential service providers
- 14.0% Change in political climate emphasizing a decreased role for government
- 10.1% Concerns about government liability
- 9.9% State or federal mandates tied to intergovernmental financing
- 3.9% Active citizen group favoring privatization
- 12.1% Other

78.4% of respondents also stated they had returned previously privatized services to public management and the reasons were:

- 61.2% Service quality not satisfactory
- 52.4% Cost savings insufficient
- 33.95% Local government efficiency improved
- 17.0% Problems monitoring the contract
- 17.0% Strong political support to bring back the service delivery
- 10.0% Problems with the contract specifications
- 13.3% Other

For additional information on the study and privatization, please see Attachment B.

As of 2020, there are 2,667,950 libraries worldwide (International Federation of Library Associations and Institutions) and 116,867 in the U.S. (American Library Association), with .0006% of total libraries in America, who have opted to privatize their library services.

Library Systems & Services (LS&S) – Formerly LSSI

Library Systems & Services is a private for-profit company that manages municipal libraries on an outsourced basis. The company, based in Germantown Maryland, was established in 1981 with the MINI MARC cataloging system and custom software for

libraries. It expanded into managing libraries at housed within federal agencies, an opportunity created by Reagan-era privatization policies. In 1997 it began operating public library systems after signing a contract with the Riverside County Library System in California.

LSSI was acquired in January 2015 by Argosy Capital, a private equity firm based in Wayne, Pennsylvania with over \$500 million of assets under management. As a private company, LS&S is not mandated to disclose profits, salaries of CEO and Board of Directors, employee pay and benefits, etc.

The company provides comprehensive, turnkey management services for public libraries in California, Oregon, Tennessee, Texas and Kansas. LSSI also offers specialized services such as cataloging and record processing to many federal libraries, including Library of Congress and Smithsonian Institute.

According to the Washington Business Journal, most of the LSSI's revenue in the late 1990s came from federal customers including the Library of Congress. Now municipalities such as Riverside County, Calif., represent 80 percent of revenue, although federal sales haven't shrunk. The company had expected sales of \$23 million in 2006, up from \$19 million in 2005.

It currently manages 75 libraries in the U.S., or .0006 percent of the total libraries in the country. In 2011, it had expressed a desire to run 15% of the United Kingdom's (UK) libraries within four years. Its first target was to be the Oxfordshire system which has 20 branches and was reported to be facing challenges. As of 2018, LS&S has no contracts in the UK. Their U.S. client lists include:

- Arlington, TN
- Camarillo, CA
- Collegedale, TN
- Escondido, CA
- Farmers Branch, TX
- Finney County, KS
- Germantown, TN (2 branches)
- Homestead, FL (Cybrarium)
- Manassas Park, VA
- Millington, TN
- Moorpark, CA
- Moreno Valley, CA (3 branches)
- Osceola County, FL (6 branches)
- Palmdale, CA
- Red Oak, TX
- Shasta County, CA (3 branches)
- Riverside County, CA (36 branches)
- Simi Valley, CA
- Sumter County, FL (5 branches)
- Upland, CA

Riverside County Library System contracted with LSSI in 1997 and remains LS&S's largest and oldest public library client.

Santa Clarita Public Library, Calabasas, and Sierra Madre chose not to renew their contracts with LS&S, due to the following reasons:

- High turnovers including key leadership positions
- Extremely low morale
- Staff working out of classifications – “jack of all traits”
- Transparencies & lack of access to LS&S's financial documents
- Response time is slow
- Invoices are not paid on time
- No technical services
- Loss of control with processes
- Regular reports not provided
- Community partnerships and institutional knowledge greatly depreciated
- Collection management service was not satisfactory
- Facility was not well maintained
- Passport Services can't be offered
- Professional development is limited

Other former LSSI client includes:

- Bee Cave, TX
- Collierville, TN
- Fargo, ND
- Jackson Madison, TN
- Jersey City, NJ
- Lancaster, TX
- San Juan, TX

Escondido Public Library

Escondido Councilwoman Olga Diaz raised concerns during a council meeting discussing LSSI. Her concerns included:

- Why was there a limitation of liability cap of \$500,000 “for all claims arising from or related to this Agreement...” She had never seen such a cap before. Epp replied that it was to limit how much the city had to pay if the contract was breached and terminated. Well, for that matter, it limits what LS&S would have to pay the city for damages, should it, by its negligence, result in a loss to the city.
- Lack of clarity in the contract did not make it clear what the definition of “additional work” that LS&S would charge extra for, was. She objected to their ability to subcontract services—outsourcing the outsourcing. Well, that was probably only for things like janitorial services, McGuinness tried to assure her.
- Not at all clear what the contract meant when it said customer complaints could be referred to the “CITY”—was that the library board of trustees, the city staff, or the

city council? Well, Epp replied, that would depend on what sort of complaint it was. (Meaning, he really didn't have a good answer for Diaz's question.)

- Objected to the LS&S staff having city email accounts, since they were no longer a part of the city staff. She wondered why the city had to pay for IT services. She especially found it objectionable that there was a \$137K cap on the annual amount LS&S would pay for utilities for the library. Utility cost were not something the city could control, and certainly none of the city's other contracts had such a cap.
- Objected to the automatic annual 3% increase in payment to LS&S. Why was there a volunteer coordinator position listed, when the contract specifically budgeted without the use of volunteers? LS&S would have the legal ability to lower staff salaries. And, even though the contract required the library open for 60 hours a week, there was no guarantee that it would be open seven days a week.

Jackson County Library Services

The County contracted with LS&S for service 2015-2017. The County provided a Performance Review and Quality Assessment report which identified the following significant deficiencies with LS&S:

- The library operations failed to meet 63% of the minimum "essential specifications" for overall performance.
- 28% of the fund given to LS&S fall into a category of "other" and the exact use is not known.
- Lack of transparency makes it "impossible for the Board to determine if it is getting good value for the dollar."
- LS&S's definition of proprietary information is extremely limited which results in the Board's inability to certify that standards are being met.
- LS&S grossly underserved the Latino community, giving the overall impression that Spanish speakers are not considered part of the community nor welcome at the Library.
- Collection does not adequately reflect the diverse interest of the community.
- Staff had the lowest qualifications, salaries and benefits when compared with other Oregon libraries.
- LS&S met only 11% of the essential specifications in the Staff category.
- Service plan, staffing plan, technology plan, collection development and management plan, and existence of many dated operational policies did not exist.

Jackson County noted nearly a third of the County's \$5 million dollar per year contract resulted in a profit for LS&S and its owner, Argosy Capital.

Marion County Library System

In 2015, the Marion County Board of County Commissioners had considered contracting with LSSI to manage their library operations of eight outlets in Florida, citizens forwarded their concerns to the commissioners:

1. Tax dollars collected from the Marion County citizens should be used solely for the betterment of this county for the citizens. They should never be used to

contract out county public services to a for-profit company (L.S.S.I.) whose only desire is the enrichment of their shareholders.

2. Every citizen currently has the right to all the financial records explaining where their tax dollars are being spent. If a for-profit company (L.S.S.I.) has control of those funds no one will have access to those records again.

3. Because qualified, quality library staff have continually treated public assets with the utmost caution and care to meet the needs of all the citizens of Marion County. A private for-profit company (L.S.S.I.) will not practice the same caution and care with public assets, especially those companies not locally based, owned or operated.

4. The county will be left with bills after they have handed over the budget for the public library. The for-profit company (L.S.S.I.) will not pay for the unemployment benefits to all the people laid off, this will cost roughly \$267,000.

5. The citizens will lose all the programs created and materials purchased from the \$141,000 donated to the public library system from the Friends of the Library every year.

6. The county will lose roughly another \$540,000 annually that is returned from the cost saving practices of the public library staff. This money will go back to the for-profit company (L.S.S.I.) as more revenue.

7. Because we believe that responsible local government should always remain open to and responsive to the needs and opinions of those citizens whose tax dollars fund the county and all of its public services.

8. We DO NOT want OUR public library privatized and/or outsourced in any way shape or form.

Marion County Library System did not enter into a contract with LSSI and remained under the Marion County Board of County Commissioners.

Consistent with the ICMA survey, one of the main reason, if not the driving reason, for libraries to consider privatization is budget challenges (pensions) and lack of leadership.

Placentia Library District

For over 100 years, the Placentia Library District has provided excellent services to its community, while remaining fiscally prudent. The last twelve years, under the current leadership, the District has consistently closed out its fiscal years with a surplus, never once, expending beyond its adopted budget. The District has been able to achieve such fiscal achievements due to its cohesive teamwork, strength in community partnerships, creative revenue alternatives, innovative and imaginative programs for all age levels.

Municipal Service & Sphere of Influence (MSR/SOI) Review Report

In 2005, the Orange County Local Agency Formation Commission (LAFACO) stated in its MSR/SOI Report that based on their analysis of PLD's structure and service provisions, they concluded the following:

1. PLD's infrastructure is sound and adequate for the district to provide library services and programs.
2. PLD's expenditures appear to be based on efficient methods of operation. The district is fiscally solvent and has adequate revenues.
3. PLD organization structure is sound, and it provides efficient and cost effective services.
4. PLD's fee schedule is very much in line with those of other public libraries throughout the county.
5. PLD commissioned independent consolidation studies in 1994 aimed at exploring different governance options. The consolidation study's final recommendation was that PLD continue to function as independent special district.
6. PLD operates with a high degree of transparency and is highly accountable to the public.

Please see Attachment D for LAFACO's MSR/SOI report.

Transparency

In 2012, the Orange County Grand Jury conducted a report – "Transparency Breaking Up Compensation Fog – But Why Hide Pension Costs?" The Grand Jury graded the Placentia Library District with the **Gold Honor Roll** for supplying the best CCT in government for our residents. The District also received **straight "A" ratings in all 3 categories** of Accessibility, Content & Clarity for Elected/ Executive and Employee compensation.

Please see Attachment E for the complete Grand Jury report and Attachment E for the District's Response to the report.

A public library automatically offers transparency. Members of the community can access information on budgets, meeting minutes, and decision making to see how the District spends their tax dollars and makes policy decisions.

LS&S is a private and venture capitalist company. They are not required to file with the Securities and Exchange Commission (SEC). This means, the type of information and the depth of information that can be found in financial documents will most likely not be available to the public. Similar to other big and small private companies, LS&S operates behind closed doors.

Transparency does not transfer to private companies. The District's decisions remain transparent, but important information such as library revenues, expenditures, and services will not be readily accessible to the public. The loss of transparency means reviewed needed by library leaders will be more challenging, therefore, determining LS&S performance with cost efficiency and effectiveness is impossible.

As a government agency, the District is subject to the generally accepted accounting principles (GAAP) and is required to conduct GAAP-compliant audit financial statements. Private companies, like LS&S, are not required to issue audited financial statements, as their main

concern is to minimize taxes and therefore they often only prepare tax returns and **unaudited statements**.

LS&S has no obligation to its library clients and the taxpayers to provide any financial reports, including but not limited to their financial statement, income statement, balance sheet, and cash flow statement.

Return on Investment (R.O.I.)

According to Redfin, the current median home value in Placentia is \$854,250. Using this value, the home owner is assessed \$394 annually for Placentia Library District. **The Return on Investment (R.O.I.) for said owner is 2,552% for overall library services and 2,156% for library materials only.** Please see below for additional information.

Placentia Library District

Library Savings Calculator

How much would you have to pay for the services your library provides for free?

- Enter in the left hand column the number of times **per month** you or your family use each service.
- Estimated retail value of each service will be calculated on the right.
- Optional: send us your total along with your comments about the library.

Use	Service (per month)	Cost
<input type="text" value="4"/>	Adult Books Borrowed	\$ 92.00
<input type="text" value="20"/>	Childrens/Young Adult Books Borrowed	\$ 420.00
<input type="text" value="2"/>	Audio Books Borrowed	\$ 19.90
<input type="text" value="0"/>	CDs Borrowed	\$ 0.00
<input type="text" value="4"/>	Movies Borrowed	\$ 52.00
<input type="text" value=""/>	Magazines Borrowed	\$ 0.00
<input type="text" value="5"/>	Electronic Books Borrowed	\$ 75.00
<input type="text" value="5"/>	Electronic Audio Books Borrowed	\$ 55.00
<input type="text" value="1"/>	Adult Programs & Classes Attended	\$ 15.00
<input type="text" value="8"/>	Children's Programs Attended	\$ 56.00
<input type="text" value="2"/>	Hours of Computer Use	\$ 24.00
<input type="text" value="1"/>	Magazine Use in Library	\$ 5.00
<input type="text" value="1"/>	Newspapers/Magazines Viewed Online	\$ 2.00
<input type="text" value="1"/>	Other Database Searching	\$ 19.95
<input type="text" value="5"/>	Reference Questions Asked	\$ 35.00
TOTAL SAVINGS: \$ 870.85		<input type="button" value="Send to my Library"/>

This worksheet was adapted from a spreadsheet provided by the Massachusetts Library Association.

Median Home Value in Placentia (Source: Redfin)	\$ 854,250
Annual Property Tax to Placentia Library District (.00046078736%)	\$ 394
Total Annual Placentia Library Services Received (\$870.85 x 12)	\$ 10,450
Total Library Materials Received (\$740.85 x 12)	\$ 8,890
Return on Investment (R.O.I.) – Total Services (\$10,450 - \$394)	\$10,056 (2,552%)
Return on Investment (R.O.I.) – Library Materials only (\$8,890 - \$394)	\$ 8,496 (2,156%)
LS&S is a privately owned company with profits going directly to shareholders.	

Below is a snapshot comparison between PLD & LS&S

	PLD	LS&S	NOTES
Transparency	✓		
Local Control	✓		
Community-Based Services	✓		
R.O.I.	✓		
Budget Surplus	✓		
For Profit		✓	
Institutional Knowledge	✓		
100+ years of experience	✓		
10+ M.L.I.S. librarians	✓		
Employee Input	✓		
Unfunded Pension			PLD provides defined retirement plan LS&S provides 401K plan
Union			PLD & LS&S are not unionized
Awards & Recognitions (Innovation, Advocacy, Marketing, Employer of the Year)	✓		
Competitive Wages	✓		LS&S's jobs are minimum wage and well below the library industry.
Janitorial Service	✓		LS&S – Add on cost
Human Resource Services	✓		LS&S – Add on cost
Purchasing Services	✓		LS&S – Add on cost
Legal Services	✓		LS&S – Add on cost
Administrative Services	✓		LS&S – Add on cost
Building Maintenance	✓		LS&S – Add on cost
Grounds Maintenance	✓		LS&S – Add on cost
Capital Improvement Projects	✓		LS&S – Add on cost
Civic Center Plaza Projects	✓		LS&S – Add on cost
Materials Handling Cost	✓		LS&S – Add on cost
Passport Services	✓		Private companies are not authorized passport agencies.
Local History Programs & Events	✓		
Technology Needs	✓		LS&S – Add on cost
Digitization Projects	✓		
Grants	✓		Government grants will be limited for private companies.
Bodhi Leaf Coffee Traders	✓		
PLFF Bookstore	✓		

Attachment A – American Library Association Policy Manual B8.8

Attachment B – Privatizing Libraries by Jane Jerrard, Nancy Bolt, and Karen Strege – ALA Special Reports

Attachment C – Jackson County Library Services Performance Review and Quality Assessment

Attachment D – LAFCO Municipal Service & Sphere of Influence Report - 2005

Attachment E – 2011-2012 Orange County Grand Jury Report - Compensation Cost Transparency

Attachment F – District Response to Orange County Grand Jury Report Compensation Cost Transparency

Attachment G – “Calabasas and Other Towns Reject Privatized Libraries.”

Attachment H – “A handy sign that a local government is shirking its public duty: privatizing the library.”

Attachment I – “As Escondido prepares to outsource its library, another city drops firm”

Attachment J – Save Our Escondido Library Coalition documents

Attachment K – Roy Garrett, Attorney at Law discoveries of LS&S Contract Proposal with Escondido

Attachment L – Library Data Comparisons

RECOMMENDATIONS

1. Discuss the information presented.
2. Motion to maintain library management and operations with the District under the current leadership and team as evidenced by the District’s successes with its fiscal, management, innovation, awards and recognitions, programs, services, transparencies, and responses to its community.
3. Roll call vote.

B.8.8 Privatization of Publicly Funded Libraries (Old Number 52.7)

ALA affirms that publicly funded libraries should remain directly accountable to the public they serve. Therefore, the American Library Association opposes the shifting of policy making and management oversight of library services from the public to the private for-profit sector.

Top

B.8.9 Disinformation, Media Manipulation and the Destruction of Public Information (Old Number 52.8)

The ALA opposes the use by government of disinformation, media manipulation, the destruction and excision of public information, and other such tactics, and ALA encourages its members to help raise public consciousness regarding the many ways in which disinformation and media manipulation are being used to mislead public opinion in all spheres of life, and encourages librarians to facilitate this awareness with collection development, library programming and public outreach that draws the public's attention to those alternative sources of information dedicated to countering and revealing the disinformation often purveyed by the mainstream media. (See "Policy Reference File": Resolution on Disinformation, Media Manipulation and The Destruction of Public Information, 2004-2005 ALA CD #64 - PDF, 6 pgs)

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B.8.10 Addressing Poverty, Economic Inequality, and the Responsibilities of Libraries (Old Number 61)

The American Library Association promotes equal access to information for all persons and recognizes the need to respond to people experiencing poverty, which include people experiencing homelessness, in the United States. Therefore, it is crucial that libraries recognize their role in supporting these communities, so they may participate fully in a democratic society, by utilizing a wide variety of available resources and strategies. Concrete programs of training and development are needed to prepare library staff to identify needs and deliver relevant services to people experiencing poverty. In addition, the American Library Association (divisions, offices, and units) should be strengthened to support low-income neighborhoods and people experiencing poverty through programs, services, and resources.

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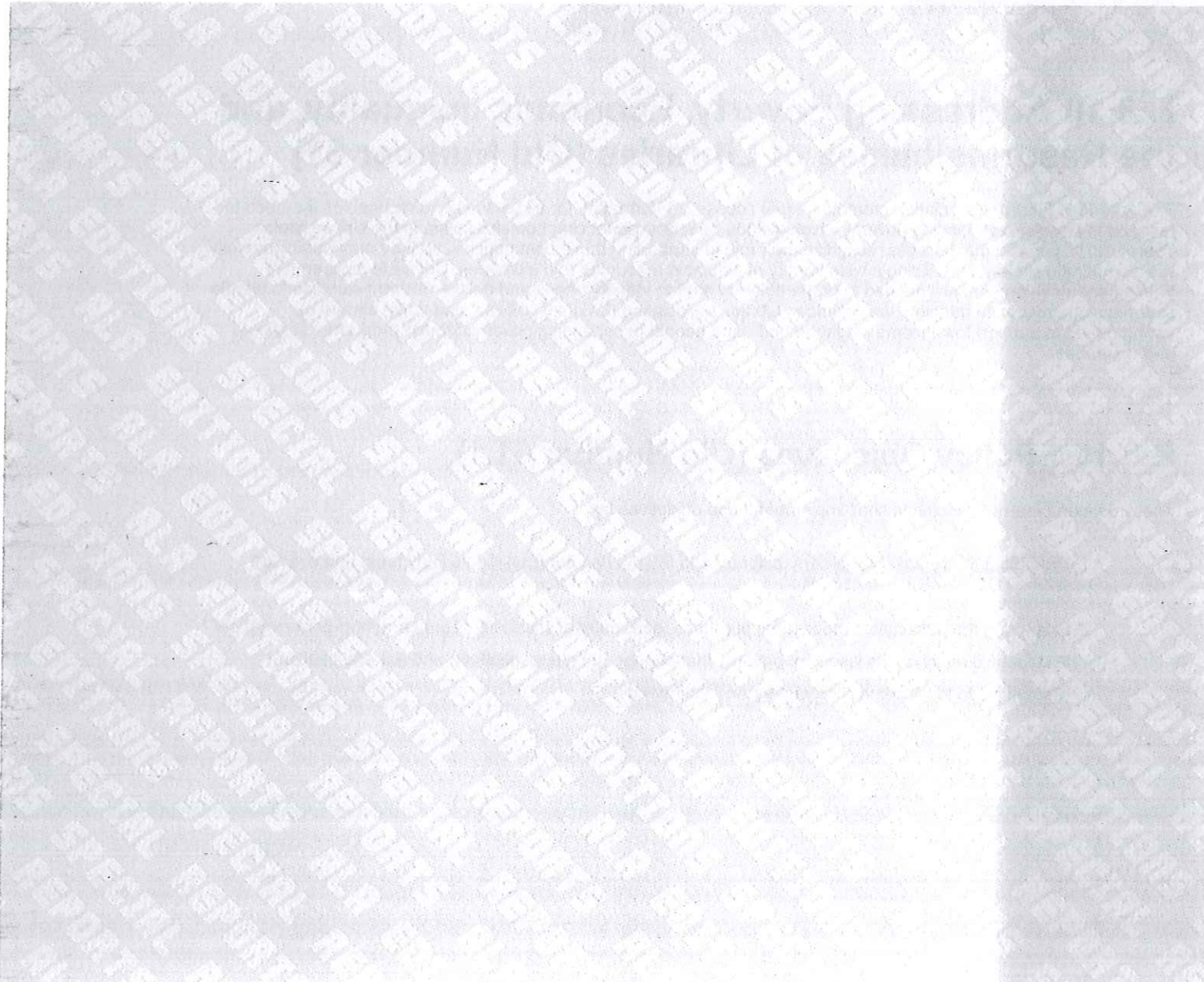
B.8.10.1 Policy Objectives (Old Number 61.1)

The American Library Association shall implement these objectives by:

1. Promoting the removal of barriers to library and information services, particularly fees, and overdue charges.
2. Promoting the publication, production, purchase, and ready accessibility of print and non-print materials that focus directly on the issues of poverty, that engage people respectfully, and are practical and responsive to low income library users and their needs.

PRIVATIZING LIBRARIES

JANE JERRARD, NANCY BOLT,
AND KAREN STREGE



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**JANE JERRARD, NANCY BOLT,
AND KAREN STREGE**

FOREWORD BY

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AMERICAN LIBRARY ASSOCIATION

Chicago 2012

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FOREWORD

For over two hundred years, public libraries have earned the respect of the residents they serve. Public libraries have been viewed as a public good—a common resource available to all. However, in the past ten years city and county government bodies are increasingly considering the privatization of public libraries—that is, transferring library management and operations from a government agency to a commercial company.

Public libraries have a unique role in the community—that of providing a broad range of services to sustain a well-informed and well-educated public. Libraries are, indeed, the great equalizer—connecting people to information, providing access to twenty-first-century technologies, preserving our history, and cultivating our future, all without regard for background or means. The library is an institution that embodies the American dream like no other.

As local officials are forced to make tough choices, they should understand the full scope of services their libraries offer and the impact libraries have on their communities. If considering privatization of a public library, they must be ready to answer the following difficult questions:

- Can a private company maintain the level of public trust that has been earned by the local library?
- Will the library director always make the operational decisions that are in the best interest of the community, even if those decisions reduce or do not contribute to the private company's profit?
- Does the relationship between a public library and its community change when a library is privatized?
- Does the role of the library as a public good change when the library is privatized?

The American Library Association affirms that policy making and management oversight of public libraries should remain securely in the public domain. It formally adopted a policy against privatization in 2001. As economic conditions have changed and privatization of public services has increased, a new Task Force on Privatization was formed in spring of 2011 to assist library supporters in addressing the issue. The task force cited the quality of library services, loss of local community and government control, loss of control of tax dollars, intellectual freedom, collection development, and loss of community involvement with foundations, Friends groups, and other nonprofit

partners as the most crucial issues at stake. Among the most pressing messages that need to be conveyed to decision makers and stakeholders are these:

- There are certain community services that should be held by the public. Libraries are one of them.
- The public should be kept in public libraries. Privatizing the library threatens two pillars of public control: accountability and transparency.
- Decisions made regarding public library services should be driven by the best interests of the community and not driven by profit.
- The notion that privatization saves money is often a false one: hidden and uncontrolled costs may not save money in the long run.
- Apparent reductions in labor costs may be offset by increases in legal costs resulting from employment actions.
- Professional standards and quality of service may be at risk with privatized service.

Privatizing Libraries: A Special Report builds on ALA's *Keeping Public Libraries Public: A Checklist for Communities Considering Privatization of Public Libraries*. This report examines trends and statistics in privatization, presents case studies of privatized public libraries across the country, and—we hope—will assist the library community in informing decision makers about the need to keep this critical public institution in the hands of the public.

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on Library Advocacy and ALA Task
Force on Privatization

Marci Merola, Director,
ALA Office for Library Advocacy

INTRODUCTION

When did privatization of public services begin? Some say it was when Alexander the Great “privatized” his army, but in the United States we know that as early as 1826 New York City privatized its street sweeping.¹ But the privatization trend this country is currently experiencing began much more recently, in the 1980s, with the strong support of president Ronald Reagan—influenced by U.K. prime minister Margaret Thatcher. While Thatcher was implementing national privatization initiatives in her country, Reagan was primarily a cheerleader for privatization efforts in Eastern bloc countries. His administration did, however, establish the President’s Commission on Privatization in 1987, and it privatized the railroad that the federal government acquired from bankrupt Penn-Central, creating ConRail.²

By the end of the 1980s, the idea that privatizing services and assets could reduce government’s size and potentially save costs and increase efficiency had gained traction. And when the 2008 recession squeezed state and local governments, more and more of them privatized their assets and services either to cut payroll and other service costs or to realize a sudden increase of ready cash through leaseback deals. A combination of tight budgets and low reserves in cities, counties, and states and a wave of conservatism that values smaller government contributed to a flourishing of privatization.

In 1993, in response to increased privatization efforts (some of which were suspected of involving cronyism and lack of competition), the Massachusetts legislature passed the Pacheco Law, which requires the state auditor to conduct a cost-benefit analysis on any proposal to privatize the state’s services or assets.³ The state auditor reviews each application for privatization to determine if the cost of the outsourced service would be less than that performed by the government while maintaining the same quality of service or better. The same year, the Washington, D.C., city council passed a similar law, which states that the government must prove it would save at least 10 percent over the contract’s duration, and that, if hired, the contractor must offer all displaced employees comparable employment for six months.⁴

A SNAPSHOT OF PRIVATIZATION TODAY

Every ten years, the International City-County Management Association (ICMA) tracks privatization of resources. Its most recent survey, released in 2007, reviewed sixty-seven local services in more than a thousand U.S. municipalities.⁵ The report shows that, of these public services, 17 percent were handled through for-profit privatization, with 16 percent provided through intergovernmental contracting (i.e., the county may handle

some municipal services). According to this study the most common local services that are contracted out include waste collection, waste disposal, management of vehicle fleets, hospitals, vehicle towing, electric utilities, drug programs, and emergency medical service—among many others.

Slightly more than 50 percent of respondents to the 2007 ICMA survey said that their local government had “studied the feasibility of adopting private service delivery within the past five years.” Those respondents identified the following reasons for considering privatization:

- 86.7% Internal attempts to decrease costs of service delivery
- 50.3% External fiscal pressures, including restrictions placed on raising taxes, e.g., California Proposition 13 of 1978
- 15.9% Unsolicited proposals presented by potential service providers
- 14.0% Change in political climate emphasizing a decreased role for government
- 10.1% Concerns about government liability
- 9.9% State or federal mandates tied to intergovernment financing
- 3.9% Active citizen group favoring privatization
- 12.1% Other

(The total percentage is over 100 percent because respondents could select all applicable reasons.)

These responses provide a concise summary of why local governments today look to privatize assets—to decrease costs and ease budget restrictions. Asked if their government had returned any previously privatized services to public management in the previous five years, 78.4 percent answered yes. Of those, respondents identified the following factors in the decision:

- 61.2% Service quality not satisfactory
- 52.4% Cost savings insufficient
- 33.9% Local government efficiency improved
- 17.0% Problems monitoring the contract
- 17.0% Strong political support to bring back the service delivery
- 10.0% Problems with the contract specifications
- 13.3% Other

Today, the number of local governments considering private management of public assets is steadily increasing, and it is becoming more common for those assets to include the public library. This special report takes a close look at what this entails, including the effects on specific libraries and communities, and provides advice to readers on how to handle efforts to privatize their libraries.

NOTES

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5. ICMA, *Profile in Local Government Service Delivery Choices* (Washington, DC: ICMA, 2007).

PRIVATIZATION OF PUBLIC LIBRARIES: AN OVERVIEW

For various reasons, local and state governments across the United States are privatizing selected assets and services, with decidedly mixed, often unclear, results. From the late 1990s to the present day, this trend has expanded into the public library sector, as local governments look to private companies to fulfill essential management responsibilities traditionally met by public employees.

PRIVATIZATION DEFINED

Historically, *privatization* referred specifically to the transfer of ownership from the public sector, or government, to the private sector—a for-profit or in some cases nonprofit organization. In recent times the definition has been broadened to include the transfer of *function*, or management, of public assets, services, facilities, and agencies, including everything from contracting out management of a city's water sanitization to hiring a private company to provide a community's emergency medical services.¹ This latter definition is the type of privatization covered in this book, and it occurs at the local, state, and federal level.

The Public Library Association (PLA), a division of ALA, used the following definitions in its 2000 report on privatization. The definition of privatization derived from the 1998 deliberations of ALA's Outsourcing Task Force.

Outsourcing involves transfer to a third-party or outside vendor, or contractor, or independent workers, or provider to perform certain work-related tasks involving recurring internal activities that are not core to the mission of the library.

Privatization is the shifting of library service from the public to the private sector through transference of library management and/or assets from a government agency to a commercial company.

Some in the library community suggest that there is no difference between the two. They argue that in outsourcing a third party provides a service and makes a profit just as in privatization. But one of the main differences is that in outsourcing the contract is

typically narrow, encompassing an easily defined, specific service that is easily monitored—such as cataloging or standing orders with a book jobber. In these cases, the private company decides *how* a service is delivered but the publicly funded library staff controls, via contract, what those services are. Privatization takes outsourcing to another level—involving all library services and including not only *how* services are delivered but *which* services are offered and delivered.

Pro-privatization individuals in the library community routinely argue that privately managed public libraries are not privatized because the authority to approve library policy and the title to assets remain “public.” In fact, in every privately managed library we researched, the library’s governing body did retain authority over policy approval. But policy creation and policy approval are two different tasks, and the power to frame a policy, along with its rationale and operational implications, typically rests with library management, whether that management is public or private.

The library’s *assets* are typically defined in business literature as having tangible and intangible elements. The tangible elements include facilities, inventory, and equipment. Intangible assets include the organization’s brand, goodwill, public opinion, and service delivery. In library privatization contracts, the governing body retains ownership of tangible assets, but the private company controls their operation and, for equipment and resources, the selection as well. The intangible assets are completely in the control of the private company.

ALA AND STATE POLICIES ON PRIVATIZATION

After considering the issues of outsourcing and privatization in 2001, the ALA Council voted to adopt the following policy:

ALA affirms that publicly funded libraries should remain directly accountable to the public they serve. Therefore, the ALA opposes the shifting of policymaking and management oversight of library services from the public to the private for-profit sector.

The PLA report characterizes the opposing positions regarding outsourcing of public library management:

Proponents maintain that outsourcing [of library management] offers unique opportunities to reduce costs and capitalize on the investments, innovations, and special capabilities of external suppliers. . . . Opponents maintain that outsourcing of core functions threatens public library institutional viability, diverts local control, and diminishes the contributed value of professional librarians.

In addition to the ALA policies, state libraries and state library associations have issued statements on privatization or outsourcing. For example, the Florida Library Association took a strong position against privatization in 1999, stating that “it is not in the best interest of the residents of Florida for publicly supported libraries to be managed by for-profit organizations. Therefore the Association opposes any efforts to provide library services by contracting with such organization.”²

New Jersey adopted its Statement on Outsourcing Public Library Services in 1998 and revised it in 2001. It states in part that any decisions on outsourcing management of public library service should be governed by six criteria and concludes, "It is the position of the New Jersey Library Association that outsourcing the management of a public library is a most serious step and should only be undertaken after careful study and as a last resort."³

The Massachusetts Board of Library Commissions published *Privatization of Public Libraries: A List of Information Resources* to help public libraries sort through the issues related to privatization. The document includes a short list of Massachusetts laws pertaining to public libraries that must be followed for a privatized library to continue to receive state benefits.⁴

California has had much privatization activity, with five library systems covering forty-three branch libraries under private management. In 2011, with active union support, California passed a bill dictating that cities or library districts that intend to contract with a private company to manage a public library must meet specific benchmarks: offer public notice, demonstrate cost savings for the duration of the contract, participate in competitive bidding, and prove the qualifications of the contractor. The California Library Association (CLA) took a "watch" position on this bill, basically neither endorsing nor opposing it. In doing so they made the following statement:

CLA absolutely believes that, under most circumstances, public libraries are a critical community resource that should be just that: public. Nevertheless, we also note that limiting local government's ability to manage resources during the current challenging economic climate is almost certain to result in the reduction or elimination of library services. While many CLA members work for city governments that are actively opposing the bill, many CLA members are also members of SEIU or other local unions. We also recognize that employees of LSSI—the only private provider of library services in the U.S.—are CLA members.⁵

California's position reflects the tension within the library community of being responsive to local government's concerns about library service and the desire to keep the library publicly managed. It raises the question, Is privatized library service better than no library service at all?

STATE OF LIBRARY PRIVATIZATION

As of August 2011, seventeen public library systems in five states had contracts with a private management company. An additional six had such contracts but have returned to public management. The number of communities in the United States—and in Canada and the United Kingdom—considering privatizing the public library seems to be increasing every month.

To date, only one company, Library Systems & Services, LLC (LSSI), contracts with public libraries for management services. Based in Maryland, LSSI is majority owned by a private equity firm called Islington Capital Partners, has approximately 800 employees, and earns about \$35 million in annual revenue.⁶ Historically, the company has

provided management and outsourcing services for libraries in schools, colleges, corporations, and the federal government. Now that the privatization trend has gained momentum, the company's website indicates that its focus has narrowed to acquiring new customers in that sector.

At least two other companies have submitted proposals to manage public libraries, but neither has managed yet to break into the market. Ron Dubberly, president of LSSI, says his company would welcome competitors: "Competition is healthy, it's good for our customers, and I would welcome it."

A BRIEF HISTORY

The trend of privatizing public libraries started in 1997, when California's Riverside County Library System contracted with LSSI. This system remains LSSI's largest and oldest public library customer. With the Riverside County contract, the concept of a private company providing complete management services for a library became a reality. As the library community gradually became aware of the practice and the vendor, more communities began following Riverside's lead.

In 2010 and 2011, media attention and industry discussions of privatizing public libraries grew tremendously because of a contentious decision by the City of Santa Clarita, California, to bid out the management of its newly independent library. The arguments for and against privatizing Santa Clarita's library—and privatizing public libraries in general—raged on library industry blogs, in the general media, and, doubtless, throughout many library board meetings around the country. Santa Clarita's city council voted to privatize in spite of strong and very vocal public resistance, and LSSI began managing its libraries in July 2011. With the addition of Santa Clarita, seventeen public library systems, comprising seventy-one libraries, were being managed by a private company.

WHY LOCAL GOVERNMENTS CONSIDER PRIVATIZATION

Each city, county, or library board (governing body) has different reasons for exploring privatization. All, however, can be summarized by four themes:

New independence. The governing body withdrew its community library from a larger district or system and established a new independent library. The governing body sought professional expertise to guide it in starting a library, and a private company filled that need.

Inability to staff. The governing body was unsuccessful at recruiting or retaining a library director who would commit to the community. Contracting with a private company ensured the library would remain staffed.

Poor opinion of library. Some or all members of the governing body held a poor opinion of the library administration and did not or could not change that administration. Some governing bodies had serious policy differences with the library director about the library's direction. These bodies viewed privatization as a way to eliminate unacceptable library administration, because problematic employees were not offered employment by the private contractor.

Budget constraints. In communities with reduced or severely limited budgets, local government sought ways to continue service for less money.

HOW LIBRARY PRIVATIZATION OCCURS

The wide range of public libraries currently under private management demonstrates that there are no set parameters for privatization. LSSI's Dubberly confirms this, saying, "It's not about size; it's about fit and what [LSSI] can offer."

In most cases we found that the idea for privatizing originated with the governing body rather than the library board or staff. Members of city and county government belong to professional associations and attend regional and national conferences, just as librarians do, and there they share ideas. Networking with other government officials may be their main avenue for learning about privatizing public libraries, and specifically about LSSI. "Typically we go to city/county conferences and let them know we're there," says Dubberly. "They come by [the LSSI booth] to talk to us. Occasionally we get calls." He confirms that the number of interested communities has grown recently but says that each has a different reason for considering private library management.

Some librarians have stated that LSSI "cold-calls" local governments to pitch their services, but Dubberly stresses that "the conversation doesn't get very far unless we're invited [to discuss their library]."

LSSI argues that it can solve problems such as maintaining service levels on reduced budgets and filling leadership openings because of its corporate resources, size, and expertise. It claims that it can manage a public library on the same budget and still make a profit. "We make only a little on public library contracts," says Dubberly. He maintains that LSSI finds profits by saving money on previous inefficiencies: "I've been a librarian and a library director. . . . I've been on both sides and I can guarantee you that there are inefficiencies in the total system. We just do it leaner."

Although LSSI has no control over the total budget of any public library it manages, it can often exert considerable control over the contract for service, as we see in chapter 2.

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2. Florida Library Association, "Florida Public Libraries and Privatization: A Guide for Florida Library Boards and Friends," September 2000, www.leg.state.fl.us/publications/2001/house/reports/tourism/lib_pdfs/AppendF.pdf.
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HOW PRIVATIZATION WORKS: RFPS, CONTRACTS, AND DATA ANALYSIS

Although there are no national standards for conducting the privatization process, there are generally accepted principles that focus on protecting the taxpayer when a service is moved from public to private management. State laws in Massachusetts, Florida, and the District of Columbia set forth some criteria:

- Governments should discuss with the community privatization's purpose and values before writing a request for proposal (RFP). Once an RFP is distributed, the validity of privatization becomes an assumption. This discussion should include the problems that lead to privatization and can forestall a public outcry later in the process.
- Governments should ensure that the RFP clearly states the intent of the privatization, outlines the services required of the contractor, and establishes explicit criteria for evaluating RFP responses.
- There should be clear potential for savings without increasing costs to the taxpayer.
- There should be multiple competitors for the contract. Bruce Wallin, describing the history of privatization in Massachusetts, puts it this way: "Moving from a government monopoly to a private sector monopoly is not necessarily an improvement."¹
- Governments must maintain ultimate control of the services. The contractor must be accountable for performance, and any contract should have performance indicators of quantity, quality, and the results of the service. Governments must hold the contractor responsible for meeting these indicators.
- If the contractor cannot perform the service, governments must plan for a no-risk, low-cost way of returning the service to government management.
- There should be minimal adverse employee impact. Some state laws specify that government employees transferred to private management continue to have pension and health benefits and even a salary competitive with other government workers.

EXAMINATION OF RFPs AND CONTRACTS FOR LIBRARY PRIVATIZATION

Much of this section is based on research done by Heather Hill for her 2009 dissertation, "Outsourcing the Public Library: A Critical Discourse Analysis."² Hill reviewed more than thirty documents, including RFPs for library management, the responses, and subsequent contracts, and came to three overarching conclusions:

- The contractor has an enormous amount of power in defining the library for a particular community.
- RFPs are normative. Simply issuing the RFP implies that privatization is an acceptable if not preferable way to manage a library and creates an expectation that a contract for privatization will be written. Once this assumption is made, protests from the library staff, board, or even community are sometimes dismissed as uninformed and reflecting an irrational fear of change.
- Many of the contract management criteria are decided by the contractor after the contract is already in place.

RESPONSES TO THE RFP

Hill found that responses to RFPs were very general. In our own review of six responses to RFPs, we confirmed much of what Hill found. The most detailed sections of these proposals concerned the number of the library's open hours and the number of library employees. There were significant similarities and even repetition among all of LSSI's RFP responses, including description of work performed in other libraries; the processes they would use; and general description of work they would do after the contract was awarded, rather than outcomes they would achieve. For example, the responses indicated that they would

- Establish long- and short-term goals
- Interview, select, and hire qualified staff
- Provide monthly financial statements
- Work closely with the city manager, citizen's advisory group, and related library support groups
- Plan and conduct a comprehensive collection review
- Develop a marketing plan
- Investigate supplemental revenue sources
- Provide a plan for establishing fees and fines
- Establish ILL arrangements
- Maintain required insurance
- Administer a community survey (in one proposal LSSI would charge extra for this)
- Budget and responsibly manage the library's fiscal operations
- Define core library performance measures

These are prospective activities, including the critical definition of core library performance measures. It is the employer that should define and set performance standards; these responses reverse that custom and allow the contractor to define and set how its own performance will be judged. Furthermore, these activities involve additional planning rather than identifying specific improvements or changes in library service.

Although Hill found responses to RFPs to be vague in tangibles promised, our observations found that if the RFP asked for a specific commitment, such as number of hours to be open, the company made the commitment.

To some extent, this pattern of very general responses is a result of very general RFPs. In the four RFPs reviewed, three were almost identical, suggesting that a governing authority minimally customized a document borrowed from a neighboring community. One of these RFPs did, however, state that the contractor would use the state library's benchmark measurements, and that the "contractor's proposal will provide a level of service that is consistent or superior to that currently delivered." The fourth RFP was tailored for the community's libraries, perhaps because of the significant input from three librarians.

THE CONTRACT

The most disturbing aspect of Hill's research was that, in all cases she reviewed, the contract was written from the contractor's point of view and contained almost no performance measures by which to evaluate the implementation of the contract and thus the quality of library service. The contracts were all remarkably similar and included little protection for the governing body regarding the contractor's performance.

Our review of three contracts supports Hill's analysis that the contractor controls the contract process, even though public officials should be setting the terms. Here are some examples of language that favors the contractor:

- Confidentiality of any information that LSSI declares to be confidential, even after the contract ends: "LSSI accepts no responsibility for any lawsuits, claims, demands, that might arise relating to pensions, benefits, or grievances as a result of labor issues arising with the transfer of government employees to a private company."
- Prohibition of the library hiring any LSSI employees for six months after the contract ends: This provision makes it difficult for a governing body ending a contract to hire current employees to continue library service. LSSI did waive this requirement for some libraries whose contract ended amicably.

Hill found little evidence that local governing bodies develop contracts that protect themselves, the library users, or the community. Nearly every contract is clearly provided by or influenced by LSSI and is designed to give the contractor primary control over, not just library functions, but all the strategic plans and operations that feed into library policies and services. As Hill puts it, "In all the contracts, the municipality is

looking to the contractor to define the public library in a given time period after the contract is already in place.”³

IMPLICATIONS

One concern Hill raises is the reliance on model RFPs and contracts to aid governing bodies and library boards in preparing these documents. Our analysis of RFPs and contracts indicates that existing models do not benefit library service. RFP models should not be a cookie-cutter template in which the governing body changes only the name of the community. A better model for both RFPs and contracts is a checklist that indicates the *types* of information a community should include that would direct the contractor to meet that community’s specific library needs (see the appendix for one example).

Another issue raised by Hill is that the governing body rarely has the expertise to design an RFP or a contract that describes high-quality library service and specifies performance measurements. In deciding to privatize and thus hire an “expert” in managing libraries, the local government thus relies on the expert to design all plans, strategies, and the contract itself without providing critical input or oversight. Hill goes on to say: “The legitimization of the contractor as an expert places it in a powerful role in defining what library service is and should be. In designating the expert, any who try to challenge the decisions of the expert [e.g., the current library staff] are at a disadvantage because they lack the prestige and the authority to do so.”⁴

A third issue raised by Hill is the relationship between policy development and policy approval and the fact that both of these functions take place after the contract is already in place. As Hill puts it:

Those who plan and create policy documents are much more familiar with the policies’ contexts and purposes than a representative . . . of a governmental body whose main priority is probably not the governing of the library. . . . Additionally, the policy plans are not part of the contract. The task to create policies is given in the contracting documents, but the resulting policies are not created until after the contractor assumes responsibility for providing library service; in some cases they are created over the first year of the contract. . . . If the community members or the municipality believes there are significant disagreements or deficiencies with a contractor’s policies when they are presented a year after a contract has been in place, there are only two outcomes. Either the municipality satisfactorily rehashes the policies with the contractor or the municipality ends the contract.⁵

A fourth issue is the criteria for performance measurement. Almost no contracts we reviewed had any actual performance measurements. Setting performance expectations for libraries is more complicated than setting those for trash pickup, for example. Either the trash is picked up and disposed of on time or it is not. And if it is not, the local government is quick to hear about it. A multifaceted, complicated service such as a library performance is much harder to measure—particularly for a government body without the specific expertise to do so. However, the government body could specify that the library’s performance on state data elements must remain the same or even improve

from year to year. This, of course, requires that the body be aware of the data that allow libraries to track their performance over time and to compare their performance to other libraries.

For specific advice on drafting effective, meaningful RFPs and contracts, see chapter 4 and the appendix.

NOTES

1. Bruce A. Wallin, *Privatization of State Services in Massachusetts: Politics, Policy, and an Experiment That Wasn't* (Boston, MA: Department of Political Science, Northeastern University, 1995), 4.
2. Heather Hill, "Outsourcing the Public Library: A Critical Discourse Analysis," Ph.D. diss., Information Science and Learning Technologies, University of Missouri, 2009, <https://mospace.umsystem.edu/xmlui/bitstream/handle/10355/6126/research.pdf?sequence=3>.
3. *Ibid.*, 108.
4. *Ibid.*, 62.
5. *Ibid.*, 87–88.

A CLOSER LOOK AT PRIVATIZATION: FIVE CASE STUDIES

Case studies of a variety of public library systems provide some insight into how the process of privatizing a library takes place and what changes in service, staffing, and environment occur under private management. Two of the libraries studied here are under private management as this book is being produced; one was under private management and reverted back to public management; and two considered privatization but rejected it.¹

Each case study is based on multiple interviews by the authors and a data comparison which, when relevant, shows basic performance indicators against a comparable library and statewide averages.

STATISTICS USED

Robert Ward's research, published in *Administration and Society* in 2007, provided the guidance for the choice of performance measures in these case studies.² Ward chose library visits, items held, items circulated, and reference services. In his study, he looked at seven libraries that had been privatized and evaluated them according to these "economic efficiency" measures. Our survey considers all of Ward's measures except reference services, because the number of reference inquiries have decreased in public libraries nationwide.

Furious debate follows the publication of any work that proposes or uses metrics to identify high-quality public library service. We do not claim to have found the right measures or the right mix of measures to gauge the performance of public libraries, but these are measures that can be used—ideally with a more comprehensive look at a library's unique situation—to understand a library's performance over time or in comparison with similar libraries.

In identifying libraries to compare to privatized libraries, we asked the data coordinators in each state library to help narrow the field of possible comparisons to one specific library. The comparisons in this publication are not provided to demonstrate that one of the libraries is better than the other. Instead, these comparisons give a sense of how each community supports and uses its library and invites closer study of each.

Determining whether private libraries satisfy their community's library needs also requires studies that use qualitative methods. The quality and impact of an individual

library's services do not show up in measures, for example, of the number of children's programs or an audience count. The most significant questions include "Are these programs the right ones for the community?" "Are they offered at the best times to meet community needs?" "What are the results of these programs?" Questions such as these, which must be answered to judge a library's success, are beyond this publication's scope.

FINNEY COUNTY PUBLIC LIBRARY

Because of its remote, rural location, the Finney County (Kansas) Public Library had difficulty recruiting and retaining a qualified library director. After several searches during the 1990s, the board of trustees contracted with LSSI to ensure that the library maintained continuous leadership. The library has renewed the contract with LSSI three times and is still privately managed by the company.

Finney County, located in the southwest section of Kansas (approximately 200 miles west of Wichita), is a predominantly agricultural region. Although it is the second largest county in Kansas, covering more than 1,300 square miles, the population is around only 37,000, with a median household income of \$44,364.³

The Finney County Public Library, located in Garden City, is the only public library serving the county. Its total operating income from local income in FY 2009 was \$900,571 and expenditures were \$948,054.⁴ The majority of the library's funding comes from the county. A board of trustees oversees library operations and has the authority to sign contracts and make budget decisions. Five of the trustees are appointed by the county commission and the sixth is a county commissioner.

Time Line of Privatization

In 2002, although he was not a member of the library's board of trustees at the time, the board's current chairman, Rocky Cook, served on a search committee for a library director. He recalls that during the mid- to late 1990s previous committees had "exhausted themselves" seeking a qualified professional to head the library.

In 2002 the director of the regional library system that advises local libraries in southwest Kansas mentioned LSSI to the search committee; this was the first time the volunteers had heard of the library management company. The committee, thinking that a national contractor might be well suited to solving the problem of recruiting and retaining a qualified library director, brought the idea to the board of trustees.

"The trustees approached LSSI," explains Cook. "They didn't approach us to try to sell themselves to us." During the next few months, the company met with the trustees and made a presentation. "The library requested a quote and asked for guarantees of service, and that initiated the paperwork that followed," recalls Cook. Asked if other companies were invited to bid on library management, he says, "As far as we knew, LSSI was the only one doing this."

The library director search committee took steps to qualify LSSI: "Before we got serious [about a contract], the search committee contacted members of other boards of trustees at libraries managed by LSSI," explains Cook. "We heard their comments—we considered their responses unbiased—and we did not hear one substantially negative comment."

The Contract

Negotiations over the first contract evolved over several months, and LSSI provided initial language for the contract. "I think LSSI presented the initial draft, and that then served as the basis for our negotiation," states Cook.

The board of trustees negotiated several points in that first draft, including staff benefits and capital expenditures. "The trustees were very concerned that the staff not lose their benefits," says Cook. "Some of the staff had worked at the library for a long time, and they [made the transition to working for LSSI] without having a waiting period for their benefits. We scrutinized [the benefits packages] closely. Some things were a little better, some weren't as good, but in the balance it felt pretty equitable for the staff."

According to Erin Francoeur, Finney County's current library director, the majority of staff made the transfer and still work at the library under LSSI. Based on their comments, she says, "Before the contract was put in place, there was a series of meeting with the library staff and the board of trustees, and then with representatives from LSSI. In both cases, staff were allowed to ask questions and give input on what should be included in the contract." Francoeur confirms that many of the staff's county benefits were grandfathered in for those hired by LSSI.

Another issue that the board of trustees wanted changed in the initial draft of the contract was capital expenditures. "The trustees own the library building and everything that's in it," explains Cook. "It wouldn't be appropriate for LSSI to assume major expenses or improvements for that property when it isn't theirs. Maintenance, yes, but not major repairs. So it was a matter of coming to an agreement on where to draw the line."

The three-year contract went into effect in 2003, and when it expired the board of trustees renewed for five years. "However, the contract is reviewed annually and both parties have the option to back out with six months' notice," says Cook. "The board has an agenda item to review it every year. We haven't changed it materially, just reworded sections for clarification."

The library director, and often LSSI's regional director, generally attend monthly board meetings so that issues or questions are dealt with as they arise. "We can ask the regional director how other libraries are handling something," says Cook.

As for annual increases, Cook says, "We've tried to increase our budget for collection expenditures, and [LSSI] has encouraged us to do that. It just depends on our budget."

The current contract with LSSI expires at the end of 2011. "In my opinion, we plan to continue the current arrangement, assuming nothing changes," Cook states. "LSSI is here at our request to carry out our wishes. It is a partnership."

Finney County Contracts

Each of Finney County's contracts states: "LSSI will provide an on-site MLS-degreed and qualified Library Director/Project Manager who has the background and expertise to execute [services outlined in the contract]. The Library Director/Project Manager hired by LSSI shall be assigned to the project at the discretion of the Board of Trustees."

The first contract outlines how all library staff hired by LSSI will begin to receive employee benefits. Details include the transfer of funds invested in the Kansas Public

Employees Retirement System to LSSI's 401(k) plan and a ninety-day grace period for receiving health care benefits from the county. It also states that "LSSI will recognize the length of employment with FCPL of each Library Workforce employee in calculating health care and vacation benefits."

Subsequent contracts and attachments contain little new information. In 2007, however, an "Action Items" section was added that outlines specific plans for the year. The first of these is a 5 percent raise for all LSSI employees working in the Finney County Library, with the stated purpose of making their wages "comparable to that paid by other libraries in the region."

Other staff-related plans outlined for 2007—and repeated verbatim for the next four years—include moving staff from "back-room operations to direct patron service whenever possible"; training staff to "take on a larger role with direct patron assistance"; and increasing diversity, maturity, skill mix, and educational level of staff when possible.

Another section under Action Items for 2007 is facilities. LSSI states that it will help to seek funding for creating a public computer lab in the library, remodeling or refurbishing specific parts of the library, improving lighting, and so forth.

The contracts contain no budget or financial details other than the total operating expense and minimum amount to be spent on library materials—which includes LSSI's handling fee. The contracts each specify that this fee of 5 percent will be "subsumed" in each total monthly payment to LSSI.

Data and Library-to-Library Comparison

From FY 2003 to 2009, the materials held by the Finney County Library decreased by 29.48 percent. The number of items circulated decreased by 9.42 percent. Visits to the library increased by less than 1 percent. During this period, the funds from Finney County's mill levy rose 30.18 percent.

Finney County Public Library

FY	Population Served	Materials Held	Library Visits	Items Lent
2003	39,732	203,496	223,496	245,360
2009	40,998	143,521	224,472	222,256
Change	3.1%	-29.48%	0.44%	-9.42%

The State Library of Kansas recommended the Hutchinson Public Library as a similar library in Kansas. It serves almost the same population as Finney County's, and each town is home to a community college.

Hutchinson Public Library

FY	Population Served	Materials Held	Library Visits	Items Lent
2003	40,741	286,656	216,112	508,826
2009	40,889	291,109	435,299	438,726
Change	0.36%	1.6 %	101.42%	-13.78%

The following chart compares three service measures from 2009 statistics between the two libraries and Kansas libraries.

Measure, per Capita	Finney County	Hutchinson	Kansas Average
Library Visits	5.48	10.65	6.59
Items Circulated	5.42	10.73	11.86
Materials Held	3.50	6.39	4.87

Effects of Privatization

Contracting with LSSI solved Finney County's ongoing problem of finding a qualified, MLS-degreed library director. Although at least two directors have been hired and then left under LSSI, the company provided interim directors between hires. As Cook points out, "We've had more than one library director [since 2003], but we've never gone without one."

Perhaps simply as a result of ensuring stable management, Cook says, "we have a more productive, better trained, more responsive staff with LSSI. LSSI has helped provide us with a comprehensive program for collection development, and technical assistance for projects like automation planning—which we don't have a great deal of expertise in." He points out that, given the independent status and remote location of Finney County Public Library, "We would have been compelled to bring in outside consultants (outsourcing) to help us with things like automation."

Francoeur says that since 2003 the collection budget has grown from approximately \$80,000 to approximately \$120,000. "Money that was saved elsewhere goes into our materials budget," she says. "I'd attribute this to LSSI, because they make collection growth a focus. They want libraries to keep their collections up to date and relevant to the community." All selection and purchasing decisions for the collection are done by

local staff (who are all LSSI employees), without oversight or requirements from LSSI headquarters.

Cook states that LSSI has met the board's expectations and that the trustees are satisfied with the arrangement. "Now, the board does not have to concern itself with recruiting or retaining [a library director]. We [turned] over the operation and management of the library to LSSI. [The board] wanted to maintain policy and general oversight—but we weren't interested in being directly involved in the day-to-day operations. [Now] we're able to concentrate on strategic planning for the library, capital improvements, and the like."

In Conclusion

Until they contracted with LSSI, Finney County had one difficult issue—finding and keeping a library director—which had a substantial impact on the quality of their library services. The lack of consistent, knowledgeable leadership in a library can impact everything from policy creation to staff morale. LSSI was able to fill that gap (literally) by providing library directors and, perhaps, stability through consistent training and management from its headquarters.

JACKSON-MADISON COUNTY LIBRARY

Located in Jackson, Tennessee, the Jackson-Madison County Library (JMCL) is funded by, and serves, both the city and Madison County. A board of trustees—three of whose members are appointed by the city and four by the county—oversees the library.

In 2006, when the board decided to seek private management for the library, the Madison County Commission sued on the grounds that the board did not have the right to do so. The board won the case and an ensuing appeal. Before the last lawsuit was settled, they had contracted with LSSI to run the library beginning in November 2006.

Madison County, population 98,294, is located in west Tennessee; its county seat is Jackson. The 2009 U.S. Census shows that the county has a median household income of \$54,990.⁵ The county's economy is based primarily on educational, health, and social services, manufacturing, and retail trade.⁶

In FY 2008/9, JMCL received \$1,024,600 for its operating budget, and its expenditures were \$1,014,567. The library is funded through taxes collected by the county and by the City of Jackson. Starting July 1, 2011, the library closed on Sundays due to a \$60,000 decrease in funding provided by Madison County.

Time Line of Privatization

The JMCL board of trustees conducted its search for a private management company in 2006 after finalizing its decision in a January 2006 meeting, with then-JMCL executive director Thomas Aud present. Aud says the board voted to seek private management

companies in an executive session, with only voting board members present and no minutes recorded.

Asked why the board initially considered a change to private management, Sharon Younger, a member of the board of trustees from 2006 to 2011, explains: "It was a whole bundle of things. Year over year, utilization of the library was trending down, both in circulation and in number of visits. We were also under pressure financially, and were afraid that we'd have to lay people off. The library . . . was seeing only minor funding increases each year. Meanwhile, personnel costs went up every year."

Younger recalls that the board of trustees drafted an RFP for library management services and posted it publicly through ALA and perhaps other sources. She says that board members were aware that LSSI was managing three public library systems in neighboring Shelby County, but the board did not approach LSSI directly. "Board members visited those libraries" during the RFP process, states Younger. Representatives of those libraries "had nothing but good things to say about LSSI; that made us feel it was worthwhile to pursue."

At the January 2006 meeting, the board offered Aud the opportunity to have the library staff respond to the RFP. JMCL staff did submit a proposal, as did Information International Associates (IIA) and LSSI. Because the library staff was a competitor in the process, they did not provide input on the RFP or contract—although the board asked them to submit current library data for the RFP.

Younger explains: "In the RFP, we had set parameters for the percentage of budget to be spent on books, the number of MLS librarians on board—that type of thing. We evaluated the proposals on how well they met those parameters and then went through an interview process to get a better feel for each of them."

The three respondents also presented their proposals at a public hearing on October 4. "At the public hearing, we each got to make a presentation in a set amount of time," explains Aud. "We went first, then IIA, and then LSSI. LSSI took longer; they were given extra time by the board."

Aud estimates that one hundred to one hundred and fifty people attended the public hearing, most of them against privatizing the library. Petitions against privatizing—or against making any decision without more public input—had been circulated and turned in to the board, but these actions did not stop the process.

Aud pointed out that one specific request in the RFP was to specify the management fee that would be included in the budget. "Of course, we would not charge an additional fee, and we said so in our proposal," Aud says. "When I saw LSSI's proposal, they had refused to answer that question, and even stated at [the public hearing] that they were a private company and so did not have to answer the question."

Regarding the board's selection of LSSI, Younger says, "The library staff didn't really come back with what we considered to be a proposal. They gave us more of a presentation of the status quo." As for IIA, which had not managed any public libraries, Younger says simply, "We felt LSSI had a more aggressive plan for meeting our requirements." Aud commented, "I think they had already made up their minds [back in January]."

The Initial Contract

"We hired a law firm to draw up a contract for us, and we sent it to LSSI," says Younger. "Then we, our lawyers, and LSSI went back and forth with it." She doesn't recall any negotiations over content but says, "We wanted to keep the lines very clear. Tennessee law says that the board is responsible for hiring the library director. Even though that person would be an employee of LSSI, we wanted to make sure we made the hiring decision."

In the subsequent contract (covering November 2009 to November 2011), the board made no changes; because funding remained flat, the budget did not increase.

RFP, Proposal, and Contracts

JMCL's contract with LSSI is based on both the RFP and LSSI's response and specifically refers to these documents as containing the desired services from the contractor. The contract also bases financial information on cost data included in the proposal. When the county and city renewed the contract in 2009, the contract again included the RFP and the LSSI proposal.

The 42-page LSSI proposal covers library services extensively but lacks specifics regarding hard deliverables. For example, the proposal promises to assess the current state of the library and then, based on that assessment, set long- and short-term goals for indicators including circulation, number of visits, and the like. The section on a library staffing plan, on the other hand, is very precise.

The lack of performance measures is initially the fault of the RFP, which required respondents to demonstrate competencies in a number of core management areas including performance measures and reporting but then failed to require the responders to address them. Furthermore, the city and the county did not set performance measures or a method to evaluate them in subsequent contracts.

Data and Library-to-Library Comparison

In the first two years under private management, JMCL nearly doubled the amount spent on collection materials, resulting in a substantial increase in materials held and in library visits. The growth in visits might also be attributed to the increased number of the library's public access computers.

Jackson-Madison County Library

FY	Population Served	Materials Held	Library Visits	Items Lent
2005/6	94,397	163,616	168,000	205,618
2008/9	96,376	181,850	274,500	250,076
Change	2.10%	11.14%	63.39%	21.62%

Cleveland Bradley County Public Library (CBCPL), a library that is comparable to JMCL in population, saw a 32 percent reduction in its materials budget for FY 2008/9 yet still managed to increase the number of materials held and general circulation—to a lesser extent than JMCL, but greatly exceeding JMCL’s (by more than 100,000) at a time when it was spending \$44,000 less on materials.

Cleveland Bradley County Library

FY	Population Served	Materials Held	Library Visits	Items Lent
2005/6	91,196	159,886	239,067	326,827
2008/9	96,472	188,244	282,718	356,050
Change	5.47%	15.06%	15.44%	8.21%

In fact, CBCPL exceeds JMCL on per capita measures including library visits, items lent, number of borrowers, and items held. This may be attributed to the fact that JMCL is still building an up-to-date, comprehensive collection after years of insufficient funding. Younger says, “We figure it will take us fifteen more years to get the collection to where it should be.”

The following chart compares three service measures from the FY 2008/9 statistics from the two libraries and Tennessee averages.

Measure, per Capita	Jackson-Madison County	Cleveland Bradley County	Tennessee Average
Library Visits	2.85	2.93	3.51
Items Circulated	2.59	3.69	4.07
Materials Held	1.89	1.95	2.21

Effects of Privatization

There were many changes at JMCL after privatization, many of them specifically dictated by the contract. The library added Sunday hours and opened a long-wished-for branch library in December 2008 (with no additional funding).

Younger believes that the main difference in the library under private management is the growth and updating of the collection: “The main problem was that we didn’t have any new books or materials. Before LSSI came in, 7 or 8 percent of the budget was going to [collection development]. Our contract with LSSI required that 20 percent of the budget be spent on new books and materials.” In addition, JMCL received a \$250,000

grant eighteen months prior to the changeover, which the library used for purchasing new materials. "We want to keep the focus on new materials coming in," says Younger. LSSI also performed some much-needed weeding of obsolete and damaged materials to make more room for the larger collection.

LSSI improved and expanded the public access computers in JMCL as well, using grant money and other funding sources to add computers and move stations into the lobby of the main library. "Under LSSI, we were able to increase our [twelve to fifteen] public access computers by about 50 percent," says library director Richard Salmons. "We're modernizing all of them, gradually."

Library staffing today remains approximately the same as before the contract, even with the branch library. Salmons says eight of his eighteen FTE staff members worked under public management; five others were hired by LSSI and have since retired. Aud points out that when hours were reduced in 2011 some full-time staff had their hours reduced but reportedly retained full-time benefits. A strong volunteer program supplements staffing.

One unforeseen effect of privatizing arose in 2011, when it was discovered that, once the initial contract began, the library had stopped contributing to the state pension for retired and former employees. That money for pensions had traditionally come out of the library's operations budget but was never included in the RFP, contract, or subsequent budgets. The city and county were forced to contribute \$60,000 each to make up for the missed payments. The city did so, but the county, perhaps still smarting from losing the lawsuits, indicated that its share must come out of the library budget. Hence, the \$60,000 shortfall and reduction in service hours and staffing hours. (The county has not increased its funding to the library since before the privatization debate began.)

Comments and Advice

The sources interviewed for this case study offered advice to similar libraries that might be considering privatizing their library management. Thomas Aud had this to say: "Look closely at why such a change is being considered. Is it financial, political, or else? Who is driving the process? Is the board doing its 'due diligence' in looking at all aspects before pursuing such a change?" And, given JMCL's tug-of-war between the library board and the county, "Is it legal for your community to do so? Who has the authority: the board of trustees only, the board with the funding government(s), the funding government only?" Aud also recommends that others ask, "Will the library and the community be improved that dramatically by such a change? Would a change of library director and/or some library staff or other changes be possible within the public sector to accomplish desired results? What does the community want from their public library?"

"I recommend the RFP process," Sharon Younger concludes. "It's a good way to vet everything on the front end. And I like the contract that we negotiated with LSSI. I'd be happy to offer it up to other [library boards] to work from." She adds, "LSSI has been a valuable partner for us. They are not a problem—our biggest problem has been getting funding. We're under constant threat of having funding cut. But LSSI has stuck with us. Of course, the contract states that they have to run the library for the amount of money that we have."

Richard Salmons says, "Be open-minded, and don't listen to half-truths. Before you pass judgment, take a look at the reality; if you have the opportunity, talk to current LSSI directors."

In Conclusion

With the state of local politics complicating the environment and funding of JMCL, LSSI and the board of trustees have a "tough row to hoe." Unless funding increases, the improvements made under private management will slow or even stop. And, as we are preparing this book, JMCL's private management is again coming under fire by the county commission, due to the pension funding snafu.

CALABASAS PUBLIC LIBRARY

The City of Calabasas privatized the management of its public library for approximately nine years, from July 1998 through 2006. The city contracted with a private company to handle library operations from the time Calabasas left the county library system and instituted an independent municipal library. When the third three-year contract ended, the city took over management of the library.

Calabasas, located in Southern California's Los Angeles County, is a relatively new city; it was incorporated in 1991. The city has approximately 23,058 residents, and in 2009 the estimated median household income was \$116,761.⁷

Until 1998, the Calabasas library was a part of the County of Los Angeles Public Library (LACPL). A small LACPL branch served the community. Once the city established an independent municipal library, it grew steadily until today Calabasas Public Library is housed in its city-owned, 27,000-square-foot building and serves 31,047 borrowers. The library's total operating income for FY 2009/10 was \$1,476,325, with total expenditures of \$1,325,864.⁸

Time Line of Privatization

The city's decision to outsource library management came about because the city council no longer wanted Los Angeles County to provide library services to their community. They were unhappy with the quality of service their community was receiving and when, in 1994, California state legislation passed that allowed libraries to split off from larger systems, this made their decision possible.

Ellen Pangarliotas, one of the city's founding mothers and then a member of the parks and recreation commission, had estimated that Calabasas residents paid more than \$500,000 each year in property taxes for the library services they received, and that those same services cost the county only \$263,000. The city's LACPL branch library was a single 1,400-square-foot room in a shopping center. Margaret Donnellan Todd, current LACPL director, explains that 1998 was a very difficult financial time for the library system, which had lost 50 percent of its funding and so had to cut services. "There was not much that the county could have done," she says.

Throughout 1996 and 1997, Pangarliotas repeatedly urged the city manager to withdraw Calabasas from LACPL and use the city's tax money to set up an independent municipal public library. After more than a year, the council formed a task force to review the idea. A feasibility study showed that Calabasas could easily support an independent library. At the end of 1997, the city council formally alerted the county that the city would be withdrawing from its library system, and then it did withdraw, with the assistance of legal counsel.

Members of the city council understood that the new entity would basically be starting from scratch, because the county system owned almost all the library's assets. The new library would start with no collection to speak of, no furniture or equipment, no staff—and no council members with any library experience. Under these circumstances, the city council opted to contract out the library management to a private firm.

In 1997 this type of contract was relatively new territory. Pangarliotas happened to read an article in the *Los Angeles Times* about neighboring Riverside County, which had outsourced the management of its libraries to LSSI. She set up a meeting with her city manager and representatives from LSSI, and soon afterward the council voted to award a three-year contract to the company.

At that time, Pangarliotas explains, "LSSI was the only game in town." Therefore, the city council did not request multiple bids on the library contract. Robin Parker, director of administrative services for the City of Calabasas, was city clerk at the time. She confirms, "At that time, the task force and our consultants could not find any other companies with the capabilities to meet our needs."

The city's branch library closed on June 30, 1998, and reopened two weeks later under LSSI's management. Between April 16, 1998, when the contract was signed, and mid-July, LSSI helped the city purchase and process an "opening day" collection for a total cost of \$225,000 (selected by a board of librarians within LSSI); hired and trained new staff members; installed a new computer system; and provided equipment, supplies, and furnishings. Pangarliotas recalls that the owners of LSSI, Frank and Judy Pezzanite, and their three teenage children came from Maryland to help stock shelves and make sure the library was ready to open.

LSSI also helped the city develop new policies and procedures for the library, and the city took steps to form its first library commission.

Over the next nine years, the Calabasas library grew its collection, its services, its programming, and its hours and outgrew its space three times. Ultimately, the library moved into its own building—thanks in great part to an \$8.2 million grant from the state. The library director hired by LSSI contributed significantly to drafting the grant proposal.

In 2007, when the third consecutive contract with LSSI expired, the library reverted to city management. "We had always planned on bringing the library back in house," explains Parker. "We prefer to retain control—that's why [the city originally] split from the county."

Parker and Pangarliotas describe the transition from private to public management as "seamless." Parker estimates that the city is saving \$65,000 a year by bringing

management in-house. "We didn't save a whole lot of money, when you consider our total budget," she points out.

The Contract

In March 1998, LSSI submitted a proposal that served as a guideline for the city to set up the new municipal library. According to Parker, the proposal advised the city on how to withdraw and start an independent library and included options for staffing and hours, automation systems, and acquisitions expenditures.

The final, approved contract covered three years and followed that proposal very closely. "At first," says Pangarliotas, "we were almost on a month-to-month contract. We made it clear that the plan was always that the library would eventually be city-run—we just didn't know how long that would take." One official change was made to the contract in September 1999, expanding the hours of the library from 45 to 52 hours a week.

Parker says of the first contract, "We negotiated some things, such as hours, [automation] systems, and so forth. We had a very strong task force that knew what they wanted. Ultimately, we were very happy with [the final contract]." The pricing set forth in the proposal did not change substantially in the final contract.

The contract does not mention library policy, and Pangarliotas recalls that the city and LSSI worked closely together on policies. The library commission controlled the library's budget and policies.

Barbara Lockwood, who was hired by LSSI in 1998 as a part-time children's librarian, is now library director at Calabasas Public Library. She explains that all collection decisions were made by the on-site librarians—who were LSSI employees—without "corporate" input: "We selected everything in the collection; LSSI set us up with vendors and we ordered everything. We didn't need to get approval on collection purchases." Lockwood also says that the library's hours, programs, and services were all dictated by the needs of the community. Again, the local librarians had free rein, as long as they stayed within budget constraints.

Pangarliotas says that "every year, [LSSI] asked for a 5 percent increase, at most, and they always told us what it would be used for."

Unlike other management contracts reviewed here, all Calabasas contracts specified amounts that LSSI must spend for each of the contract's three years for staffing (and outlined levels of staffing), automation services, collection development, and general office expenses. The first contract included requirements for planning and funding for a stand-alone automation system as well as purchasing, cataloging, and processing an "opening-day collection" of 14,000 titles. It also detailed staffing requirements as 6.5 FTE employees, offering 45 hours of service per week.

Subsequent contracts included a collection development note: "LSSI will administer the materials budget appropriated by the City [amount not mentioned or included in outlined costs]. LSSI will charge a handling fee of 7.5% on all collection resources purchased or licensed for the library."

Data and Library-to-Library Comparison

Because Calabasas Public Library was under private management for nearly nine years, it makes little sense to track the differences before and after. Here, instead, is a snapshot of the library in FY 2010 along with the same data for a comparable California library, Rancho Mirage Public Library. The latter serves a similar-size population and was also previously a part of a larger county system. The estimated median household income in Rancho Mirage in 2009 was, however, \$68,371, considerably lower than that in Calabasas.

	Population Served	Materials Held	Library Visits	Items Lent	Per Capita Collection Expenditures	Total Staff
Calabasas	23,788	58,923	211,360	217,991	\$ 5.85	14
Rancho Mirage	22,152	103,618	358,165	622,148	\$19.34	23

Although Calabasas has been steadily building its collection for twelve years, it is still nowhere near matching its comparable neighbor. The per capita spending on collection reveals that perhaps the capital costs of getting the Calabasas library up and running diverted funds from materials. According to the latest statistic, Calabasas spends 10 percent less on employee costs than Rancho Mirage but 10 percent more in "other operating expenses." The huge gap in number of items lent in the two communities is telling also. While Calabasas is happy with its new library building and burgeoning collection, Rancho Mirage borrowers are borrowing nearly triple the amount of materials.

The following chart compares three service measures from 2010 statistics for the two libraries and California's libraries.

Measure, per Capita	Calabasas	Rancho Mirage	California Average
Library Visits	8.89	16.17	4.40
Items Lent	9.16	28.09	6.29
Materials Held	2.48	4.67	2.15

Effects of Privatization

The effects of privatizing the library management in Calabasas are difficult to gauge. The fact that the municipal-run library was brand new and benefited tremendously from receiving 100 percent of tax revenues allocated, as opposed to paying into LACPL,

muddies the waters of how much of the growth and success can be attributed to outsourcing versus a change in management. The library's funding was so greatly increased, according to Parker, that even though LSSI was making a profit on the contract, "We still came in at less than our allocated funds for the library. That's how we reserved [funds] for a new library building."

Comments and Advice

Robin Parker reflects, "It all depends on each library's situation—their citizens, what they want to do. If you're looking to save large amounts of money, this is not necessarily a good solution. But if you need new knowledge that you don't have, or are looking for staff or other resources, this would work for you."

Barbara Lockwood recalls her initial position as an LSSI-employed librarian: "There was one thing I always felt conflicted about. LSSI was kind of a distant company, and yet I didn't feel connected to the city administrators either. That may sound crazy—for some time, we were in the same building. But I think the best thing might be to have the library director work for the city, and have LSSI report to that director. All the other employees could work directly for LSSI—but I think the best way to do it is probably to have [the director as] a direct report to the city administration, and the city would have someone in the library who knows how the library works."

In Conclusion

Relying on a private company to provide public library expertise and guidance—and to fulfill library management—was the means by which the City of Calabasas established an independent municipal library. LSSI helped the city succeed in creating a public library that was appropriate for the community's needs, and city administrators were extremely pleased with and grateful to the company.

Part of the success of this business partnership was the fact that the city administrators and the librarians hired by LSSI valued autonomy. Once the new library was up and running, the hands-off management style by the company's corporate headquarters was generally welcomed, and the success of the library relied on the judgment and skills of the local staff.

DARTMOUTH PUBLIC LIBRARIES

Dartmouth is located in southeastern Massachusetts' Bristol County, on land purchased by elders of the Plymouth Colony, and was officially incorporated in 1664. The city had approximately 34,420 residents in 2009, when the median household income was \$50,221.⁹

Dartmouth Public Libraries has offered public library services since 1895. The library currently offers services to 14,145 registered borrowers at two buildings, the North Dartmouth Library and the Southworth Library. The library's total operating income for FY 2009/10 was \$987,854, with total expenditures of \$922,411.¹⁰

Time Line for the Consideration of Privatization

Previously a prosperous community, Dartmouth faced a budget crunch in 2007 and 2008. In addition to making budget cuts, the city select board examined whether outsourcing some services would save money and preserve jeopardized town services. To investigate possible areas of outsourcing, the selectmen formed the Privatization Study Group.

According to Frank Gracie, who chaired the study group, the group's members reviewed fifteen different town services before deciding to focus on only a few, including trash pickup, school services, and the Department of Public Works (DPW). However, after talking to members of these departments, the group decided not to pursue privatization of these services. Finally, they decided to research outsourcing management of the public library. Gracie had read an article in the *Boston Globe* about LSSI and contacted the company for more information: "I felt privatization was one possible solution to the town's and the library's budget problems. I felt an RFP would bring in detailed information for the library board to make a decision."

The study group prepared a report that focused entirely on the possibility of library management outsourcing, even though they had not discussed the issue with the library director or board. The report prominently mentioned LSSI as a possible contractor and included the FAQ from LSSI about the benefits of their service to the town and even a sample RFP that could be issued.

The Dartmouth Public Libraries' board of trustees is an elected body and thus, despite the interest of the town select board and the town's finance committee, has the final authority to issue an RFP and decide whether to privatize. The study group's report strongly recommended that the library board issue an RFP to gather more information.

The report, which was presented to the select board on April 28, 2008, contained several reasons for considering outsourcing of the library and observed that "a library service is important, but will always be less important than things like the Police and the DPW when tough financial decisions have to be made." LSSI company officials told Gracie they thought they could cut the library's budget from \$1 million to \$600,000 by making the library more efficient, by automating many services, and by reducing the number of staff.

When the study group presented their recommendations to the select board, they did not release their report to the public in advance of this meeting. By chance, Denise Mederios, the library director at the time, attended the meeting. She says that the study group did not seek information from her or from the library board before preparing and presenting their report.

Gracie believes that the selectmen's personal opinions were divided about privatization but that they would have issued an RFP if they had the authority.

Gracie subsequently made a presentation to the town finance committee, which administers the town's reserve fund. The local newspaper, the *Chronicle*, reported that the finance committee urged library trustees "to draft a Request for Proposal for firms interested in taking over the town's public library." In response to the potential cuts in staff, finance committee member Greg Lyman was quoted in the *Chronicle* as saying, "It really comes down to salaries. . . . Those are the costs that add up and costs so much."

Gracie also presented his report to the library board, which responded negatively to the idea of privatization. Some of the board's concerns were the potential loss of state

certification, letting go of union employees, and their belief that the board should and could solve the library's funding problems.

In response to the study group's report, Mederios prepared the Privatization/Outsourcing Report to counter its claims about the benefits of library private management. The library board also asked for information on the financial implications of moving to private management. In her report, Mederios stated that the library was already saving money through outsourcing agreements for several library functions and through cooperative agreements with other libraries such as the SAILS network. (This was of particular concern because SAILS runs the libraries' circulation system and online catalog, allowing reciprocal borrowing among member libraries and handling interlibrary loan.) The Privatization/Outsourcing Report made the point that there was only one company offering private management services and that "contracting to a monopoly provider is unlikely to be an improvement over government service." The report contained detail on the excessive cost to the library of withdrawing from some of its current cooperative arrangements and stated that the Friends group and the Library Foundation had indicated they would stop donating to the library if it was privatized.

Mederios also included the criteria in Massachusetts state law governing privatization, which requires local government to consider (1) need for a competitive marketplace; (2) minimal risk to the public service being privatized; (3) choosing services without legal, political, or practical barriers; and (4) choosing services with minimal adverse employee impact. She felt that contracting with LSSI to manage the library would violate all of these criteria.

In her report, Mederios makes the following points, most in one section of the report, "Direct Responses to Privatization Study Group Report":

- The only data that support the proposition that LSSI saves on the library budget come from LSSI, not from an impartial or a competitive source.
- The library is already fully automated, and a cooperative agreement with the SAILS Library Network would cost \$200,000 if Dartmouth Libraries chose to withdraw.
- Ending union contracts would cost \$263,000 to pay employees for vacation, sick leave, and unemployment insurance.
- Massachusetts library law requires that local communities "maintain the support" of the local library and must obtain a waiver if funding is not maintained. Though the DPL had requested and received a waiver in the past, a reduction as large as that proposed by outsourcing full management would be a serious impediment to future waivers.
- There would be possible loss of reciprocal borrowing privileges with neighboring communities.
- The American Library Association affirms that publicly funded libraries should remain directly accountable to the public they serve.

The study group report's assertion that the library was less important than police and DPW services was of particular concern to the library board and a probable key factor

in the board's decision not to issue an RFP. Mederios described the value of a library to its community: "The Board of Library Trustees feels strongly that public libraries are as important as the Police and DPW. Libraries build communities, foster civic engagement, engage citizens in public decision-making, and transform communities and lives." At a December 2008 board meeting, the board cited many points from Mederios's report and issued a statement that it would not pursue privatization of the library.

In a *Chronicle* article, then library board chair Kathy Murphy-Aisenberg said, "At the library, we're not broken. Our position is that we as a board can run the libraries." The board was also concerned about "eliminating all union jobs" and that outsourcing would negatively affect the quality of the library's staff. The library's union president also suggested that the union might consider taking legal action. Murphy-Aisenberg also said that the library trustees were "not afraid to cut costs every year."

The Outcome

The discussion about privatization/outsourcing the Dartmouth Public Libraries was covered in the local newspapers. Some coverage was neutral, but two editorials strongly opposed privatization. No major public outcry emerged against privatization, most likely because the board made a swift decision to not pursue an RFP.

The budget problems of the town and library continued. In 2009 the town predicted an \$800,000 deficit; one action it took to mitigate the deficit was to not renew the town manager's contract. The select board and the finance committee asked the library to contribute to the deficit's reduction by enacting a 15 percent budget cut, thus forcing the library to consider cuts of approximately \$150,000. The two bodies had expressed particular concern about the high cost of salaries of library staff, although an editorial in the *Chronicle* pointed out that only 11 percent of the twenty-eight library staff had salaries over \$50,000, while at the DPW 34 percent of the "predominantly male" staff of ninety-five had salaries in that range.

The library board considered multiple methods of cutting the budget. The choices came down to reducing youth services, reducing the janitor to half time, and cutting the collection budget or laying off higher paid staff. The board chose to not renew the library director's contract and to keep the position open for a year. When the assistant director, a member of the government workers union, declined to move into the director position, the board eliminated the assistant director position, reduced this position to a senior librarian position, and created a library director position at a lower salary. They also made greater use of volunteers.

Final Comments

In Frank Gracie's view, privatization was a viable option to solve the library's budget problems and should be further evaluated: "The best way to get the specific information needed for the decision process is to initiate an RFP. This gives a clear definition about what the town expects for a service, as well as what a company bids for that service. This takes the guesswork out of the equation and makes things official. Then real data can be considered about whether it is the correct path to take for the community. An RFP is

nonbinding in the sense that you can dismiss all the bids, but it is binding if you accept a bid which then becomes a contract. It is really a no-lose exercise."

Denise Mederios also considers it important to get accurate information about private management, but this should include information about the full impact on the library. "My report gave the board information to take a stand," she says. She was also concerned that only one company provided these services, stating, "If there is no competition, LSSI is still a monopoly." She went on to say, "I don't think the final goal was to privatize the library. I think it was just to put pressure on the library board to cut the budget . . . and [now] there is a caution about speaking out by the library staff." It is true that the current acting library director and the current library board chair declined to be interviewed for this case study.

In Conclusion

In seeking ways to trim the budget, Dartmouth town leaders were drawn to the seemingly simple solution of privatizing the public library system. Selectmen and committee members with no direct library experience reviewed information provided by the only viable vendor and saw no red flags. When presented with a strong suggestion to seek private management, the library fought back with new facts and arguments. Its report rebutting the benefits of privatization, combined with a library board that quickly and consistently resisted the pressure from its funding bodies, resulted in the quick rejection of the idea.

BEDFORD PUBLIC LIBRARY

Bedford is a suburban city in Tarrant County, Texas, 17 miles northeast of Fort Worth. The projected population in 2008 was 53,937, and in 2009 the median household income was \$59,386.¹¹

The Bedford Public Library has offered library services since 1964 and currently provides services to 33,762 registered borrowers. The library's total operating income for 2008 was \$1,145,073, with total expenditures of \$1,030,329.¹²

In 2001 the voters of Bedford passed a bond issue authorizing the city council to issue bonds worth \$8 million to build a new library; however, because of the general financial situation in the area, the city council never issued these bonds. In 2004 the city council adopted a tax rate higher than that recommended by the city manager, who had suggested splitting the rate increase over two years. The manager recognized that a tax rate increase greater than 8 percent above the prior year's level would allow residents to petition for an election calling for a vote on a tax rollback. Petitioners gathered enough signatures, and the rollback election was held in March 2005. The rollback provision passed by only ten votes and forced the city to return the tax rate to the prior year's rate, forcing the city to implement budget cuts and layoffs.

The council closed several services, including the city's swimming pools, the recreational center, and the city library, which closed on March 30, 2005. According to ALA,

Bedford was the first U.S. library to close since 1989. The Bedford Friends of the Library and other supporters including a local insurance company raised enough funds to open the library for 21 hours a week. The Friends group continued to raise money until, by October 2005, the library was open 40 hours a week.

Time Line for Consideration of Privatization

In October 2005, members of the Bedford city council attended the Texas Municipal League Conference, where they spoke with an LSSI representative about the Bedford library's financial problems. This conversation resulted in an invitation to LSSI to visit Bedford and its library.

Over the next year, the city council formed an outsourcing committee to review privatizing the library. This committee operated in a transparent manner, and the library board and employees were well aware of their efforts. The city council hired Maria Redburn as library director, who was also aware that the council was considering privatization.

The library board, in private discussions, opposed the concept of privatization from the beginning and in an initial vote on November 15, 2006, voted unanimously against pursuing private management. Redburn says the board stated the following reasons for their opposition:

- concerns about quality of service
- material purchases coordinated by someone in another state and based on current popularity rather than community needs and requests
- loss of control to a for-profit company that did not have to comply with open-records requests
- sending Bedford's tax dollars out of state
- problems reestablishing the library as a city department if the outsourcing arrangement failed
- laying off employees or reducing their hours despite the loyalty they showed by returning to work after the library reopened in 2005

On November 30, 2006, the city council hosted a public forum on privatizing the library. Representatives from the library board, LSSI, and more than one hundred Bedford residents attended the meeting. LSSI made a presentation about its services and answered questions. Twenty-five Bedford residents testified, almost all opposed to private management. According to the meeting minutes, among other things they asked, "How does LSSI plan to decrease staff and increase hours and services, yet save the city money?" "What is the percentage LSSI will profit?" They also expressed concerns about accountability and sending city money out of state. Many worried that the quality of service from the library would decrease significantly.

During this time, Ralph Chaney was elected chair of the Bedford board of trustees. He says, "I used the power of the position to lobby hard against LSSI. By now, the community was aware what was going on. Neighbors lobbied neighbors. Homeowner groups voiced opposition." Chaney also reminded people that the community had

passed a bond issue for a new library in 2001. Redburn says, "The people wanted a new library. They had voted in 2001 to build a new library and nothing had happened. They didn't get a new library they had voted for and instead the city closed it and now is going to outsource staff." The Friends held a petition drive that collected sixteen hundred signatures in three days.

Less than a month after the meeting, in December 2006, the library board took an official position against privatizing the library:

After extensive research into public library experiences with outsourced management, as well as into LSSI, the Library Board is going on record tonight as unanimously opposing any action by Bedford's City Council to outsource management of the Bedford Public Library. In addition, our Board is convinced that LSSI cannot save the city a worthwhile amount of money and still provide the level of service, selection of materials, and personal service that Bedford residents want and are accustomed to receiving from their local library. The Bedford Library Board believes that retaining the value of the city as a community should be a high priority for council concern.

Despite the strong opposition from the library board and from many residents, the city council continued to investigate privatization and issued an RFP. Members of the library board with library experience helped develop the document, because they wanted to ensure that it included specifics about the level and quality of needed services and measureable benchmarks. Thus, Bedford's RFP was the most detailed of any that we examined.

Even before the council developed the RFP, Redburn, on the advice of a local consultant, prepared a 150-page library business plan, which prepared the library to respond to the RFP. Redburn explains: "Everybody was interested in what the library was doing. People read the business plan and went to the city council meetings and quoted it. When a newspaper article said the library was 'grossly inefficient,' people looked at the business plan and concluded this was not true. The library didn't have to defend itself because people were quoting the plan."

In June 2007, the city council agreed that the library could also submit a response to the RFP to allow for competition. To prepare the proposal, Redburn reviewed similar libraries operated by LSSI and compared them to Bedford. She submitted open public records requests to obtain LSSI documents about these libraries. Redburn used two strategies in her proposal. First, she provided a detailed response to each criterion in the RFP, using both statistical information about the library's performance and heartfelt anecdotes from library users about how they valued the library. The second strategy was to answer specific issues raised by council, such as their request for the library to be open seven days a week. Initially, Redburn's response had been "Give us more money and we will do this." In her proposal, she found a way to reorganize employee hours to open the library on Sundays.

Redburn recalls: "The RFP made us very creative. We felt challenged to think outside the box. . . . We will show them what we can do. No private company is going to run this library better than I can. I looked at every LSSI claim and responded. Seven days a week? We can do that. More materials for less money? We can renegotiate our contracts

with vendors. More innovative? We can do new things and get awards. We went on the offensive and applied for every award we could find. We did not act like victims or that we were getting a raw deal. We may have felt like that but we didn't act that way. We knew LSSI always comes in \$100,000 cheaper. We decided not to try and match them on money and cut staff. If it comes down to the price, then LSSI is welcome to the library. We focused on quality service, not lower standards."

Redburn also gave clear instructions to library employees not to comment on the privatization issue. She felt it was not her role or that of library employees to incite the public against the city council. "That inflames the situation and could backfire," she explains. The community elects the council and the library board reports to the council, and Redburn thought they needed to maintain good relations. The Friends of the Library and the library board, however, were vocal opponents of privatization.

The city issued the RFP on July 1, 2007, with an August deadline for proposals. According to Redburn, "The city didn't try to be underhanded. They were open about looking at outsourcing." The city received two proposals, one from LSSI and one from the Bedford Public Library.

The Outcome

The city council was closely divided about privatization, with three members strongly in favor of private management and three strongly opposed. The seventh council member, an engineer, was undecided. To reach a decision, this member asked both the library and LSSI to obtain the best price for the same three books that he chose. When the library demonstrated that its cost to order, process, and catalog was cheaper than LSSI's costs by \$0.86, the council member voted against privatization and to keep the library under city management.

The community's emotional involvement in the privatization issue returned attention to the bond issue that had never been implemented. Asked what has changed at the library, Chaney says, "Everything changed. As soon as the issue died, I pushed the city to take action on a new library that voters had approved in 2001 as part of a bond package." Rather than build a new library, the city council purchased an abandoned 40,000-square-foot grocery store. "Public meetings were held to get citizen input . . . and even design the library. Teenagers contributed innovative ideas that were used," states Chaney. He believes that the privatization discussion brought the community together around the library: "People who had never had any interest before became a spokesperson" for the library. "The community has a love affair going because the new library really is a community meeting place with local control."

Final Comments

When asked what advice she would give to other libraries, Maria Redburn said, "Take the emotion out of it. We can be passionate about what we do but our passion is sometimes viewed as weakness. We need to be businesslike in our demeanor." She continued, "Have information before they ask for it. Governing bodies don't have much sympathy for government workers who complain. Think of it as business and not personal. Think clearly about what to say and how to present the facts."

When Ralph Chaney was asked what advice he would give, he said, "I would encourage library boards to keep priorities established. Use the power of community forums. Establish community priorities. Collect statistical data on library usage, public usage, student usage, and programs for the community. Visit libraries that are privatized and talk to patrons and staff at those libraries. Meet with council representatives in small group settings." He concluded, "Most of all, make sure the front porch of the library is neat and tidy. Continually strive to be the most attractive and enticing public building."

In Conclusion

Several actions emerge as key factors in the Bedford city council's decision not to privatize the public library. For one, the library was prepared with information about its performance in comparison with other libraries, particularly privatized libraries. Additionally, the long time line in which privatization was discussed allowed the library to prepare an extensive business plan and a response to the RFP. Finally, although the library staff stayed silent, the library board and the Friends of the Library were vocal opponents to privatization and mobilized public opinion against it.

NOTES

1. Interview requests for the following libraries were declined: Bee Cave (Texas) Public Library, Jackson County (Oregon) Public Library, and Moorpark City (California) Library.
2. R. C. Ward, "The Outsourcing of Public Library Management: An Analysis of the Application of New Public Management Theories from the Principal-Agent Perspective," *Administration and Society* 38 (2007): 627-648.
3. U.S. Census Bureau, State and County Quickfacts, <http://quickfacts.census.gov/qfd/states/20/20055.html>.
4. State Library of Kansas, Kansas Public Library Services, 2009 Statistics, www.kslib.info/statistics/index.html.
5. U.S. Census Bureau, State and County Quickfacts, <http://quickfacts.census.gov/qfd/states/47/47113.html>.
6. City-Data.com, http://www.city-data.com/county/Madison_County-TN.html.
7. City of Calabasas website, www.cityofcalabasas.com/stats.html.
8. California State Library, "California Library Statistics 2011."
9. Population figure from City-Data.com. Household income for States: 2009 and 2010, American Community Survey Briefs, September 2010, www.census.gov/prod/2010pubs/acsbr09-2.pdf.
10. Massachusetts Board of Library Commissioners, www.countingopinions.com/pireports/report.php?d7ecd2165468cb11a0dd94d04f4db207.
11. Population from City of Bedford website, www.ci.bedford.tx.us/ecodev/demographics.htm. Household income from www.city-data.com/city/Bedford-Texas.html, and American Community Survey Briefs, www.census.gov/prod/2010pubs/acsbr09-2.pdf.
12. Texas State Library, "Texas Public Library Statistics for 2009," www.tsl.state.tx.us/ld/pubs/pls/2009/plsstats.php.

KEY ISSUES FOR LIBRARIES FACING PRIVATIZATION

As the trend toward privatization of public assets is gaining traction in the conservative, cash-strapped climate of the 2010s, there is no doubt that this trend includes public libraries. Now that local governments across the country (and their library boards) are aware that privatizing their libraries is an option that may—at least at first glance—reduce costs, improve service, or both, a growing number of libraries will face the possibility of private management.

If you have not already had a trustee or council member raise the topic of privatizing libraries, you may soon. And when privatization is mentioned, it may be more than a casual conversation; more and more library directors find that their governing bodies are serious about exploring private management options.

The simplest piece of advice for this scenario is, simply, be prepared. ALA has made preparation easy by providing a series of steps and advice in their 2011 publication *Keeping Public Libraries Public: A Checklist for Communities Considering Privatization of Public Libraries*. The most relevant portions of that publication appear in this book's appendix, and this chapter expands on some of the advice. Use the information here to inform yourself and to consider carefully what needs to be understood and communicated in order to help your governing body make the best decision for your community.

WHAT PRIVATIZATION WILL MEAN FOR YOUR LIBRARY

If your public library were to change from public management to private, what would happen? For staff, library patrons, and the community as a whole, a privatized library means different things.

Under New Management

In a typical privatized library, the library director, along with the rest of the staff, is an employee of the management company and reports to an off-site manager at a headquarters or regional office. At the same time, she must report to the library's governing body—now the client of her employer—to ensure that the company is meeting their needs and expectations. Depending on the individual library, this reporting structure may work smoothly or may lead to communication breakdowns and staff feelings of disengagement from local government.

The library's processes naturally change as well. The management company handles "head office" functions, including payroll and human relations. The company may also take over library functions such as resource selection and purchasing or selecting and purchasing computer systems for both public access stations and staff; even reciprocal borrowing agreements may be altered. Longtime vendors may be replaced and traditional procedures changed.

Big Changes for Staff

One of the areas most affected by shifting a public library to private management is the staff. Upon privatization, all current library staff members have their government employment terminated and may be rehired by the new library contractor. (Of course, the contractor does not guarantee current employees a job, and employees are free to decide not to seek employment under the new arrangement.) This process includes interviewing for one's current position or other steps of a typical job application. Private contracting definitely includes a change in employment benefits. All government benefits, including vesting in government-managed pensions, disappear, to be replaced with the new employer's health insurance coverage, retirement package, and salary range.

Although data are unavailable on salaries and benefits offered by private management companies, it seems certain that library employees who work for these companies receive lower pay and lesser benefits. The fact that contractors must reduce or realign costs within a library's existing budget indicates that benefits or salaries—the largest expenses in running a library—must be reduced. An October 2010 article in *Library Journal* provides an example:

In its proposal to run the Stockton-San Joaquin Public Library . . . LSSI said "professional level hires would typically start around \$40,000, increasing to \$55,000 or higher depending on education, experience, and level of responsibility." That is not comparable to current salaries, however. Under San Joaquin's current system, a Librarian I earns \$45,338 to \$58,204 a year, while a Librarian II earns \$55,362 to \$71,082 annually.¹

Union library employees whose employer changes under privatization are no longer represented by public service unions such as Service Employees International Union. The employees would have to form a new bargaining unit in the "new" privately managed workplace.

If newly rehired staff members are unhappy with changes under their new employer, the company may prohibit them from speaking publicly about their feelings; a "gag order" may be included in terms of their employment.

WHAT PRIVATIZATION WILL MEAN FOR YOUR COMMUNITY

In many cases when a public library has been privatized, its typical patron remains unaware of the change. Library cards still work, materials are still there for the borrowing, the Wi-Fi connection is just as fast—but privatizing definitely results in some differences.

With new management comes a new budget (though total funding may remain the same), new goals or performance measures, and all the changes necessary to fulfill the new budget and goals. In cases where a government contracts with private management to trim costs, the community may see hours of operation reduced, staff cut, or even branches closed. In cases where a government contracts with private management for help reaching specific goals or improving service, the opposite may occur—the collection may grow rapidly, a new branch open, or broader programming be offered.

Loss of Community

The users of a newly privatized public library that was previously part of a larger system such as the county library could lose access to shared resources, such as specialty collections within the system. Or users may have access to the same materials but face a longer wait for these items.

The change can also reduce patrons' access to reciprocal borrowing within the former system. Depending on the contract and the state system, it is possible that members of the community may no longer be able to check materials out of neighboring libraries—or they may lose priority in requesting popular materials.

Loss of Transparency

As with any institution of local government, a public library automatically offers transparency. Members of its community (and others) can access information on budgets, meeting minutes, and decision making to see how the library spends their tax dollars and makes policy decisions.

But when a library is managed privately, that transparency does not transfer. The governing body's decisions remain transparent, but important factors that fall under the contractor's purview do not. These factors include details about library revenues, expenditures, and services. This loss of transparency means that future management review will be more difficult, because governments cannot determine cost efficiency and effectiveness if they do not have detailed information.

WHEN THE PROCESS BEGINS

Is your local government already considering privatization? Follow these steps to ensure that your leadership—staff and board—are involved in shaping the decision:

- Insist on an RFP process before a decision is made. Request input or review of what is included in the RFP, and provide recommendations on how to distribute the RFP.
- Provide as much detail on the library as possible to encourage a customized RFP. This should include all data you have on library usage and your patrons, the collection, staffing, budget, capital expenditures, and so forth. Keep in mind that the RFP for your library management will become the basis for the final contract

that specifies responsibilities, performance measures, and the like for the private firm.

Respond to the RFP

If you want your library to remain under public management, insist that your library staff be allowed to present a proposal in response to the RFP. This will effectively be your last chance to retain public control of the library, and that goal deserves a lot of time and attention.

Make sure you avoid a conflict of interest at this stage. You can suggest that several members of your board assist in writing and distributing the RFP but absent themselves from contributing to your staff proposal, or you can request that your governing body bring in a library specialist to help create and review the RFP.

The following steps supplement those listed in section VII of *Keeping Public Libraries Public*:

- Focus on the underlying issue. As a leader within your library, you must be aware of the reasons your governing body is seeking vendors. Whether it is concern over maintaining service levels on a shrinking budget, downward trends in circulation/visit numbers, or staff's resistance to change, pay special attention in your proposal to solving that problem. And be prepared to offer an option for radical change, if necessary—an outside vendor will not hesitate to do so.
- Make it a group effort. To create the best proposal, request input from your staff, colleagues, and board members. Let them review what you have at every stage. Ask friends from the corporate world to read the final draft and give you their input.
- Don't be afraid to be comprehensive. As long as you cover every point you want to make concisely, the more detail you are able to present, the better. Keep in mind that, if your proposal is solid and comprehensive, your governing body may use portions of it to create the final management contract—even if that contract goes to another bidder.

To truly compete, your proposal must match or exceed the quality of the others submitted. Specifically, it must be businesslike, comprehensive, and impartial.

QUESTIONS AND CUSTOMARY COURTESY

Note that when an RFP is out for bid from multiple vendors there is a customary courtesy in answering questions. If one bidder asks your governing body a question regarding response to the RFP, that body should share the answer with all bidders. Make sure your board or council is aware of this practice, and ensure that you are receiving any answers they share with other bidders.

Businesslike: Put aside any personal concerns or fears regarding a change in management at your library, and keep your tone and language purely businesslike throughout. Review similar proposals you find online or through library contacts, and mirror those you think are good. If you have a chance to present the proposal in person, dress, act, and respond to questions in a businesslike manner. If you include predictions of what will happen under privatization (such as cessation of reciprocal borrowing agreements), make sure they are actual and not prospective. Raising negative possibilities that are unlikely to occur can be easily identified as such, embarrassing you.

Comprehensive: The single most important success factor in a “winning” proposal is to make sure it addresses every element listed in the RFP. Make it clear to reviewers that you have done this by structuring your proposal so that its sections follow the order of those in the RFP exactly. You can even use the same headings (or terms and phrases) as the RFP.

Impartial: Is your board or governing body accustomed to hearing or reading reports from the library director? If so, make sure this proposal does not seem like “business as usual.” Subtle changes include using different paper, fonts, and formats; change the writing style if appropriate. When drafting the proposal, put yourself in the frame of mind of a consultant from a different community. Label yourself or your group consistently throughout the document—“Everytown Public Library Management (EPLM)”—and do not refer to decisions or actions made in the past unless they are relevant to your point.

Make the Contract Count

After a decision is made and a contractor selected, a contract is drawn up. This contract is based on both the RFP and the proposal of the selected vendor—but that does not mean that additional items cannot be negotiated before the agreement is finalized. As mentioned in chapter 3, most of the contracts we examined were actually provided by the vendor. Regardless of who drafts the initial document, the library board should insist that the final contract be as specific as possible about expected outcomes and performance measures, as opposed to a list of work to be performed.

“A Checklist for Contract Consideration,” in part IV of *Keeping Public Libraries Public*, lists essential provisions to include in any library management contract, including several performance measures. Share this list with your governing body, your board, and any other decision makers involved in finalizing the contract.

Encourage the decision makers to replace any vague or “cookie-cutter” language on points of responsibility and performance with specifics. For example, the contract should specify that the library must meet or exceed the previous year’s performance on state and national performance measures.

Review the contract for any policy changes that would lead to superficially good but misleading performance measures, such as shortening the loan period from three

weeks to two, which typically increases circulation and gate numbers as patrons return to renew materials.

Carefully review any reductions in budget to ascertain their true impact on services. If you see a discrepancy, ask for details that are more specific on how objectives will be met under the budget line item.

IN CONCLUSION

One final overarching piece of advice for those interested in monitoring the trend of privatization of public libraries: stay informed. Keep an eye out for privatization news in industry media, or set up a Google alert to receive any new postings on "public libraries" and "private management." Over time, note where the trend is moving. Are libraries that have privatized doing well? Are they renewing their contracts? Have new players entered the game? Has the trend begun to plateau or decline? Collect statistics and examples, and soon you will have information to answer any questions from your governing body, board, patrons, or colleagues.

NOTE

1. Michael Kelley, "LSSI Wins New Contract in California," *Library Journal*, October 19, 2010, www.libraryjournal.com/lj/home/887353-264/lssi_wins_new_contract_in.html.csp.

APPENDIX ALA CHECKLISTS

The following is taken verbatim from *Keeping Public Libraries Public: A Checklist for Communities Considering Privatization of Public Libraries*, published in 2011 by the Office for Library Advocacy, American Library Association.

A Checklist for Considering Privatization

Deciding to privatize public library management and operations is a critical decision that can have unforeseen consequences or an impact beyond what is expected, and be divisive within a community. It is important that a governing body (library board, city council, or county commission) consider multiple aspects of this decision. This checklist presents issues that should be discussed by a governing body prior to making this crucial decision. Governing boards should consider each question in light of its relevance to their local communities.

Funding

- How much money will the contract save? Has the library staff been asked if they can produce an equal amount of savings?
- How much profit margin will the company expect?
- Could profit paid to the company, combined with new library efficiencies, preserve public control of the library?
- How will the governing body monitor and verify that the anticipated cost savings occurred without damage to library services?
- Does the proposed contract include costs to fully manage the library—for example, the costs of rent, building and ground maintenance, and utilities?
- What are the costs of exiting any existing vendor or other cooperative contracts if the private company cancels them?
- What are the costs of canceling the contract if the privatization service is not satisfactory? Can the city retain staff hired by the private company?

Library Services

- Will the same range of services be offered? Will services (including hours and locations) be decreased in number of offerings or frequency?

- Some services incur greater expenses for resources while others are very staff intensive. If forced to reduce, eliminate, or initiate services, will the private company be able to make informed decisions, mindful of the needs of the community?
- Will community input be solicited?
- What specific improvements in public service will result from the contract? How will the company pay for these improvements?
- Who, specifically, will evaluate that the library is providing the same or better library service? What specific criteria will be used in this determination?
- Will reciprocal borrowing (the ability to borrow from other libraries in the region) be continued, or will local library users be denied quick access to materials in other libraries? If these privileges are removed, will the library still participate in interlibrary loan agreements?
- Will the company engage in strategic planning?
- Will current library staff be retained? Experienced and dedicated library staff is the heart of library services to a community. Staff costs are the largest percentage of any organization's budget. Therefore, how a private company will handle staff costs must be understood before a contract is signed. What will the staffing patterns of the library be when it becomes privatized? How many full- and part-time staff will be employed?
- Will the hours and benefits of current staff be reduced? If so, by how much?
- Will existing employment contracts be honored?

Community Control

- Will there continue to be a library board, and will it continue to have the same level of authority and responsibility authorized in state law? Who will make library policies regarding such areas as the ability of children to use the Internet, or the setting of fees and fines?
- Will policy remain under local control? What is the role of the board of trustees? Will existing trustees continue to have whatever authority is given them in state law?
- To whom is the director of a privatized library accountable?
- Who will develop the library's collection to meet the needs of the local community?
- Will corporate staff at the company's headquarters make decisions about what goes in the library's collection? What input will the public and library staff have?
- What input will the community have when the contract is up for renewal? How will community satisfaction be determined? How will the community be informed of library plans, budgets, and performance? Will Friends, foundations, and other entities be able to continue to operate and provide financial support under their present structures?

- How will the community know where their library tax money is spent and what amount goes to company profit?

Political Questions

- Have library governing or advisory boards been involved in planning and decision making? Does the library governing or advisory board support the privatization decision?
- Has the local community been involved in the privatization decision-making process? Has the community been asked what library services they prefer? Does the community support privatization of the library?
- How will the library reestablish public management of the library if the private company is not satisfactory?

Organization and Staff

- Does the company propose a change to the organizational structure of the library? Will library staff be retained?
- If current employees are not rehired by the company, what is the city's financial or human resource obligation to them? Who pays unemployment, retirement, or other termination costs? How will the city or county pay for legal defense arising from employment issues?
- Will volunteers replace existing trained staff?
- How will the company train volunteers and pay for any associated workmen's compensation insurance?
- Will company hiring practices include recruiting a diverse population to match the makeup of the community?
- If the contract with the private company ends, can the governing body retain library staff without paying a finder's fee to the company?

Legal

- How will compliance to all library-specific federal, state, and local laws and regulations be addressed?
- How will current collective bargaining contracts, employee benefits, and related issues be handled?
- Has a search of legal records been done to determine if there are any liens or judgments against the company?
- Has the potential impact on directors' and officers' insurance been investigated?

A Checklist for Contract Consideration

What should be considered when soliciting a proposal and developing a contract for a public library? A private company may indicate that it cannot answer these questions until it has begun to manage the library. However, a discussion with the private company should include the governing authority's intentions. The same questions should be asked of the local library as a competitor for the contract, which would keep the library fully under public control.

Contract Provisions

- Frequency and content of regular reports to the governing body
- Oversight of the contract by governing body staff or officials
- Performance measures to ensure quality performance such as:
 - Circulation and circulation per capita (print, electronic, CD/DVD, etc.)
 - Community presentations
 - Number of individuals served through outreach services
 - Registration as percentage of population
 - Reference transactions and reference transactions per capita (on-site, phone, and virtual reference)
 - In-library use, visits (walk-in traffic, computer usage)
 - Web visits, database usage
 - Interlibrary loan statistics
 - Program attendance
 - Number of programs by month and year
 - Growth or decline of existing services
 - Establishment of new services to meet community needs
 - Hours open, total and by day
 - Status in relation to any state standards
 - The ratio between full-time and part-time staff
 - The ratio between librarians with an MLS degree and staff without MLS degrees
 - Number of volunteers and volunteer hours
 - Holds-to-copy ratio
 - Return on Investment
 - Services offered to different demographics (i.e., teen services, emergent literacy, ESOL)
- Criteria governing cancellation of the contract for performance issues
- Areas of library service where profit may be realized at the expense of quality. Degree to which any state standards must be met, i.e., no less than before privatization or above average for peer libraries

- Ability to retain library staff without paying a finder's fee to the private company if the contract is cancelled
- Company adherence to all applicable state library law, including privacy of library records and use
- Any protections for current library staff jobs, salaries, or benefits
- Degree of transparency that the private company will provide about its financial operation of the library, particularly its profit margin

Action Steps for Libraries and Their Supporters

If Privatization Is Being Considered

Privatization of public libraries has become an option that is being considered by some cities and counties (governing bodies). The American Library Association has taken a position against such privatization, particularly on a long-term basis. Library staff and their supporters—boards of trustees, Friends groups, library foundations—play a major role in keeping public libraries public. Here are four steps one can take if privatization is being considered.

- Be an advocate.
- Be informed.
- Be prepared.
- Be competitive.

Be an Advocate

The best defense against privatization of public libraries is for the library staff and supporters to maintain a good relationship with the library's governing body and operate the most efficient library possible while providing the best possible service to meet the community's needs. Libraries maintain good relations by:

- Demonstrating the value of the library in addressing community needs
- Delivering quality customer service to meet community needs
- Cultivating vocal community support for the library
- Being in regular, positive contact with governing officials
- Sharing good news about library successes
- Involving governing officials in library activities
- Regularly improving library operation and letting the governing officials know about these improvements

Learning advocacy skills is the first step in becoming an effective advocate. The American Library Association, the Public Library Association, state associations, and state libraries offer training and other resources. If governing officials are pleased with the library and aware of strong public support, the issue of privatizing the public library is not as likely to arise.

Be Informed

The legal authority of a library board of trustees may vary depending on specific state statutes. However, as guardians of a public trust, all trustees have an obligation to understand their duties and obligations to the communities they serve. Citizens for Libraries: The Association of Library Trustees, Advocates, Friends and Foundations has developed a list of 10 trustee competencies that are essential to performing the job of a trustee. The question of privatization is less likely to occur if the library trustees demonstrate their knowledge and expertise of these competencies. The competencies are general knowledge; board operation; advocacy; decision making; strategic planning; finance; fundraising; policy making; lobbying; and professional development. (For more information, visit <http://www.ala.org/ala/mgrps/divs/altaff/trustees/tipsheets/tipsheet9.pdf>.) Ongoing board development and education are essential to maintaining a knowledgeable board.

Be Prepared

All library advocates must be prepared for the question of whether or not privatizing the local public library could be in the best interest of the community. In these days of limited financial resources, every public service must justify its value to the public it serves. Transparency and accountability are paramount. Library trustees and administrators must continually document and validate library services and expenditures. This documentation may also prove essential in providing an accurate comparison between the cost of current library service and privatized service.

When the idea of privatizing public libraries arises, library advocates should be prepared to counter the idea in a timely manner and thoroughly analyze why privatization is being considered. Do governing officials lack key information about the library? Do governing officials know the extent of library services?

Some public officials are intrigued with the idea of privatization but do not really understand all that privatization entails or what its implications can be. Library staff should share ALA's Checklist for Considering Privatization. This checklist will give a better understanding of what should be considered in privatization decisions.

The better prepared a library is to show its value to the community, the better the chance of deflecting privatization before governing officials seriously consider it. Advocates should collect and update the information listed below. If one waits until privatization is at hand, there might not be enough time to gather the necessary documentation to show the value of the library. An additional benefit of gathering this information is that it can support current advocacy efforts with governing officials, the public, the press, and other stakeholders. Here are the kinds of information to have readily available:

- A long-range or strategic plan of service that shows that the library continually considers the best way to provide library service for the community

- Recent audits showing improvements in fiscal management that have saved the library money and how the saved money was spent to improve library service
- Staffing levels and responsibilities of professional and support staff
- Data on library use over time for common library uses such as resource circulation, reference, and programming
- A complete list of all library services, including use over time and any information on favorable reception by the public
- Any data profile that is required by the state
- Comparisons of the local library to its peers showing its success in providing service with limited resources, if possible
- Testimonial from library users about their satisfaction with the local library and the quality of service they receive
- Accomplishments of the library over the last two or three years
- Cooperative ventures and partnerships in place to better serve library users
- Involvement of Friends, foundations, and other support groups.

If governing officials are philosophically in favor of working with private companies or cooperative ventures to save money, library staff and trustees might show that they are already seriously involved in outsourcing, but that library governance and policymaking should remain in the public sector. Libraries commonly outsource services in the following areas:

Collection development: Materials may be ordered already processed from a private vendor so that library staff does not have to do this; similarly, databases may be provided by private companies, saving the library money in print magazine subscriptions. However, library staff still have the critical responsibility of collection development.

Programming: The library contracts with private performers and speakers to provide programming for adults and youth.

Building maintenance: Janitorial and building maintenance might be outsourced.

Ancillary services: Technology support, accounting, payroll, benefits management might be outsourced.

Be Competitive

If the library's governing body has released a Request for Proposals (RFP) for library services, a response on behalf of the library should also be submitted. If the library responds to the RFP:

- Read the RFP thoroughly. Be ready to respond to every section in the RFP as comprehensively as possible. Try to determine the reason for the interest in privatizing the library. Is it to save money? If so, demonstrate that the current library administration and trustees can be responsive to the continuing need for efficiency in library operation. Is it lack of awareness of the performance of the library in the community? If so, document this performance in the RFP response.
- Review the documents collected in "Be Prepared" to see if they contain information necessary to respond to the RFP. Add whatever additional information is missing.
- Review the RFP and responses to ensure that the proposal answers all the questions in the RFP.
- Create a calendar and a work plan to respond to the RFP. Pay attention to deadlines. Also plan to implement any changes in library services and operations that are mentioned in the RFP.
- Solicit letters of support from influential community members, representatives of important community groups, Friends groups, the library trustees, and demographic groups. Follow the RFP process closely. If a private company is given an opportunity to submit additional information or a revised budget, ask for the same privilege for the library. If possible, obtain legal advice on the required RFP process and procedures and verify that the governing body is following these correctly.

If Privatization Is Being Pursued

If the governing authority has decided to privatize the local public library, the new goal is to ensure quality library service for the community. Here are two steps one can take if privatization is being pursued.

1. Insist on accountability in the contract.

First, share the checklist on what should go into a contract with governing officials, executive staff, and appropriate legal counsel. Assuming the contract is a public document, library supporters can raise issues about the contract content to ensure the highest possible library service.

Second, the contract should specify performance-measurement indicators prior to privatization and require that those measurements are compared in regular increments throughout the contract period.

2. Monitor all new library policies and administrative activities.

Monitor any privatization contracts to make sure service to the public does not suffer. The contract should specify areas that should be monitored on a regular basis, including:

- Adherence to and adoption of library policy
- Payment of bills
- Adherence to all library contracts
- Adherences to state library law and standards
- Adherence to or development of a strategic plan
- Appropriate use of grants
- Cost-cutting measures do not negatively impact service
- Community comments or suggestions and the company's responses to them are forwarded to the governing board

If the state library or state library law have standards for public libraries, monitor the company's performance to ensure that the library meets or exceeds these standards, and that library performance in relation to the standards does not deteriorate after privatization.

Make sure that each board member has a copy of any recently developed long-range or strategic plan and watches to see that all elements of the plan are being addressed and that positive progress is being made, or that the for-profit company is providing information relative to any deviations. Be sure that the governing board is involved in any revisions to the plan.

In addition:

- Be sure that staff receives continuing education or on-the-job training to ensure quality public service.
- The company should receive an annual performance review based on the contract.
- If deficiencies are found, an action plan for remediation within a specific time frame should be developed.
- Watch for cost-cutting measures such as employing mostly part-time employees and/or using volunteers for work that should be done by paid staff. When such measures are noted, be cognizant of how they affect library services and activities. Require that the for-profit company provide monthly copies of all community input received and an explanation of actions taken by the company in relation to each.
- Develop other methods for monitoring community response to the new library set-up and related actions taken by the company.
- Review all points above and determine exactly what action will be taken by the board or by city or county government in the event that the for-profit fails to meet requirements and expectations. How long will the company be given to correct any problem? Will there be any penalty fee charged to the company if there is a problem but it is corrected? How will the board establish an appropriate level of correction in each case?

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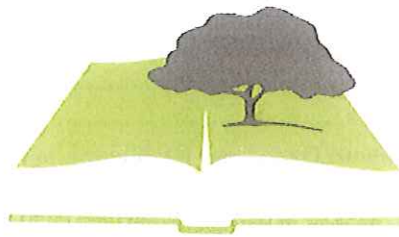
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Jackson County Library Services Performance Review and Quality Assessment



***"What is more important in a library
than anything else – than everything
else – is the fact that it exists."***

--Archibald MacLeish

Ruth Metz Associates

November 17, 2016

FINAL

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Jackson County Library Services Performance Review and Quality Assessment

EXECUTIVE SUMMARY

Background

The Jackson County Library District Board (Board) commissioned Ruth Metz Associates (RMA) to conduct a library services performance review and quality assessment. The Board is the governing authority for the Jackson County Library District (District) which was formed by a vote of the people of Jackson County (County) May 2014.

The District became a new public library jurisdiction after voters approved the district formation. This vote of the people authorized a permanent tax rate of \$0.60/\$1,000 and elected the District's first governing Board. Prior to this, the Library was a department of the County. In 2006 the County closed the Library due to a funding crisis, and then reopened it under contract with Library Systems and Services, LLC (herein after LS&S). The approval of the District creation by the voters stabilized the funding of the Library for the first time in over a decade. With no time to set up an operation of its own, the newly elected Board took over the County's contract to operate the Library. Subsequently, the Board entered into its own 5-year contract with LS&S, beginning July 1, 2015.

The Board is the governing authority for the Library and LS&S is responsible for operating the Library according to the operating policies of the Board. The Library is comprised of 15 branches, most of which are located in municipalities. The District contracts with the County (which will own the library facilities until the bonds are paid off in 2020), for building maintenance and landscaping. The Rogue Valley Council of Governments (RV-COG) performs administrative and accounting services for the District. Action Security provides security guard services at the Medford branch, and Pathways, Inc. provides janitorial services for all the branches.

Purpose

The main purpose of the assessment is to determine how the services delivered by the District and its contractor, LS&S measure up under the Standards for Oregon Public Libraries (OLA Standards), as well as other generally accepted standards for library operations. The analysis was to:

1. Take into account how the Jackson County Library System (JCLS) compares with libraries of interest to the Board on key measures.
2. Identify areas of high performance and areas that present opportunities for improvement.
3. Identify best practices and innovations that are relevant and practical for meeting OLA Standards.
4. Include recommendations for program refinements, new strategies, and resource modifications that might be required to better achieve District objectives.

One additional requirement of the review was “to examine the extent to which the library services contractor, LS&S, is meeting its performance obligations under its agreement with JCLD, with specific consideration of the warranty provision on page 5, Section 10(c).”

How Jackson County Library Measures Up

The Library has faced enormous threats to its existence over the last decade. It is a colossal credit to the people of the County and to the advocates of the Library that the District exists. Not only does it exist, it has a permanent and dedicated funding source, thanks to the voters of the County. It has an elected, dedicated Board, whose members are knowledgeable and deeply committed to serving the community through a Library that is relevant and responsive.

The OLA Standards are a set of qualitative standards created under the auspices of the Oregon Library Association (OLA) in 2015. There are 144 specifications the OLA considers “essential” and another 49 “enhanced” and 32 “exceptional” specifications. All of these specifications are grouped in seven categories.

We assessed the Library’s attainment of the OLA Standards and concluded that the Library solidly meets 53 (37%) of the 144 essential specifications. Many of the remaining essential specifications are near to being met and in some cases the Library exceeds the essential specifications. This report includes an explanation of our ratings, as well as strengths, gaps, and recommended actions.

The Library is a viable public library system serving the third largest public library jurisdiction by population in Oregon. Its 15-branches, all constructed between 2001 and 2007 following the approval by voters in 2000 of a bond measure are a credit to the municipalities in which they are located, to the Library Foundation, and to County residents. Its Board, its staff, and its Friends, Foundation, volunteers, and other advocates are committed to making it the best it can be for all of the people of the County.

High Level Findings and Conclusions

Governance

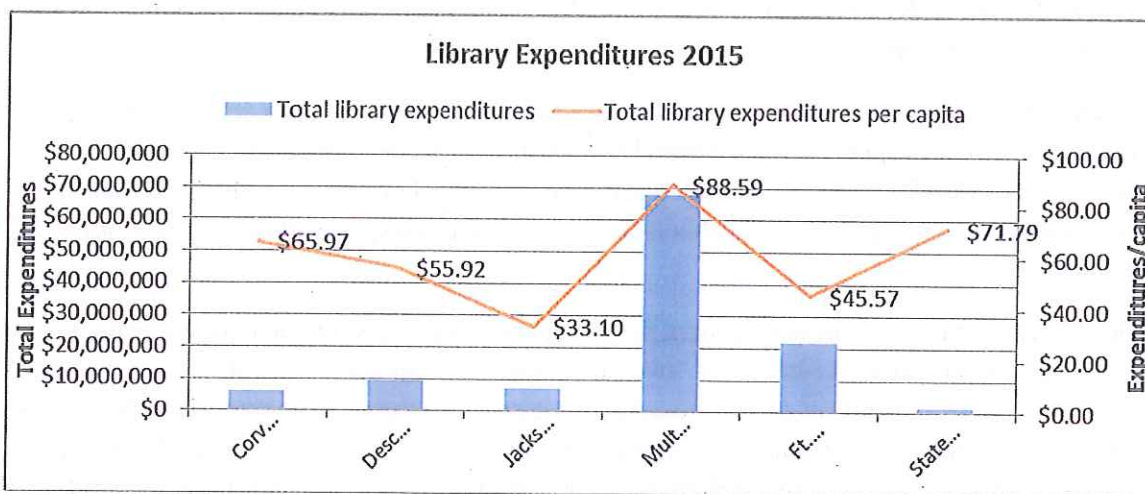
The Board has effectively launched the District. The commitment and capability of the Board and its members are impressive. The Board clearly set a high bar for the strategic planning process, involving over 1,000 community members. Members of the community are very impressed and thankful for all of the efforts of the Board, for their dedication, and for their high standards for community engagement.

The third-party vendor model increases the ambiguity of the roles. Individual Board members serve on committees and perform in an administrative and quasi-managerial capacity, performing functions that would normally be those of the Library Director.

The Board members' willingness to wear more than one hat for the Library (e.g. Board member, Library Friends officer, Foundation Board, volunteer worker) is laudable and perhaps necessary in the near-term. It is important for the Board to continue to build muscle in governance and to come together as a Board in determining the priorities of the District.

Expenditures and Board Due-Diligence

The operating expenditures per capita for the District are the lowest of the Board's comparator libraries and well below the state average. This impacts the service levels and service output, keeping them lower than other libraries and in some cases below OLA Standards (e.g. hours of service).



The chart above shows the library operating expenditures and expenditures per/capita reported by the comparator libraries in their annual reports to the state library in Oregon and Washington (for Ft. Vancouver) in 2015. Library expenditures, actual (\$5,161,705) and per

capita (\$25.02), were even lower in 2016. Meanwhile, comparator libraries' expenditures increased, making the Library even less competitive in 2016 than 2015.

The Board, by law, is responsible for the provision of library services and for the prudent use of District funds. It is within the Board's power to provide more funding to increase service levels.

The Board also has the authority to increase the tax rate (now at \$0.52/\$1000), up to the tax rate limit of \$0.60/\$1000 of assessed valuation. However, the issue is more complex than raising revenues alone.

The Board, as legal stewards of the Library, wants to be confident that money is well spent on behalf of the community. However, the Board's confidence that the money is being well spent is limited by the lack of LS&S transparency. In 2015-16, direct expenditures for the Library by LS&S accounted for 65% of the District's payments to LS&S; 35% is assumed to be LS&S costs and profit.¹ LS&S's definition of proprietary information limits the Board's ability to account for the District's use of funds.

Third-Party Contractor for Library Operations

Contracting the operations of the Library, including the hiring of the Library Director, to a third party makes matters more complex than they otherwise would be for the Board. There is a reason why the Oregon Revised Statutes¹ and the OLA Standards specify that the Board will hire the Library Director. In any library structure, but especially in a library district, the role of the Board and the Library Director is critical to the effective leadership and development of the Library in the community. That partnership, the capability of the Library in particular, and the uncompromising allegiance of the Library and the Board to the community is paramount.

It is particularly important to address what additionally the Board must do to "bridge the gap" of management over the term of the contract with LS&S. The gap in management has to do with planning, measurement, and evaluation. The Library needs a technology plan, a collection development plan, a disaster preparedness plan, and it will need a marketing plan and a facilities master plan. These are typically functions of management and are undertaken by the Library Director with the assistance of staff.

The District needs to be on top of its financial accounting and reportingⁱⁱ. The District Board and it alone is responsible for the accuracy of its accounting and for the accuracy and completeness of its reports. Whether to the State Library or other entity, the District must be able to verify

¹ ORS Chapter 357.226 District board members; appointment of librarian. (1) The officers of the district shall be a board of five members, to be elected by the electors of the district. The district board shall appoint a district librarian, who shall be the secretary for the district.

the veracity and accuracy of its reporting. Having a third party vendor complicates this but the District should have recourse through the contract it makes with any third party vendor.

Typically, the Library Director is responsible for understanding all revenues and expenditures, for putting together a budget for the Board, for monitoring the budget, for reconciling with the assistance of an accountant or financial officer the budget and for accurately compiling reports of the district. The Library Director would work with the accountant or fiscal officer of the district to insure accuracy of the data and to comply with the instructions of the State Library for completing the report. Compliance with the instructions helps insure that the State Library's database for public libraries is accurate and that spending categories and reporting methods are consistent across the database. The State Library uses this data for many purposes. The data also goes into a national database where it is searchable by agencies and individuals for a variety of purpose.

Library Management and Development

In principle, the Board's role is to govern while the Library Director's role is to manage the Library. The Board and the Library Director, together, are be responsible for library development. Library development goes beyond administration of operations to the matter of leadership: dynamically and responsively leading the Library in a continuous effort to serve the community well and efficiently. It is not clear that LS&S expects the Library Director to be more than an operational administrator.

The absence of a written service plan, staffing plan, technology plan, a contemporary collection development and management plan, and the existence of many dated operational policies, is concerning. Why is this when LS&S has been operating the Library for 10 years? The Board is relatively new, but LS&S is not. Not only are these best practices absent, but it is extremely worrisome that the Board has to get involved in management functions in order to find out what is going on.

Services to Latinos

Latinos make up 12.4% of the population of Jackson County. In the 24 years between 1990 and 2014, the Latino population in Jackson County grew from 5,949 to 25,323. Growth in library services to Spanish speakers has not matched this explosive growth. The Strategic Plan does not specifically identify goals and strategies for serving Latinos. Based on the calendar of upcoming programs, there are no storytimes in Spanish (there is outreach to Spanish-speaking childcare). The system offers a Book Club in the Bag collection, but only English titles are offered. There are definite holes in the Spanish-language collection. Spanish language materials written or produced by people from Latino cultures are needed. The slim collection of Spanish-language materials, combined with the lack of programming targeting Spanish speakers or recent immigrants, and the lack of a Spanish-language website, gives the overall impression that Spanish speakers are not considered part of the community nor welcome at the Library.

Are there sufficient bilingual/bicultural persons on the JCLS staff? Is there a contract with a translator to render key parts of the website in Spanish? Is there a plan to ask Spanish-speaking/Latino community members about their needs and wants? Can you build or improve partnerships with other agencies serving local Spanish-speakers? Will the Library send someone to the Guadalajara Book Fair or better yet, participate in *Libros for Oregon*, a grant-funded Spanish-book-buying cooperative project that will be open to all Oregon libraries? No library has the bandwidth or the existing skills for everything, but this is a significant portion of the Jackson County community.

High Level Recommendations

Based on interviews of Board members, it seems that the Board is unlikely to continue contracting out library services in the long term. Therefore, the Board should orient and organize itself to pursue two parallel paths for library development: a path for the near term and another for the far term.

The goal of the near term path would be to work with LS&S to implement those aspects of the Strategic Plan the Board decides should be implemented and to increase the library's adherence to OLA standards. The specific standards and measures could be identified in a contract addendum. The goal of the far term path would be for the Board to develop its plan for operating the Library in the future. Ideally, LS&S would work collaboratively with the Board for a smooth transition. These two plans could lead smoothly from one to the other.

With funding levels for staffing and collections, per capita, to be the lowest among comparator libraries, we would like to be able to recommend that the Board commit additional funding in these areas. The Board is understandably concerned about the overhead costs. It seems necessary, however, and reasonable to commit to the positions recommended by LS&S for the advancement of Strategic Plan initiatives but not to increase hours in the near term.

LS&S Performance Obligations

As previously noted, one additional requirement of this review was "to examine the extent to which the library services contractor, LS&S, is meeting its performance obligations under its agreement with JCLD, with specific consideration of the warranty provision on page 5, Section 10(c)."

The "Library Administration and Operations Agreement" (Agreement) between the Board and LS&S is very broad and unspecific. The Schedule A, referenced in and part of the Agreement is also unspecific as to the deliverables, except for hours of Library operation. The only quantifiable measure in the contract is hours of library operation and this is how LS&S measures its performance, according to Dana Braccia, LS&S Vice President, Library Operations and the Library's Interim Director.

PERFORMANCE REVIEW AND QUALITY ASSESSMENT

Approach

One of the purposes of this Project has been to identify best practices. The OLA Standards ARE best practices. The specifics of the OLA Standards have been thoughtfully and purposely developed by the library professionals of Oregon with a great deal of study and deliberateness.

We have treated the OLA Standards as aspirational for the District: it is a new entity, with a Board that wants to set its priorities for the future. We focused on the essential level specifications.

We have taken the approach that our evaluation should be based on the intent of the OLA Standards and be backed-up with evidence, if possible. Where we could not find evidence that a specification is in place (both evident and sustained), the rating is "no". We have rated each specification in the context of the intent of the given standard.

For example, one of the desired outcomes of the Staff standards for staff is that *"Every Oregon citizen, regardless of rural, urban, or suburban locality, enjoys the benefits of professional and professionally assisted staff. These excellent staff members provide professional, relevant library services and collections that meet and exceed community needs and expectations."* The comparatively low number of librarians, in addition to other comparative factors, influenced our "no" rating, despite a "yes" rating given by Library Management.

Our approach has been to use the assessment to draw a starting line for the Board as it plans the District's future and establishes its priorities. For example, one of the specifications calls for a collection management plan. We have rated that specification as a "no" even though the District has a materials selection policy. We reasoned that a collection management plan is more expansive and considered in the industry a best practice; the District's materials selection policy is dated, more limited in its scope, and will need to be updated to align with the new Strategic Plan. If the Board is aware of this, it is better prepared to set priorities and plan its time. Further, these details give the Board, LS&S, and the new Library Director common ground for identifying the work they need to accomplish together.

We have used various avenues to assess the Library's performance and quality. For instance, the OLA Standards refer to the Edge Initiative, which has produced a nationally recognized management and leadership tool for technology assessment and planning. While the Library might minimally meet the list of specifications in the OLA Standards for technology, the "Edge Assessment Results for Jackson County Library Services on June 13, 2016" suggest otherwise, resulting in a "no" rating for some specifications. Without diminishing the significant accomplishments and efforts of the Library, we rated the Library on its standing in actually meeting the essential OLA Standards: for example, LS&S has a technology plan but one with

which the Board does not agree nor adopted. On this particular specification, we gave the Library a “no.”

Our analysis of the Library’s standing amongst comparator libraries is included where applicable. The 2015 Oregon Public Library Statistical Report is the base year for comparison for Jackson County Library District, Corvallis-Benton County Public Library, Deschutes Public Library District, and Multnomah County Library. The Ft. Vancouver WA data is from the 2015 Washington Public Library Statistical Report. The 2016 reports for the Oregon libraries, the last of which was received days ago, were also analyzed; the attendant narrative indicates where there are notable variations.

Preface to Findings and Conclusions

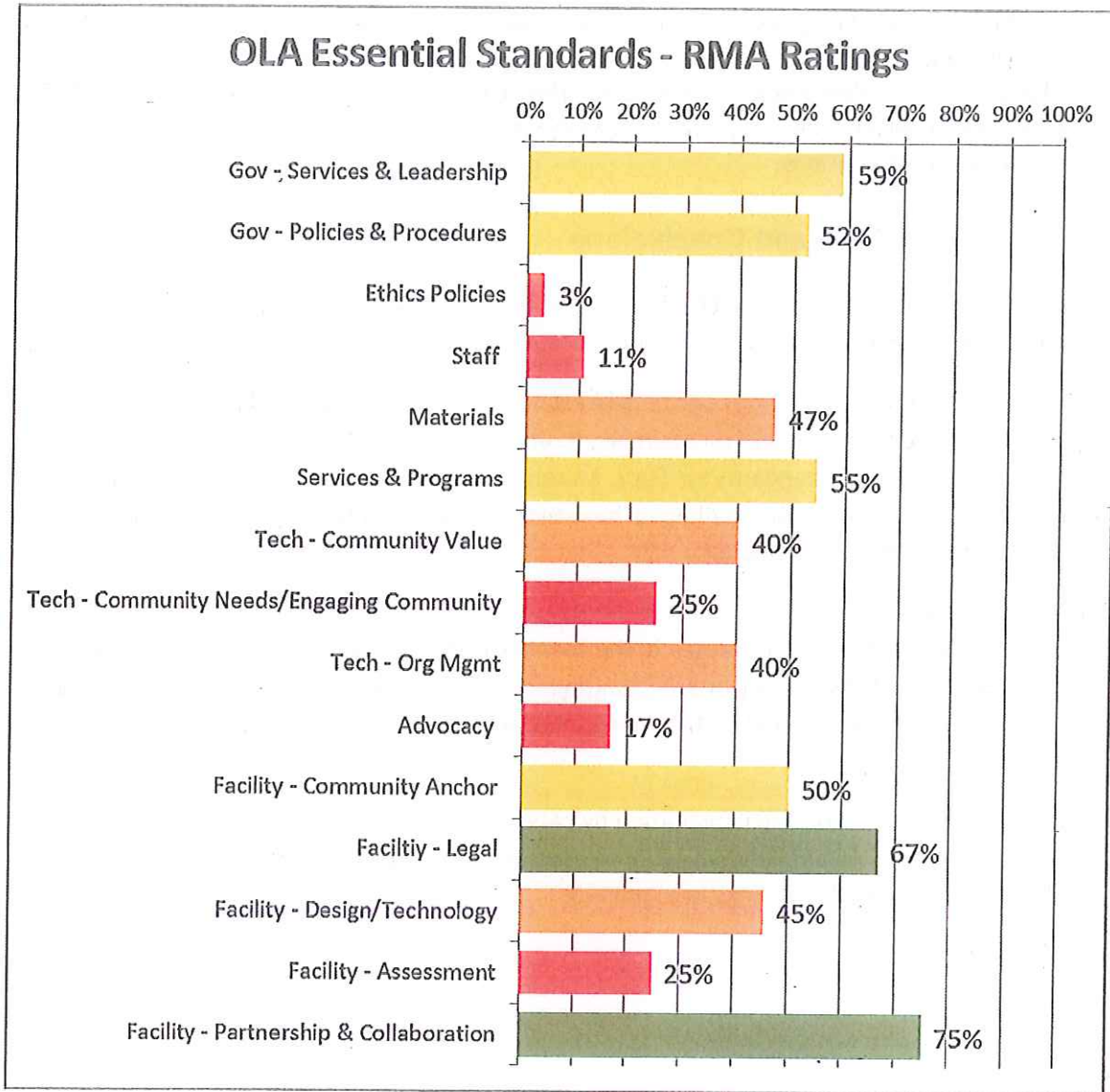
The District meets many of the OLA Standards at the “essential” level but falls short of them in significant ways. Of 144 essential specifications, the District solidly meets 51 or 35%.

Several of the OLA specifications can be addressed relatively quickly and directly by the Board by adopting policy statements: for example, in the categories of Governance, Ethics, Advocacy, and Facilities. Meeting standards for Staff, Materials, Services and Programs, and Technology will be more challenging. The challenges have mainly to do with funding levels and the District’s third-party vendor model.

The “dashboard” shows at a glance how the Library is doing in the seven OLA Standards categories. The dashboard correlates to the number of “yeses” as a percentage of the number of specifications in the category or subcategory. Not all categories have sub-categories. In the Staff category, we combined all of the “yeses” because 3 of 4 sub-categories have no “yes” ratings.

Following the dashboard is an explanation by category of the OLA Standards: intent, rating, strengths, gaps, and recommended actions. We have referenced best practices, where applicable, with examples or links to examples.

OLA Essential Standards Performance Overview - Dashboard



GOVERNANCE: SERVICES AND LEADERSHIP

Intent

Governance standards ensure that each Oregon public library is legally established, publicly funded, and publically managed in a way that provides transparency and accountability to the taxpayers. The intent is to ensure that the entity is responsive to the community served, and has policies and procedures in place to establish competent Library Management and lawful employment practices.

The intent of the Services and Leadership standards is that the governing authority for the library will adopt and review national and local policies responsive to the local community. The desired outcome is that *the community has access to free public library services and is confident in the effective leadership of the library.*

Rating

The District is 59% compliant with the OLA Standards specifications in the Services and Leadership category at the essential level: of 17 specifications, the District solidly meets 10.

Strengths

The library is legally established and has solid local government funding. The Board has adopted the ALA Library Bill of Rights, the ALA Freedom to Read statement, and the ALA Freedom to View statement. The Board has staggered, finite terms, meets at least quarterly, and has written governance policies. There is a current mission statement for the Library developed in concert with the community.

Gaps

Gap 1: Library Director and the Board

The specifications state that the governing body hires the director according to local, state and federal regulations and delegates the day-to-day management of the library to the director. The fact that the position of Library Director does not report to the Board and is accountable instead to a third-party vendor is counter to the OLA Standards. It may also be counter to the Oregon Revised Statutes (ORS) Chapter 357.226.²

² **District board members; appointment of librarian.** The officers of the district shall be a board of five members, to be elected by the electors of the district. The district board shall appoint a district librarian, who shall be the secretary for the district.

Gap 2: Library Management

The management of the Library, which should be delegated to the Library Director, in practice is split between the Library Director and members of the Board. Not only is the Library Director not accountable to the Board, he/she is not performing all of the functions typically expected of the Library Director.

Here are two examples of the “management gap” where functions that typically would fall to the Library Director do not in the District’s case.

- A. The process for submitting reports to the State Library has resulted in inaccurate reporting. We examined the 2014-2015 and 2015-2016 Oregon Public Library Statistical Reports. The data therein is the basis of comparison with the comparator libraries. The revenue and expenditure reported, which is crucial to establishing the per capita revenue and expenditure comparisons, was vastly different from what we found on the District’s 2016-17 budget document (this shows prior years 2014-15 and 2015-16). We found discrepancies in both fiscal years.

The State deadline for report submission is October 1 for the previous fiscal year, July – June. From June 30 to October 1 is the window for reconciling revenues and expenses. This is also the window for completing the financial audit. Having the audited figures would ensure that the district’s actual revenues and expenditures are accurately reported to the State Library. The report should be reviewed by the District Board for accuracy and final approval before submission to the State Library.

- B. It is not transparent for the District to verify the accuracy of data entered into the State Library report by LS&S on the District’s behalf. This is particularly concerning when it comes to the expenditures reported by LS&S. The District cannot know for certain if the amounts reported to the State Library on behalf of the District in these categories are accurate: salaries and wages, employee benefits, books and other print materials, periodicals and other serial subscriptions, electronic materials, and other materials.

As a new and developing District with a new and developing Board, and having had considerable turnover and vacancy in the Library Director position, it is understandable and even necessary for the Board members to be active on behalf of the Library. What is management, what is library development, and how does library development and governance overlap? These are important questions for the Board for the remainder of its contract term with LS&S.

Typically, the Library is responsible for understanding all revenues and expenditures, for putting together a budget for the Board, for monitoring the budget, for reconciling with the assistance

of an accountant or financial officer the budget and for accurately compiling reports of the district.

The Library Director should work with the accountant or fiscal officer of the district to insure accuracy of the data and to comply with the instructions of the State Library for completing the report. Compliance with the instructions helps insure that the State Library's database for public libraries is accurate and that spending categories and reporting methods are consistent across the database. The State Library uses this data for many purposes. The data also goes into a national database where it is searchable by agencies and individuals for a variety of purpose.

The District needs to be on top of its financial accounting. The Board alone is responsible for the accuracy of its accounting and for the accuracy and completeness of its reports. Whether to the State Library or other entity, the District must be able to verify the veracity and accuracy of its reporting.

Gap 3: Board Priorities

The Board members' willingness to wear more than one hat for the Library (e.g. Board member, Library Friends officer, Foundation Board, volunteer worker) is laudable and perhaps necessary in the short-term. It would be best, however, to find recruits for these other roles, so that the Board members can focus on governing. The third-party vendor model increases the ambiguity of the roles. It is important for the Board to continue to build muscle in governance and team capability through coaching. The Board members must come together as a Board in determining its priorities for strategies and service that will be in the community's best interests.

Gap 4: Board and Library Policies

There are some very important policy statements in the OLA Standards that are either absent or not easily found; the recommendations below explicitly identify these.

Recommended Actions

Near-term 1: ORS Chapter 357.226

The Board should consult with the appropriate authorities concerning its responsibilities and options under ORS Chapter 357.226.

Near-Term 2: Library Director and Board

The Board and LS&S should work together to clearly delineate the responsibilities of the Library Director. They should likewise clarify the roles and responsibilities of Board members in quasi-managerial functions, distinguishing between management, library development, and

governance. The results of this should be in writing in the form of a memorandum of understanding.

Near-Term 3: Annual Report to the State Library

The Board should submit the prescribed annual report to the State Library, one that has been completed by the Library Director, and examined and accepted by the Board prior to its submission to the State Library.

Near-Term 4: Board Priorities

The Board should work together to establish Board priorities for the District and the Library.

Near-Term 5: ALA Statement on Confidentiality, Access for Minors

The Board should strengthen its compliance with the OLA Standards by adopting these specific ALA statements: the ALA Statement on Confidentiality of Library Records and the ALA Free Access to Libraries for Minors.

Far-Term 1: Board Hires the Library Director

The Board should hire the Library Director, delegate the management of the Library to the Library Director, and evaluate the Library Director's performance. The Library Director should be directly accountable to the Board.

GOVERNANCE: POLICIES AND PROCEDURES

Intent

The intent of the Policies and Procedures category is that the Library has standard written operational policies and procedures, adopted and reviewed by the Board. The desired outcomes are (1) *that community members have access to public library services provided in a consistent manner and that Community members consistently experience efficient, effective and courteous library service. In addition, the desired outcomes include that (2) the community benefits from well-planned library services, technologies and facilities. Community members are aware of the library's role in their community and have access to the library's long-range plan. Community members are engaged in library assessment and planning and are more knowledgeable about the library and its impact on the community.*

Rating

The District is 52% compliant with the essential-level OLA Standards specifications in the Policies and Procedures category: of 21 specifications, the District solidly meets 11.

Strengths

The Board has made a concerted and sustained effort to review, revise, and add operational policies for the Library. With Library Management, the Board has addressed the most pressing policies first, with the intent of developing policies that have staff input and incorporate industry best practices. Legacy Policies refer to those that are in the "Jackson County Library Services Policy Manual". The Board therein adopted the policies in June 2015.

The eleven specific topics in the OLA Standards with which the Board complies are: circulation, confidentiality and privacy, facilities (Legacy), exhibits and displays, finances, gifts and donations (Legacy), internet and other technology, request for reconsideration, rules of conduct, use of equipment, and use of library meeting rooms.

Gaps

Gap 1: Dated Policies, Difficult to Locate

The Board lacks 9 of 20 specific policies, either current or Legacy Policies. Many of the Legacy policies date back many years. Anyone searching for the policies on the Library and District websites will discover that they are not easy to find and that some are extremely dated.

We include the following table to show the list of policies, those that the Board has and those that are needed or are in need of updating.

OLA Standards: Governance			
A2.0 Policies and Procedures--The Library has written operational policies and procedures, adopted and reviewed by the appropriate authority, which cover the following standards.			
<i>Outcomes—Community members have access to public library services provided in a consistent manner. Community members consistently experience efficient, effective and courteous library service.</i>			
<i>Outcomes--The community benefits from well-planned library services, technologies and facilities. Community members are aware of the library's role in their community and have access to the library's long-range plan. Community members are engaged in library assessment and planning and are more knowledgeable about the library and its impact on the community.</i>			
	Yes	No	Standard
A2.1		x	All operational library policies are reviewed at least once every three years
A2.2	x		Circulation
A2.3		x	Collection Management
A2.4	x		Confidentiality and Privacy
A2.5		x	Emergencies and Safety
A2.6	x		Facilities
A2.7	x		Exhibits and Displays
A2.8	x		Finances
A2.9	x		Gifts and Donations
A2.10		x	Human Resources
A2.11		x	Interlibrary and Interagency Cooperation
A2.12	x		Internet and Other Technology Issues
A2.13		x	Patron Suggestions
A2.14		x	Programming
A2.15	x		Request for Reconsideration of Materials
A2.16	x		Rules of Conduct for Library Users
A2.17		x	Social Media
A2.18		x	Strategic Plan
A2.19		X	Technology Plan
A2.20	x		Use of Library Equipment
A2.21	x		Use of Library Meeting Rooms

Recommended Actions

Near-Term 1: Systematic Policy Review, Revision, Addition

The Board should continue its systematic review and revision of policies, making the following topics a priority: collection management, emergency and safety, interlibrary and interagency

cooperation, patron suggestions, programming, social media, strategic plan, technology plan, and facility plan, including capital improvement plan. Develop a schedule with the Library Director for systematic review, revisions, updates, and new policies.

Near-Term 2: Three-year Policy Review Commitment

The Board should adopt a policy to review the Library's operational policies once every three years. This could be done on a three-year rotation, with the proviso that on-demand policies receive special attention. The Board and the Library Director should establish a policy review and development schedule with the goal of relevant policies systematically maintained.

Near-Term 3: Make Policies Easy to Find

All of the Board's policies, those on the District website, those in the Legacy policies, and those newly adopted by the Board should be easily found on the District's website.

Near-Term 4: Disaster Preparedness, Advocacy

While it is not an essential-level specification to have a disaster preparedness plan, we recommend that the District investigate its responsibilities for doing so. The District is its own legal entity, not affiliated with a parent jurisdiction such as county or city government. We recommend checking with the Special District Association of Oregon for assistance with this question. We recommend the Board adopt an Advocacy Policy as this will draw attention to the need and clarify roles of the Board and staff, Friends and Foundation.

Far-Term 1: Additional Policy Assurance

The Board should review the policies, board and operational, of the Deschutes Public Library for comparative purposes. Pay particular attention to comparing by-laws and the Board's governance policies and financial policies and procedures. These actions would provide the Board assurance that it has addressed the topics unique to library districts to the extent the Board wishes. We recommend looking, too, at the Pierce County Library District (WA); this district has done an exceptionally good job with its policies in terms of scope and best practices.

ETHICS POLICIES

Intent

The ethics standards are intended to ensure that each Oregon public library adheres to the library profession's ethical principles. The intent is to associate the Library District with the American Library Association's code of ethics, and thereby to codify and make known to the organization and to the general public the ethical principles that guide the work of librarians, other professionals providing information services, library boards and library staffs.

The policies of the Board influence or control the selection, organization, preservation, and dissemination of information. In a political system grounded in an informed citizenry, the Board represents that it is explicitly committed to intellectual freedom and the freedom of access to information. The Board acknowledges and endorses that library professionals have a special obligation to ensure the free flow of information and ideas to present and future generations.

The specifications under the Ethics category are statements from the ALA Code of Ethics. These codes of ethics were Adopted at the 1939 Midwinter Meeting by the ALA Council; amended June 30, 1981; June 28, 1995; and January 22, 2008. The principles of this Code are expressed in broad statements to guide ethical decision-making. These statements provide a framework; they cannot and do not dictate conduct to cover particular situations.

Rating

The Board policies do not at this time include any of the OLA Standards specifications in this category. This can be readily changed to a full-compliance rating with the adoption by the Board of the ALA Code of Ethics. We gave the Board credit in the dashboard rating for its recent adoption of the Oregon Ethics Law Policy; however, this is not a specification of the OLA Standards.

Strengths

The Board adopted (Oct 13, 2016) the Oregon Ethics Law Policy.

Gaps

Gap 1: ALA Code of Ethics

The ALA Code of Ethics has not been adopted by the Board.

Recommended Action

Near-Term 1: Adopt the ALA Code of Ethics

The adoption of the code would bring the District to full compliance at the essential level.

STAFF

Intent

Library staff create and maintain programs and services integral to the mission of the public library in relation to its community. The design of the staffing standard supports both the processes and resources necessary to provide equal, consistent, and quality service in a manner sustainable for the future.

Library staff and volunteers contribute to the library's primary mission: providing uncompromising access to information. All library staff actions are in service to the public and social wellness of the community.

Library staff, regardless of degree or position, must possess the depth and breadth of knowledge necessary to provide quality service. To ensure service of the highest quality, libraries must provide all staff with the education, training, and support necessary to identify and meet the needs of their patrons and community.

The OLA Standards for the staff category has four sub-categories: human resources, staff diversity and community engagement, staff duties and responsibilities, and staff development and learning.

Rating

Of 28 essential specifications in the Staff category, the Library meets 3, or 11%. They are that the Library employs a full-time ALA-accredited MLS Library Director (technically, LS&S is the employer); that the Library employs paid staff members during all the hours the Library is open; and that volunteers are selected through a defined hiring process which may include a background check.

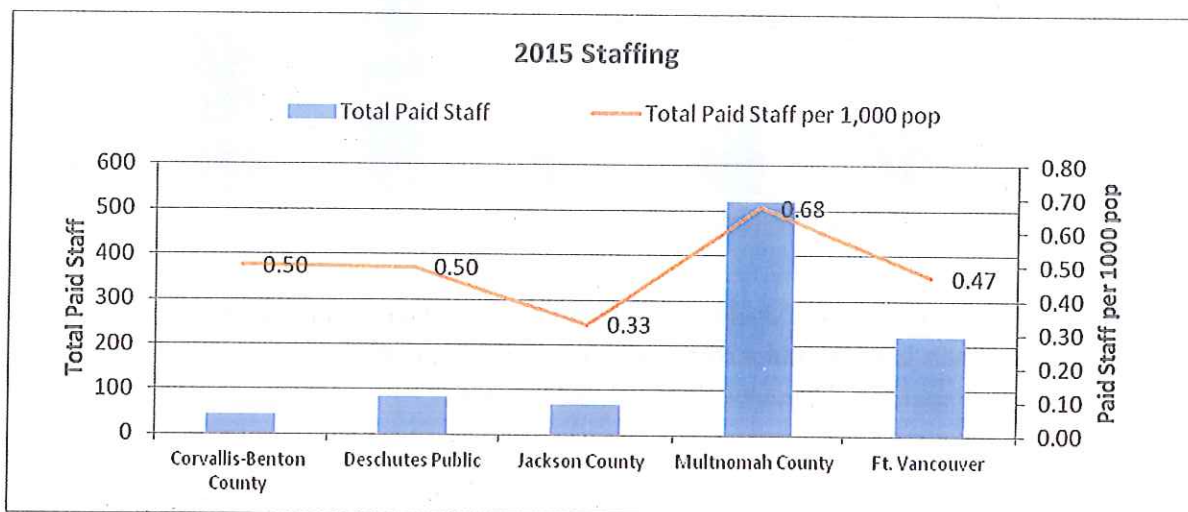
Strengths

The staff appears to be dedicated to the Library and is accomplishing a great deal under what appears to be very challenging circumstances. Library Management says that it is proudest of the staff and what it has been able to accomplish. We recognize the long-time staff that have seen the Library through its tumultuous journey.

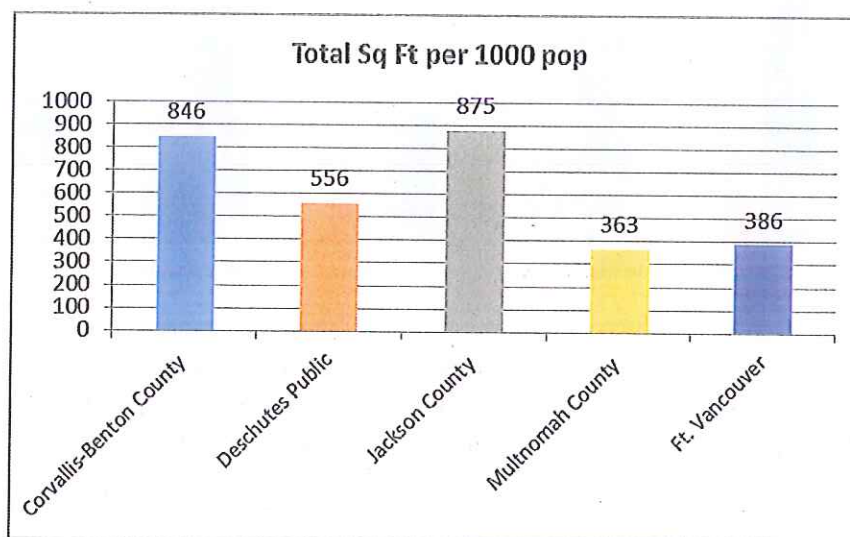
Gaps

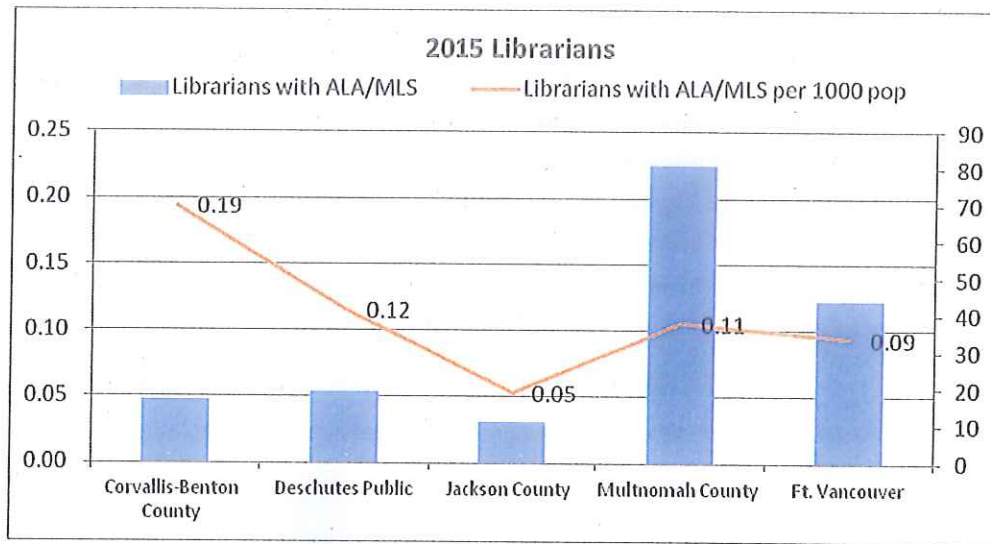
Gap 1: Key Staff Indicators Low

The key benchmarking indicators for staff are all the lowest among the comparator libraries. Staffing levels (the number of paid staff and the staffing level per public service hour), MLS librarian staffing levels, and compensation levels all are the lowest of the comparator group. The following charts illustrate the gap for 2015; the Library has not improved its standing in 2016.

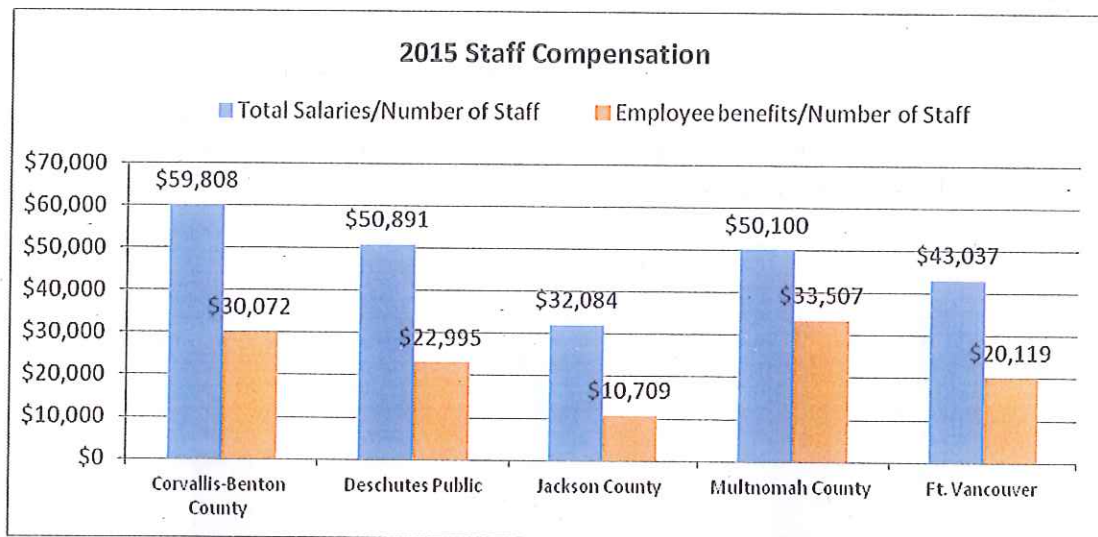


In 2016, staffing size (68 FTE) remained the same as in 2015 as did staffing per thousand residents. Staffing per thousand residents is exceedingly low; alarmingly so considering that the District has 15 locations and the second largest physical plant (total square footage) in Oregon, second only to Multnomah County Library.

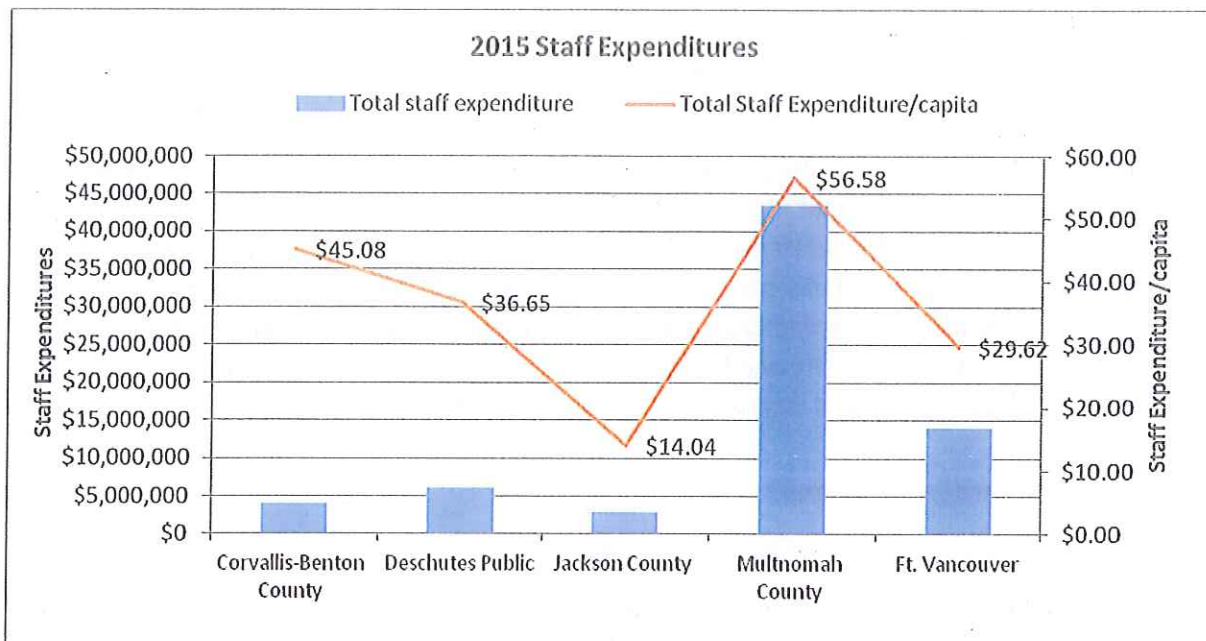




Professional librarian staffing levels are the lowest among comparator libraries in 2015 and 2016. Multnomah and Deschutes increased their librarian numbers and Deschutes' increase raised the librarian ratio to population of the service area.



Staff compensation in 2015 was the lowest among the comparator libraries. In 2016, staff compensation dropped, even though the number of staff stayed the same. The salary average dropped by 1% to \$31,705 and employee benefits by 8% to \$9830. The comparator libraries' salaries and benefits compensation increased, making the Library even less competitive than in 2015.



Expenditures per capita for staff were the lowest among the comparator libraries in 2015. In 2016, they dropped to \$13.69.

Gap 2: Raising the Bar and Board Due-Diligence

LS&S is the employer. Staff costs come out of LS&S's contract amount. As the contract does not include staffing levels and compensation levels, LS&S is free to set them. According to the State Library Report, LS&S spent 56% of its FY 2014-15 contract (\$5,223,321) on staff salaries and benefits and 16% on the collection, leaving 28% for "other". We do not know if these reported costs include indirect or overhead costs. The Board could pay more money to LS&S and specify staffing levels and compensation, but the Board still would not know the true staffing costs and would likely pay additional overhead.

The lack of transparency makes it impossible for the Board to determine if it is getting good value for the dollar. The intent of the OLA Standards in this category cannot be achieved without an investment in staff. The issue for the Board is trusting that an investment through the contractor will be maximally used to achieve a complement of staff:

- to create and maintain programs and services integral to the mission of the public library in relation to its community;
- to provide equal, consistent, and quality service in a manner sustainable for the future;
- to provide uncompromising access to information;

- to possess the depth and breadth of knowledge necessary to provide quality service, for staff regardless of degree or position;
- to provide a staff with the education, training, and support necessary to identify and meet the needs of their patrons and community.

LS&S's definition of proprietary information is extremely limiting. This creates the problem that the Board cannot verify that the OLA Standards specifications are being met. In her appraisal of OLA Standards compliance, Dana Braccia indicated that 16 of the 28 (57%) essential specifications in the Staff category are met. We cannot corroborate that appraisal in the face of contradictory information and observations. For example, LS&S should be able to provide in its monthly report to the Board who has had training and the nature of the training. LS&S could set up and provide a report keyed to the certain of the OLA Standards.

Recommended Actions

Near-Term 1: Agree to Performance Measures

LS&S and The Board's LS&S Committee should agree to specific measures of performance that will help both entities track progress toward 100% of essential OLA Standards and agree to collect and report these to the Board as part of the Library Director's monthly report.

Near-Term 2: New Positions Should Advance OLA Standards

Before adding positions, the Board should be satisfied that essential staff OLA standards are being met.

Far-Term 1: Meet Staff Essential Standards; Wait on Additional Hours

Before adding hours, the Board should be satisfied that essential OLA staff specifications are met.

Far-Term 2: Know What Hours and Service Levels Are Sustainable

The Board should develop a hypothetical future service plan and staffing plan and budget in order to understand the actual costs of operating the Library and what is sustainable given projected revenues and Board priorities.

MATERIALS

Intent

Providing access to materials and information resources is integral to the public library. These standards address the importance of developing a collection of materials reflective of and responsive to the community. In addition to outlining a strategic approach to all steps related to material acquisition, access and assessment, the standards also acknowledge the need for a dynamic approach to technology as it impacts library collections. Beyond the need to provide access to both print and electronic resources as appropriate for the community served, these standards embrace the value added by collaboration and cooperation, from allowing for material requests from members of the community to engaging in resource sharing.

Community Value – The Library will obtain, organize, and make conveniently available to all the people of the community educational, recreational, and informational materials in convenient forms, including print, non-print and electronic. The desired outcome is that the community has access to items in a variety of formats reflecting a balanced collection.

Rating

The Library meets 7 of 15 essential specifications in this category, or 47%. The collection needs improvement according to the Board, staff, and community.

Strengths

The Library has a large collection, per capita, and the opportunity to hone the collection and to sculpt the collection to support its new Strategic Plan.

Gaps

Gap 1: Collection Development Deliverables

Library Management has recommended to the Board the addition of a Collection Development Librarian. Should the Board agree to such a position, it is very important to specify what this position will be responsible for accomplishing. The management team believes that the essential standards have all been met, but they have not. What will this position do if not raise the Library's collection performance?

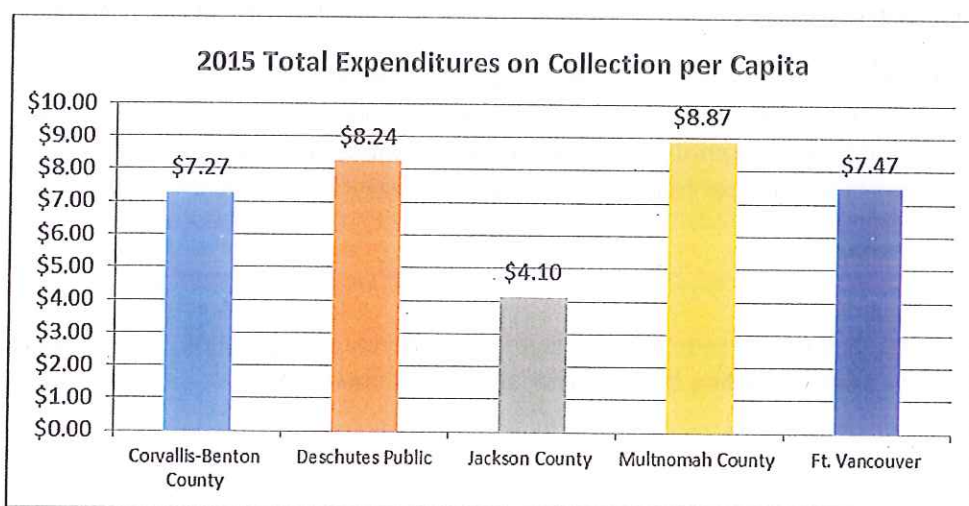
Gap 2: Collection Development and Management Plan

There is no collection management plan and funds cannot be spent or the collection regularly evaluated according to a collection management plan if there is no such plan. A selection

policy which the Library has is not a collection management plan. There is a Legacy materials selection policy. This policy is based upon goals established in 1979. The collection does not adequately reflect the diverse interests of the community.³

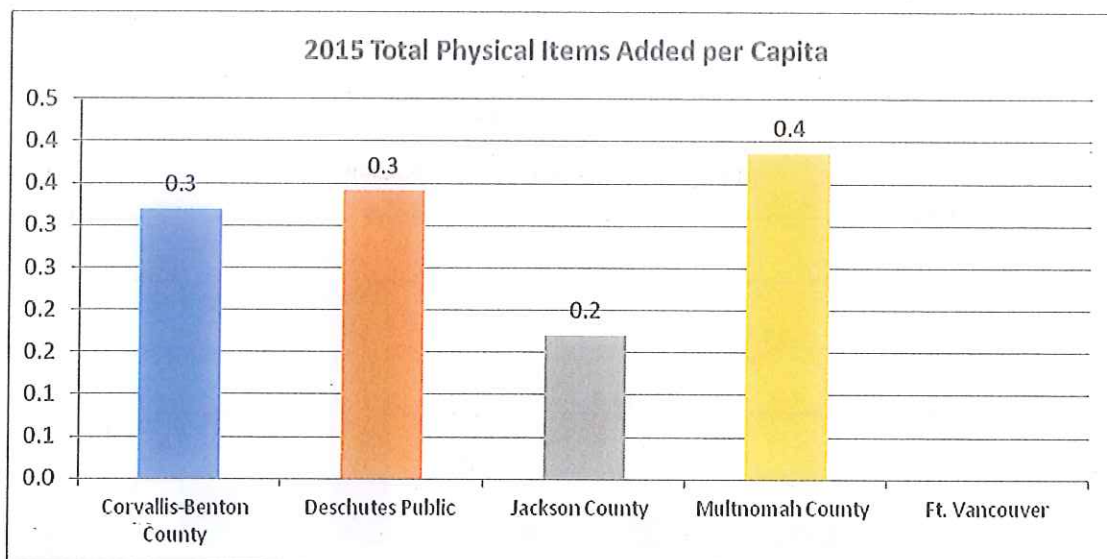
Gap 3: Collection Insufficiencies

The collection is quite large but expenditures are low per capita and have been for a decade. Items added per year have been low and we understand that collection maintenance has been deferred for lack of staff. The collection is likely dated and needs revitalization. The low per capita circulation is one indication; another is the low turn-over rate. The following charts illustrate how the Library compares.

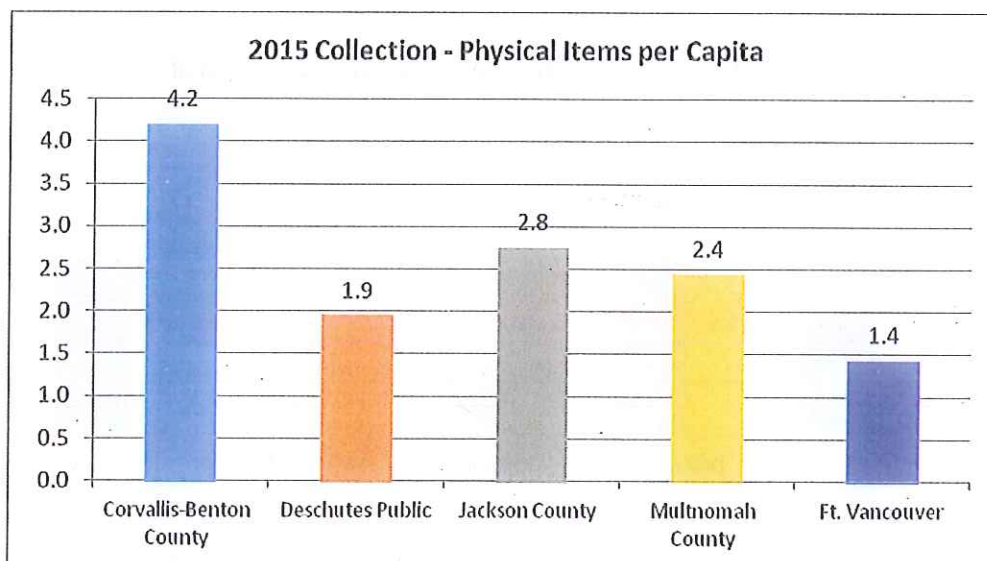


Expenditures for materials are very low - \$4.10 about half that of comparator libraries. In 2016, the per capita expenditures dropped to \$4.09. Spending on collections dropped by \$10,505 to \$844,522.

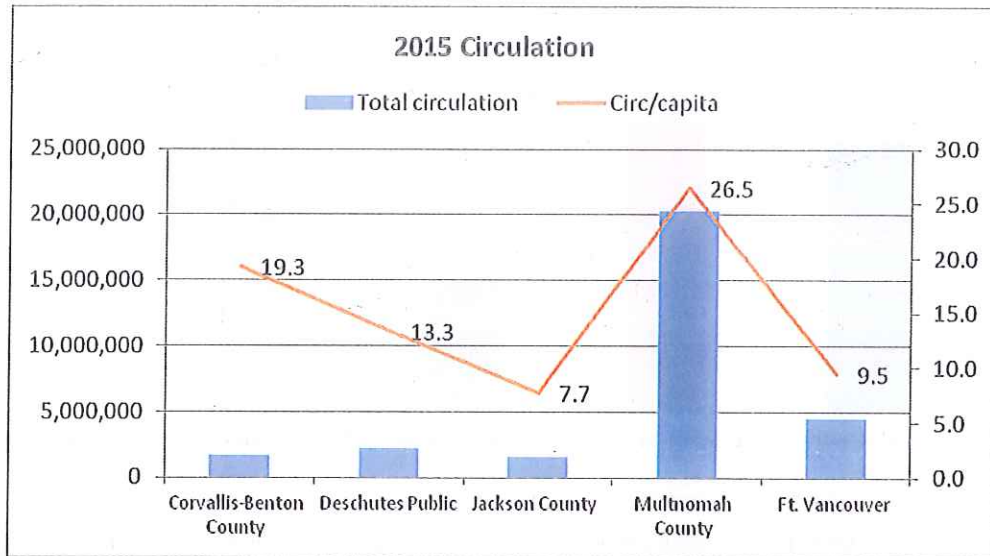
³ Jackson County has a Hispanic population of 12.4%, according to the last Census. 9.4% do not speak English at home. According to JCLS' latest statistical report, there are 573,731 physical items in the collection. A general search of all holdings – print and non-print -- revealed approximately 3,787 Spanish Language materials. It was hard to find Spanish language books that are not just English language books translated into Spanish. Only one Spanish language database. No Brainfuse, Cypress Resume, Acceda Noticias in Spanish. No copies of Pura Blepre Award winners. Audiobooks: 99.9% English. Feature films: 6,331 English vs 291 Spanish.



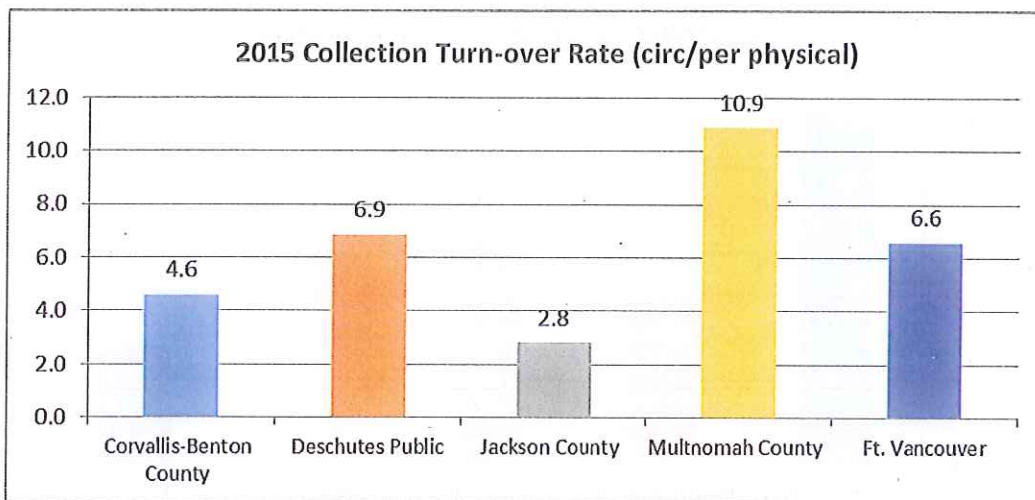
Physical items added in 2015 was the lowest among the comparator libraries. In 2016 the per capita addition of physical items remained at the same rate.



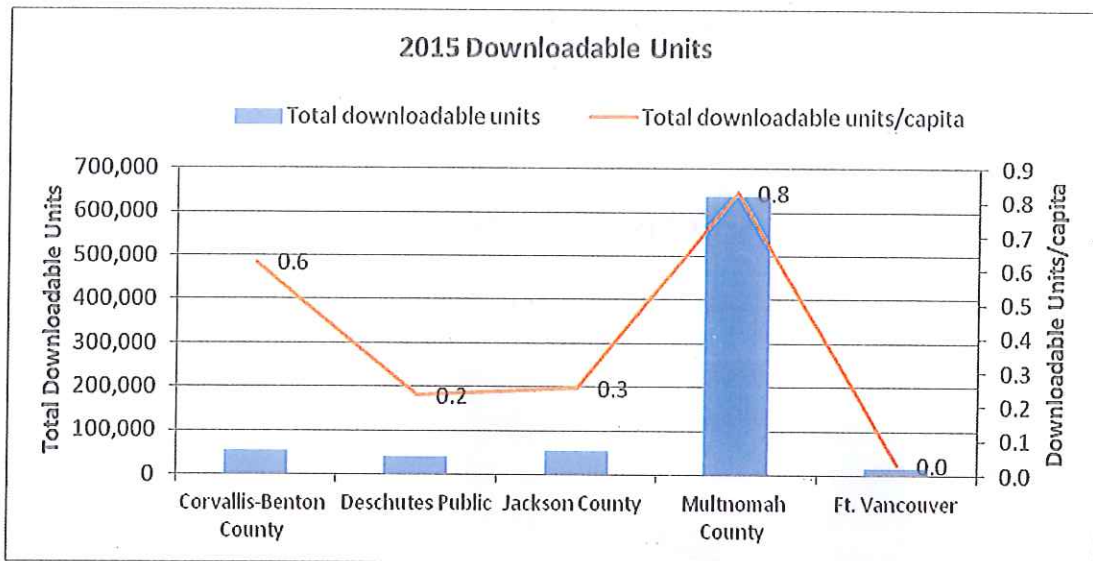
The Library's collection, which is quite large per capita, must be aging rapidly. Low circulation numbers and low collection turnover rates support this probability. 2016 physical collection items per capita dropped to 2.7. We assume this is due to weeding; total collection items dropped by 11,499 in 2016.



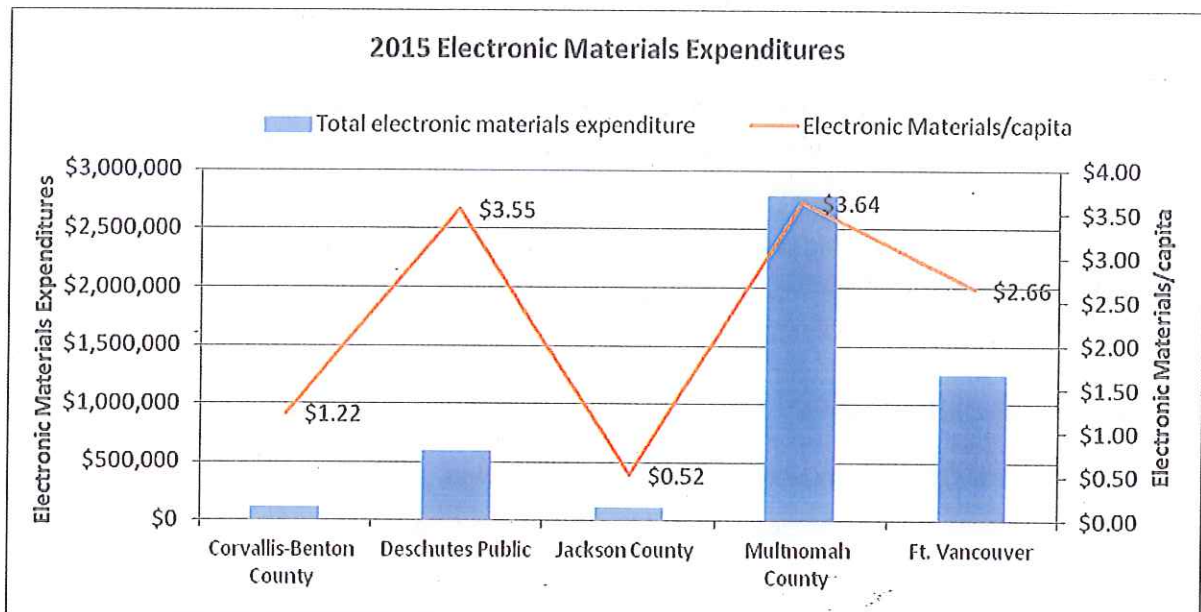
The Library circulates 7.73 per capita, compared to 13.33 at Deschutes, 19.26 at Corvallis, and 26.47 at Multnomah. (2015-16 figures look better, but we are awaiting a full set of data). Circulation per capita rose by 24% to 9.6 per capita. The comparator libraries stayed about the same as 2015.



Turnover rate is an industry measure for gauging the relevance and appeal of the collection to the community. The turnover rate is calculated by dividing the total collection items by the annual total circulation. It is one indication of collection vitality. The turn-over rate improved for the Library in 2016 (3.5)

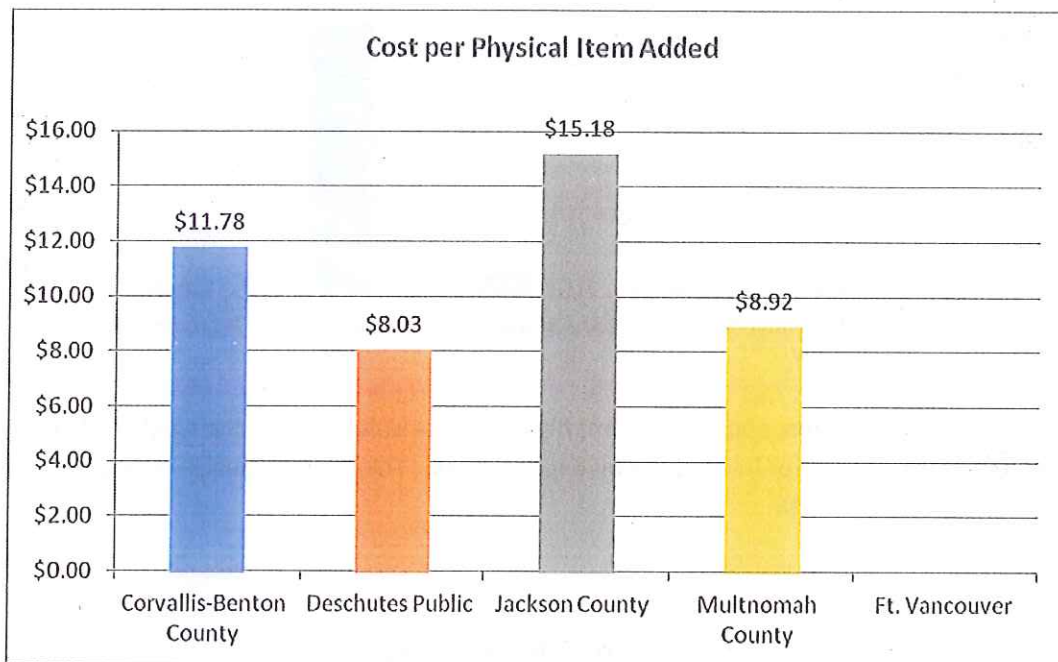


The basic digital collection, consisting primarily (not quite solely) of resources shared across the State, does not make up for low collection expenditures. Total downloadable units per capita remained the same in 2016.



Electronic materials spending per capita rose in 2016 to \$0.63 per capita, an increase of 21%; comparator libraries' spending per capita increased by about the same percentages.

One would think that LS&S would be able to negotiate economical volume contracts with OverDrive, Hoopla! etc., as well as subscription databases. It would certainly benefit the Library to have access to more, newer materials.



The chart above shows the 2015 cost per physical item added which was higher for the Library than any of its comparator libraries. In 2016, the cost per physical item added dropped to \$13.15, but it remains the highest of the comparator libraries.

Procurement and processing procedures may have been streamlined but in RMA's walk-through of the Medford Library, boxes of books were sitting unopened for lack of the regularly scheduled staff to open and check them in.

Recommended Actions

Near Term 1: Collection Development Deliverables

Establish collection development deliverables tied to the OLA Standards and the Strategic Plan.

Near Term 2: Collection Development and Management Plan

Create a collection development and management plan based on best-practices.

Near Term 3: Improve Collection Performance

Increase the number of items added and weed the collection according to the collection development and management plan. Review circulation policies, ensuring policies and procedures maximize the potential for use of the collection.

Best Practices Tools

A collection development and management plan is broader in scope and depth than the more narrow materials selection policy. A collection development and management plan should be more than a statement of policy and procedure; it should also profile the collection by subject area and by branch location and describe a direction for the development of the collection as a whole and of sub-collections, including special collections. The plan should speak to levels of development and how the collection will be evaluated and kept relevant. The plan should be reviewed and revised regularly.

For a best-practices example and an illustration of content and how to structure a collection development plan, view Multnomah County Library's plan. This plan is provided for illustrative purposes; it could be scaled to the Library for its purposes.

<https://multcolib.org/sites/default/files/2016-Collection-Development-Manual.pdf>.

SERVICES AND PROGRAMS

Intent

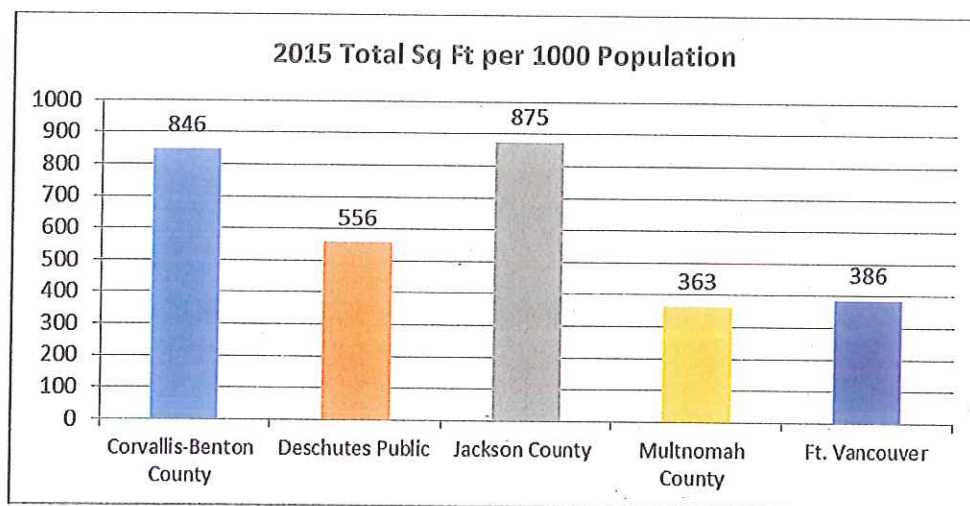
Services such as reference, reader's advisory, and services to youth are an integral component of library services and should be available whenever the building is open to the public. The public library develops and offers educational, recreational and cultural programs designed to best meet the diverse needs and interests of their individual communities. Services and programs are offered free of charge to everyone in the library's service area and are continually evaluated to assure they are effective. Alternate methods of delivery of service need to be explored and provided for populations unable to come to the library facility.

Ratings

The Library meets 6 of 11 essential specifications in this category, or 55%.

Strengths

The 15 facilities themselves, all of which are new in the last decade are the systems greatest strength. For every community in the County, with the exceptions of Ashland and Medford, the libraries are the main civic space. The Medford Library is a spacious and well-appointed public library and civic space. The shared use of the facility by the Rogue Valley Community College is an outstanding example of cooperation and collaboration and the leveraging of resources. The number of facilities is necessary to serve the residents of County. With its 2800 square miles, Jackson County is the 13th largest county in Oregon and the third largest library jurisdiction with a service population larger than any other than Multnomah County and Salem.



Gaps

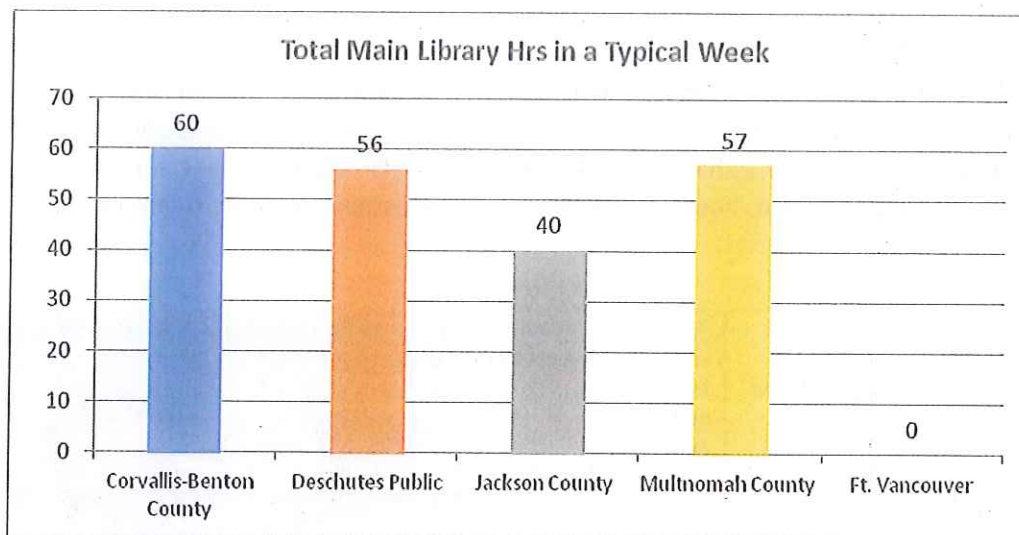
Gap 1: Sub-standard hours

The following table shows the hours at each location and indicates whether the location meets or is below the essential OLA Standards. The shaded, right side of the table shows the OLA Standards at the essential, enhanced, and exemplary levels. The unshaded, left side of the table shows the population, hours, and rating of each location according to the OLA Standards.

	JCLS	Service-area population ⁴	Hours per week 2016/17 budget document	Standards level 2016	OLA Standards Population Served	Essential	Enhanced	Exemplary
1	Applegate	1,366	16	Below	0–4,999	20	35	50
2	Ashland	25,086	40	Below	5,000—9,999	30	45	60
3	Butte Falls	1,297	10	Below	10,000—24,999	40	55	70
4	Central Point	26,518	36	Below	25,000 +	50	60	75
5	Eagle Point	11,850	28	Below	Compiled by RMA			
6	Gold Hill	5,153	18	Below				
7	Jacksonville	5,154	24	Below				
8	Medford	83,670	40	Below				
9	Phoenix	10,178	22	Below				
10	Prospect	1,024	12	Below				
11	Rogue River	9,618	28	Below				
12	Ruch	3,802	18	Below				
13	Shady Cove	6,307	18	Below				
14	Talent	8,654	36	Essential				
15	White City	10,408	22	Below				

Only one of 15 branches meet the essential standards for hours of operation. Nine branches are sub-standard. The highest number of unduplicated hours in the System is 40 hours at Medford. The Library increased the total number of public service hours (hours open throughout the System) by 9% in 2016, from 17,090 to 18,617. However, these hours are spread across 15 locations. Compared to the other libraries, the Library is open an average of 1,221 (2015) and 1,330 (2016) while Deschutes with its five branches, is open 3,274 (2015 and 2016), nearly three times as many hours per location. A 40-hour work week is 2080 hours. Deschutes is open an average of 57 hours per week at each location.

⁴ The service area populations are from the "Jackson County Library Strategic Planning big data from Analytics on Demand" PowerPoint slide presentation, March 14, 2016. The service areas for each location and the associated numbers were established with the Board's assistance and concurrence.



The Library's main branch, Medford, is open the fewest hours among the comparator libraries. Fifty hours per week is the essential standard for the Library.

Gap 2: Inconsistencies across the system

It appears that reference, reader's advisory, and services to youth are integral to the service program and easily available at the Medford and Ashland locations, but not all locations.

Gap 3: Fees

Services appear to be offered free of charge except that interlibrary loan carries a handling fee, whether or not the requested item is provided.

Gap 4: Services Evaluation

Services evaluation is not evident. Patron feedback mechanisms are not evident. Library Management says there is a suggestion box in every library, that suggestions are addressed by the branch manager first, then referred to Library Management. The patron gets a direct response if he/she leaves contact information. It is not clear what Library Management does with the input and feedback on a global scale. There appear to be no structures in place to get input and feedback from those patrons not able or inclined to visit the Library. There appear to be no structures in place for non-patron input.

Gap 5: Programs

Board input suggests that the programming may not align with the strategic plan focuses. Program numbers have increased but seem to be generated by staff wanting to do them, yet feeling understaffed to do so. The programs seem not to be the product of thoughtful

consideration of the Strategic Plan, formed to support specific and quantifiable deliverables attached to Strategic Plan goals and measures.

Gap 6: Diverse Needs

Meeting the diverse needs of the community is not evident for the 12% of residents that speak Spanish in the home. There is Outreach to the Homebound, Large Print and audiobooks. The website has a tab to increase the text size. However, services and programs to people with disabilities is not evident through the website.

Gap 7: Patrons with Disabilities

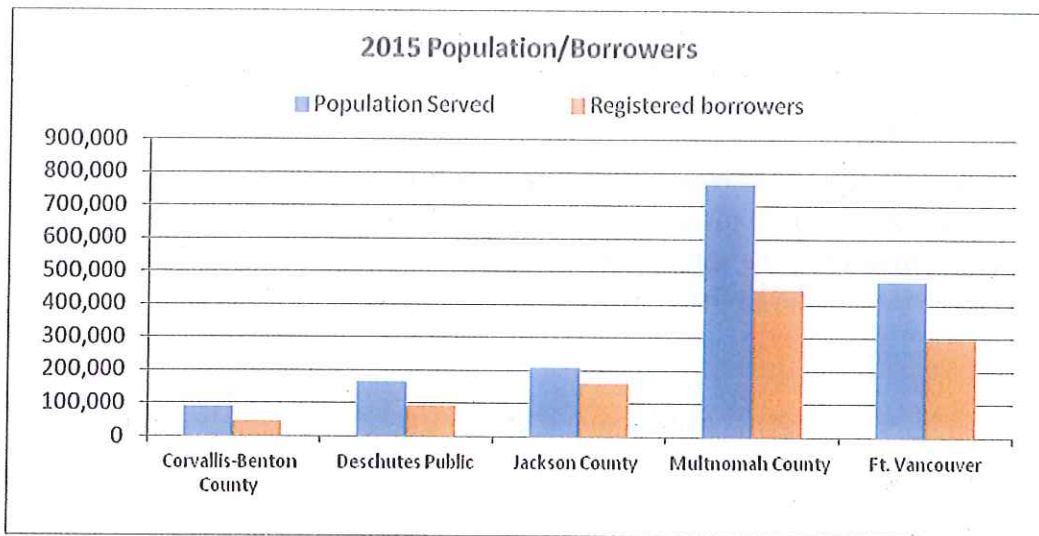
Reference and readers advisory to patrons with physical disabilities in formats they can utilize is not evident.

Gap 8: Trained staff

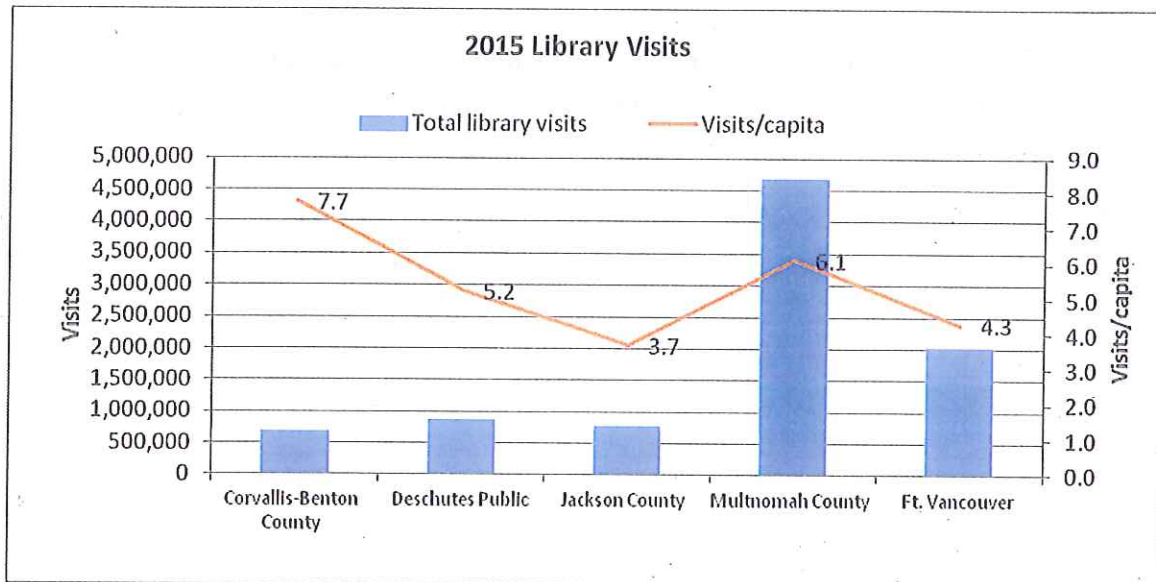
There is a series of three basic skills classes being offered for patrons, so one assumes trained staff are teaching those units. However, based on comments of Board members and the Edge Assessment, technology expertise among staff is generally low, there is not much opportunity for staff to receive formal technology training, and the ability to help patrons with technology and database is inconsistent between locations.

Gap 9: Use of the Library

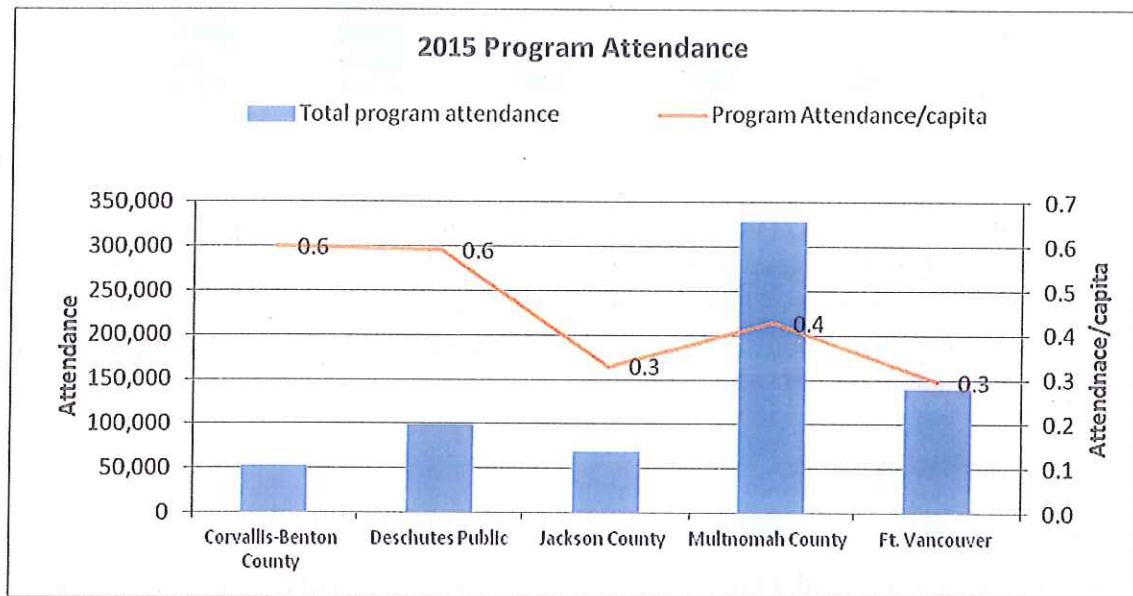
The percentage of resident cardholders in the District is comparatively high. However, use indicators are the lowest of the comparator libraries. This is likely due to a combination of factors including the low number of hours, an aging collection, the low staffing levels and staff time to promote the Library through strategic marketing, communication, and outreach to various segments of the community. The following charts compare borrower, library visits, program attendance, and Internet public computer use.



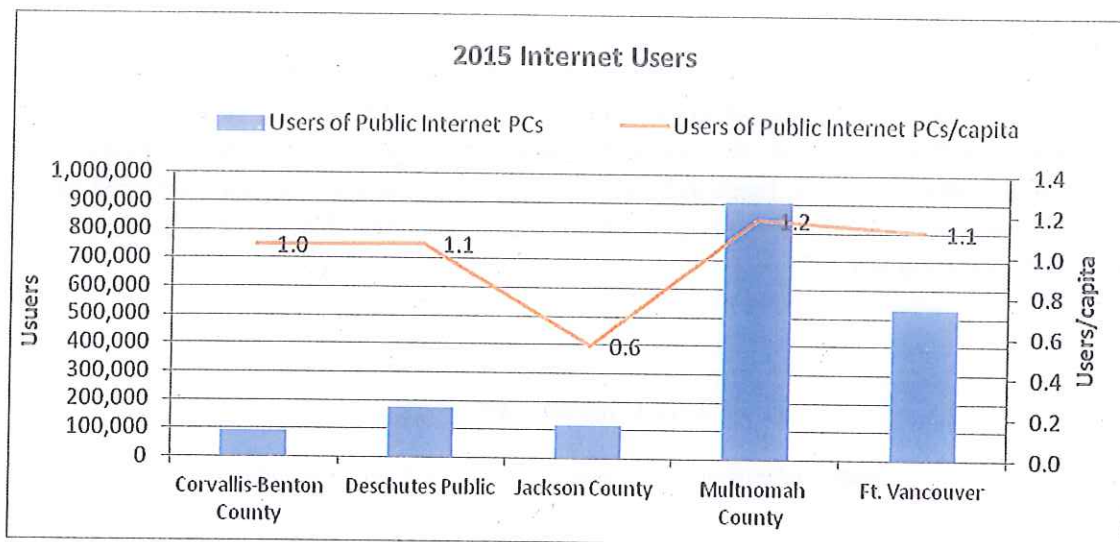
In both 2015 and 2016, the percentage of registered cardholdersⁱⁱⁱ is relatively higher in Jackson County than comparator libraries (77%) compared to a range of 55%-63% for the comparator libraries. The reliability of the number of cardholders is in dispute between Library Management and the Board, the Board not trusting the numbers based on experience and customer's anecdotal feedback. The percentage for the Library does seem unusually high and given the hours and other use-level indicators, we recommend that the Board and the Library Management resolve this question right away. Getting this right is important to the Board and should be a priority of Library Management.



The number of library visits in 2016 (770,677) and the number of library visits per capita (2016 = 3.6 per capita) declined in 2016 compared to 2015. It is likely that low hours contribute to the Library's relatively lower usage levels: library visits, program attendance, and computer sessions as well as circulation. As previously noted, the circulation rate is also affected by the collection quality. However, these indicators point to the need for strategic marketing and targeted outreach, functions that require the expertise and availability of staff that are not tethered to the branch.



The number of programs and program attendance (0.5) has increased in 2016. However, the issue remains that programming needs to be approached in a focused way, support the Strategic Plan goals and deliverables; these have not been determined at this point and need to be a priority of Library Management.



Use of public computers for access to the Internet has remained the same per capita in 2016. The Library may have too few computers (.08 per thousand population) compared the 1.0 and higher among the comparator libraries. However, with 15 branches and .05 computers per thousand, Ft. Vancouver Library still has a higher use rate than the Library. This suggests that hours and promotion are at issue.

Recommended Actions

Near-Term 1: Service Level Parity; Insure Patron Database Accuracy

Library Management should document in its report to the Board what are the current services being provided at each local branch with the intent of understanding service levels and parity across the Library System. Library Management should work with the Board to clarify the patron database accuracy.

Near-Term 2: Service Plan

Library Management should document what is and what will be the service plan across the Library System for serving the Latino population and residents with disabilities.

Near-Term 3: Strategic Plan-Driven Programming

Library Management should propose a Program Plan that is tied to the Strategic Plan deliverables.

Near-Term 4: Interlibrary loan fees

The Board should revisit its policy on interlibrary loan fees.

Far-Term 1: Services and Programs Plan

The Board should develop a future-oriented, sustainable services and program plan and budget for the District. Determine the sustainable service hours in the Board's service plan and increase hours if possible.

TECHNOLOGY

Intent

The OLA technology standards have borrowed heavily from the Library Edge Initiative which is a best-practices framework being widely adopted by the public library community throughout the nation. The framework has three main subcategories:

1. Community Value and Support: external practices that connect the library to the community, with the goal being that staff and volunteers provide assistance and training that increases the level of digital literacy in the community.
2. Engaging the Community and Decision Makers with specific programs, services, and support that enable people to get value from their use of technology.
3. Organizational Management such that the library manages resources so that community members who want or need access can readily get it regardless of ability, skill, or available time.

The OLA technology standards have been simplified to the point of providing a very broad summary of technological competences, while the Edge Initiative provides a detailed, fine-tuned assessment. It is quite possible for a library to perform well against the OLA standards and perform poorly against the Edge Initiative, and in general the latter should be considered to provide a more accurate assessment given its level of detail.

In evaluating the Library's performance, we relied not only on the project team's assessment, but also on the Edge assessment results, public library statistics published by the State of Oregon, and our own inspection of the Library's website. In some cases, we answered "no" where Library Management answered "yes", in part because we felt the other sources justified a "no" because we felt the Library did not broadly or consistently meet the standard. For example, Library Management has a technology plan, one of the essential specifications; however, the plan has not been approved by the Board due to a controversy between the Board and LS&S regarding the direction of that plan.

Rating

The Library meets 5 of 14 essential specifications, or 36%; the dashboard breaks out the ratings in the three sub-categories noted above.

Strengths

Polaris, the shared Integrated Library System (ILS) hosted and managed by LS&S, is a high-quality ILS with very high ratings in Marshall Breeding's annual customer satisfaction survey. In the 2015 survey (<https://librarytechnology.org/perceptions/2015/>), Polaris received top ratings among large public libraries for general satisfaction, ILS functionality, print functionality, and electronic functionality. The ILS appears to be well-managed and supported by LS&S.

The Library participates in statewide subscription databases, the Library2Go Overdrive collection of eBooks and audiobooks, and Hoopla! streaming video and audio content. This provides a good core collection of electronic resources and downloadable content.

The Board has chartered a subcommittee to plan and prioritize technology projects, and the subcommittee reports to the Board on a regular basis. Technology projects are included as line-items in the annual budget.

Gaps

Gap 1: Library Technology Readiness and the Strategic Plan

The Edge Assessment Report and other sources show a number of areas in which the Library must invest in order to meet the requirements of the Strategic Plan. It is concerning that Edge Assessment scores actually declined between March 2014 and May 2016 in many areas. Do we have an explanation for that? Is it just a result of a different person answering the questions subjectively, or has there been an actual decline in services in that time period? Of most concern is the decline in digital literacy support and staff expertise. The Library lags its peers significantly in these areas.

Benchmark	Points Achieved	Peer Average	Points Possible
1. Digital literacy	40	49	75
8. Staff expertise	15	60	80

The Strategic Plan implicitly and explicitly mandates the development of technology resources and expertise. Supporting education priorities, educating for digital literacy and marketable workplace skills, implementing new models to improve information access and delivery; these all require sophisticated technology infrastructure and a high level of technology expertise among staff.

Gap 2: Internet Bandwidth; Routers

Also of concern is that the Internet bandwidth reported in the Edge assessment shows much lower measured speeds than contracted speeds. Routers are needed as well. While the contracted bandwidths are sufficient for the number of simultaneous users a library might need

to support, in some cases the measured bandwidth is insufficient. Whether there was a measuring error, or internal infrastructure limits the actual measured speed, or the Internet Service Provider is greatly underperforming its contract, the Library should resolve the discrepancy and adjust its Edge assessment answers based on real bandwidth values.

Gap 3: Limited Technology Readiness

The Library is largely limited to basic technology support, due to limited staffing, limited training, and partially obsolete technology. Development of a technology plan, funding for specialized technology staff and technology training for all staff, and replacement of older equipment and software is needed in order to improve technology support. The current projects to replace all public computers, install new wiring and WiFi access points at all locations, and add a print management solution are a good start. But a significant investment in staff must be made in order to leverage new technology.

Recommended Actions

Near-Term 1: Technology Plan

Develop a Technology Plan closely aligned to the Strategic Plan and that meets OLA Standards at all levels. The Technology Plan should encompass programs and services to patrons, training and support of library staff, and allocation of funds for regular replacement of computers, network equipment, and other technology assets. The scope of a Technology Plan is typically three years, reviewed annually and revised as needed.

Near-Term 2: Raise the Bandwidth Bar

Measure current bandwidth at each Library location and identify discrepancies with the Internet provider's contracted bandwidth allotment. Where measured bandwidth is lower than contracted bandwidth, identify and correct local infrastructure constraints that limit bandwidth. Review and if necessary renegotiate vendor service level agreements to ensure the Library receives the bandwidth it is contracting for.

Near-Term 3: Staff with Technology Expertise

Recruit and add staff with technology expertise who can support patrons with technology issues, teach higher-level technology classes, and create and manage new programs and services focused on or supported by technology.

Far-Term 1: Advanced Technology

When technology infrastructure and staff competencies are well established, identify advanced technology services or programs that meet the needs of the communities: a makerspace, an instructional coding lab, an oral history recording studio, a digitization project, etc.

Best Practices Tools

We provide two technology plan examples below with links. The former is the product of a full-scale planning process and the latter is the product of an abbreviated process.

Santa Cruz Public Library

The Santa Cruz plan most closely shows best practice - it is the product of a comprehensive strategic process, it is clearly linked to the library's strategic plan, and it has measurable goals and objectives.

[http://www.santacruzpl.org/media/pdf/ljpb/SCPL Tech Plan FINAL.pdf](http://www.santacruzpl.org/media/pdf/ljpb/SCPL_Tech_Plan_FINAL.pdf)

Crook County Library:

<http://www.crooklib.org/Portals/28/About%20Us/Policies/Technology%20Plan%202014-2017%2007.2015.pdf>

The Crook County plan shows an abbreviated process, but is clearly linked to the strategic plan and has some clear goals and objectives. It is a good plan for a library with limited resources to do a full planning process.

ADVOCACY

Intent

It has never been more important for librarians, staff members, trustees, and others with a vested interest in their public libraries, to convey to their communities the value of the library. Advocacy, the process of acting on behalf of the public library to increase public funds and ensure that it has the resources need to be up to date, is critical to the success of libraries. The goal is, through effective community relations, to increase awareness and support of library services. The Board and staff play a critical advocacy role.

Rating

The District is solidly meets 2 of 12 essential specifications, or 17%, in this category.

The specifications want the Board, staff, and other advocates to work locally and with others to advocate for broader access, useful legislation and a robust information infrastructure. They want the Library to be staffed and supported by people who are educated and empowered to effectively advocate for their organizations, their communities and the information profession.

Strengths

The fact that there is a Library District in Jackson County is a clear indication that advocacy in the District is very strong. The Board members are highly credible in the community. Board members are active in Friends and Foundation. The Board members are known and respected in the community. Their credibility is a valuable asset. LS&S is currently recruiting a Library Marketing Coordinator.

Board members are doing the most in meeting these specifications. However, the Board members cannot be expected to do all that needs to be done. The Board gets high marks for local library advocacy; the launching of the District, the strategic planning process, the collaborations, and the community's high level of confidence in the Board are all evidence of the Board's advocacy capacity.

Gaps

Gap 1: Formal Board Structure; Adopt Advocacy Policy

While Individual Board members are active and effective advocates, the Board lacks a formal, structural framework for knowing about and working across jurisdictions, in the State, and nationally. We acknowledge that the Board has had little time for this, but this is something the Board could begin to gear up to do by creating an advocacy committee, or incorporating into an

existing committee these broad responsibilities: to be informed of OLA and ALA legislative issues and champion those issues whenever possible; to be advocates for improved library service at the local, state, and federal level; to participate in statewide campaigns that focus on public awareness of libraries in order to garner support and funding; to participate when critical legislative issues arise that affect the future of libraries; to build and nurture strategic relationships with other community organizations in support of common goals. The Board should adopt an Advocacy Policy and Library Management should develop the policy content for the Board, under parameters developed by the Board.

Gap 2: Unspecific Deliverables

What Library Management is doing in this category is unspecific. The OLA Standard's specifications call for Library Management to provide information and training to all library staff regarding the impact of customer service and marketing on the library's image and community relations. They call for staff and supporters to be dedicated to the marketing and advocacy initiatives of the library, to serve as representatives on behalf of the Library, promoting its use, encouraging its development, and enhancing communication between the library and the public. These are the specifics that Library Management should emphasize along with educating staff and supporters so that they can develop and nurture a community of advocates. Advocacy for the Library should not be confused with promotion and marketing of LS&S.

Library Management has a critical role in achieving this specification: "our libraries will be staffed and supported by people who are educated and empowered to effectively advocate for their organizations, their communities and the information profession." The specifications are:

1. Staff and supporters are dedicated to the marketing and advocacy initiatives of the library.
2. Staff and supporters serve as representatives on behalf of the library, promoting its use, encouraging its development, and enhancing communication between the library and the public.
3. Staff and supporters develop and nurture community stakeholders and educate with the goal of being advocates.
4. Library provides legal and state election law training to staff and supporters.
5. Library provides support and resources to staff and supporters to ensure that they can be successful advocates.

Gap 3: Library Director Role

The importance of the Library Director as a partner with the Board in advocacy cannot be overstated. The focus of that advocacy must be first and foremost at the local level, with attention to state and national issues of mutual importance increasingly in the Board's awareness.

Recommended Actions

Near-Term 1: Establish Deliverables and Measurable Outcomes

The Board and Library Management should establish true “deliverables”^{iv} and measurable outcomes for the Library Marketing Coordinator that emphasize the applicable OLA Standards specifications for Advocacy and the Strategic Plan actualization.

Near-Term 2: Marketing Plan

The work of the Library Marketing Coordinator should be based on a marketing plan. The marketing plan should have measurable outcomes. The plan should be reviewed and approved by the Board.

Near-Term 3: Advocacy Committee of the Board

The Board should consider establishing an advocacy committee, with a charter that emphasizes the OLA Standards and the Strategic Plan.

Far-Term 1: Advocacy Priorities

The Board should develop, in conjunction with the Library Director and the advocacy committee, advocacy priorities for the District, including a budget to support those priorities.

Best Practice Tools

This marketing workbook is from the New Mexico State Library. It is a tool for creating a marketing plan. It uses language from the PLA Planning for Results strategic planning model on which the Library’s strategic planning model seems to be based.

http://www.nmstatelibrary.org/docs/development/planning/Marketing_Plan_Workbook.pdf

Buffalo, NY

<https://www.buffalolib.org/sites/default/files/pdf/AboutTheLibrary/Marketing%20Plan%202015-2016%20Final%202014-45%20APPROVED%2012-19numbered.pdf>. The executive summary

talks about their deliverables: increase use at each library and drive people to their website.

Montgomery County, MD.

<http://montgomerycountymd.gov/Library/resources/files/about/marketingplan.pdf>

Key words in the executive summary “Refresh Revitalize Renew Rededicate = deliverables not responsibilities.”

FACILITIES

Intent

Library facilities should provide the physical space where residents can connect to people, ideas, and information. They should be safe, comfortable, efficient, welcoming and allow for flexibility of space, service, growth, and community priorities.

Library facilities should be reflective of an ongoing community assessment process. Libraries may partner with other community organizations to provide space for certain activities. Libraries should consider regional availability of similar services when figuring space needs.

Ultimately, each library must consider and reflect their community as the unique entity it is. OLA encourages library leaders to consider excellence in facilities by looking at best practices and the facilities of those libraries succeeding at providing, meeting and surpassing community needs.

The OLA Standards Facilities specifications are organized into six sub-categories:

Community Anchor: Community recognizes library as a cultural capital and a symbol of civic pride; community members take pride in their library facility.

Legal: The library is an entity which leads by example, provides a safe, comfortable environment and is responsive to the community.

Design: All who enter the library find a pleasing space suited to their needs and wants; the building serves the current and future needs of the community well; the building supports services and programs for lifelong learning, from pre-natal throughout all stages of life. Technology has not reduced the need for library space; library traffic grows in spite of and because of technology.

Technology: The building supports ever-evolving technology services which support community members' needs.

Assessment/Planning: The library provides adequate space to implement the full range of library services that are consistent with the library's strategic plan, current community needs based on on-going assessment, and the standards in this document.

Partnerships/Collaboration: Partnerships foster community investment in a cooperative environment and the community benefits from collaborative spaces.

Rating

The District meets 9 of 18 of the essential level specifications in the Facilities category; overall this is 50%. The dashboard breaks the rating into its sub-categories, where the District rates variously between a low of 25% and a high of 75%. It is important for the Board to focus its planning for facilities, especially post-2020 when the District will take over the facilities' ownership from the County.

Strengths

As previously noted, the 15 facilities themselves, all of which are new since 2004 – 2007, are the Library's greatest service. For every community in the County, with the exception of Ashland and Medford, the libraries are the main civic space. All but Butte Falls has a community meeting room.

Gaps

Gap 1: Ready-Availability

In the sub-category, Community Anchor, the District meets 1 of 2 essential specifications, or 50%. The JCLS branches are community anchors and the source of community pride. However, while community and cultural activities take place in the branches and library services are available to all residents of the service jurisdiction, the hours of service, training, and service levels suggest that they are not "readily" available.

Gap 2: Legal Requirements

The rating for this sub-category is 33%. Board members think the buildings comply with all federal, state and local codes, including safety, parking and ADA compliance. However, this would be worth reviewing as the Board undertakes capital improvement planning. We could not find that the Library has adopted an Emergency Plan for the facilities. According to Board members, there may not be adequate space in some facilities for staff duties and activities. Library Management indicates there is a clutter problem in some locations.

Gap 3: Design and Technology

We combined the ratings for Design and Technology sub-categories in the dashboard because they seem to go together. Specifications needing attention in these sub-categories may be being addressed by the Board in its capital improvement committee work. We rated the Library "no" in the following specifications because they appear not to be uniform across the system or what was reported to us was non-specific.

1. The library recognizes multiple audiences and accordingly provides equipment and furniture for their unique needs: Adults, Teens, Children, and People with disabilities.
2. The library provides separate areas for staff workspace(s) and breaks and a private area for breast-feeding staff

We rated the Library “no” on this specification because the details of the Strategic Plan goals have yet to be established and therefore the alignment process has yet to take place:

3. The library provides space that aligns with library’s mission and goals. Examples of these spaces are: story time space, study areas, study rooms, quiet space, public meeting space, programming areas with enough space to access and utilize materials, public computing areas, seating areas.

Gap 4: Facility Assessment and Planning

The District does not meet specifications at the essential level in the Assessment/Planning sub-category. However, our rating credits the Board’s formal commissioning of a capital improvement planning project.

Recommended Actions

Near-Term 1: Capital Improvement Project

The Board should review and, if necessary, revise the charge to the capital improvement committee, to include assessing the facilities by the OLA Standards at the essential, enhanced and exceptional levels.

Far-Term 1: Facilities Assessment and Master Plan

The Board should prepare to commission a facilities assessment and master plan. The Board will soon have ownership of the facilities that are now 10-14 years old. It is important that the Board be prepared to factor facility maintenance, expansion, renovation, and development into its financial plans.

Best Practices Tools

These resources should be useful to the Board in framing the scope of the facilities assessment and master plan and in considering and structuring a process.

This links to the pdf file of the Multnomah County Library request for proposal (RFP), entitled “Library Facilities Capital Planning Services”, and dated February 5, 2016. This is a best-

practices, scalable template for framing and scoping such a project.

<https://multco.us/file/48601/download>

The following is a link to the Multnomah County Library's facilities planning process. It takes one to the website where one can have input to the planning process through online surveys and in a series of meetings that will be held in early 2017.

<https://multcolib.org/planning/process>

A best-practices example of a finished product is the Pierce County (WA) 2030 Facilities Master Plan. Pierce County (near Tacoma) is a library district with 18 locations and a population of 571,000. It is a "best practices" library district.

<http://www.piercecountylibrary.org/files/library/fmp-summary-report.pdf>

Additional facilities master plan models:

Flathead County Public Library in Montana, seems to have a lot of similarities, such as population, branches) to Jackson County. <http://imagineiflibraries.com/wp-content/uploads/2014/07/Facilities-Master-Plan-7-2-14.pdf>

Ramsey County NC Facilities Master Plan, 2008-2018, has many appealing features. It also illustrates the rapidity of change in various ways. For example, it includes a section on "Library Roles in the 21st Century". An important concept to keep in mind is that though current for its time span, those roles are already changing along with the social and technological needs of communities. [http://rethinkinglibraries.org/images/rcl mp 6 18 08.pdf](http://rethinkinglibraries.org/images/rcl_mp_6_18_08.pdf)

IN CONCLUSION

The Library has faced enormous threats to its existence over the last decade. It is a colossal credit to the people of the County and to the advocates of the Library that the District exists. Not only does it exist, it has a permanent and dedicated funding source, thanks to the voters of the County. It has an elected, dedicated Board, whose members are knowledgeable and deeply committed to serving the community through a Library that is relevant and responsive.

The Library is a viable public library system serving the third largest public library jurisdiction by population in Oregon. Its Board, its staff, and its Friends, Foundation, volunteers, and other advocates are committed to making it the best it can be for all of the people of the County. However, the Library is far from meeting OLA essential Standards.

There are challenges ahead. The District is having to catch up. In one sense, the Board has a fixer-upper with "bones are good." It is a credit to the Board to be taking stock so that it can plan thoughtfully and strategically for the District's future. It is certainly a beginning, but there is more work ahead, and this report is a guide for the Board and Library Management. As a result, the leadership of the Library will be better able to set specific goals and performance measures for its Strategic Plan, for the Board and its committees, for the new Library Director, and for other positions the Board may authorize.

We have recommended that the Board orient and organize itself to pursue two parallel paths for library development: a path for the near term and another for the far term. The goal of the near term path would be to work with LS&S to implement those aspects of the Strategic Plan the Board decides should be implemented and to increase the Library's adherence to OLA standards. The goal of the far term path would be for the Board to develop its plan for operating the Library in the future.

In pursuing these dual paths, staffing is not the only issue but it is the critical issue; not just the number of staff or compensation, but the staffing model and structure, the strategy for staffing the Library, the underlying philosophy. This is critically important because the future of the Library in the community is at stake. These two plans could and should lead smoothly from one to the other. Ideally, LS&S will work collaboratively with the Board toward a strong Library system, based on a clear organizational philosophy and model that is sustainable.

ASSOCIATE CONSULTANTS

Deborah Gitlitz

With 20 years' experience as a bilingual youth librarian in multicultural, economically diverse communities, Deborah is an exemplary and respected practitioner and consultant. Her strengths are in conceptualizing and researching projects, establishing outcomes, and synthesizing information. She has exceptional writing skills and the ability to be clear and persuasive. She is outstanding in youth services, family outreach programs, community networking, story sharing, creative programming, event planning, staff training, and work team leadership. She is bilingual in Spanish reading, writing, and conversational proficiency. She facilitates focus groups, conducts interviews, and develops surveys in Spanish and English.

Suzanne Harold

Suzanne Harold (SMH Consulting, Astoria, OR) is an independent consultant, specializing in youth services. Before moving to the Oregon Coast, she worked for ten years as a librarian with Multnomah County Library (Portland, OR), where she coordinated the country's second largest summer reading program and oversaw the library's adult literacy and citizenship programs. As a consultant, she focuses on serving underserved youth in rural Oregon through coordinated summer reading programs and outreach, strategic planning, and early and school-age literacy, particularly for children with dyslexia.

Lucien Kress

Lucien is a Technology Consultant for public libraries. His expertise is in technology trends and strategies; technology assessment and planning; requirements, elicitation, and specification; technology procurement processes; public computing and device management; and project planning and management. He conducts technology reviews for public libraries and assists libraries with Edge Technology assessments and planning.

Ted Smith

Ted is the Director of the Newport, OR Public Library, and former Interim City Manager for Newport. He is a seasoned public library manager with exceptional ability in working with the community to build a connection with the library. He is a consummate fund-raiser and partner-maker with the community. Ted is active in OLA and is on the OLA Standards Committee of the Oregon Library Association. He was the 2015 Oregon Librarian of the Year.

END-NOTES

ⁱ In FY 2015-16, the District paid LS&S \$5,561,937.12ⁱ of the District's \$7,375,143 unrestricted operating budget:

Paid to LSSI on contract	\$4,775,001.04
Paid for materials to LSSI	\$ 784,814.76
Paid to LSSI- handling charges	\$2,121.32
Total	\$5,561,937.12

LS&S reported to have spent \$3,668,921 of its receipts from the District for Jackson County Library operational personnel and library materials (see 2016 Oregon Public Library Statistical Report 4.1 – 4.9). This is 65.96 % of the amount paid to LS&S by the District. It is presumed that the balance of \$1,893,016.12, 34.04% of the paid amount, is LS&S costs and profits.

In FY 2014-15, what was actually paid to LSSI is not known because payments to LSSI were made by Jackson County in contracts and other payments. Vicki Robinson went through County records and accounted for, as best she could, the County's payments to LSSI:

Paid to LSSI on contract	\$4,483,709.48
Paid for materials to LSSI	\$739,615.92
Paid to LSSI- handling charges	\$35,205.12
Total	\$5,258,530.52

LSSI reported expending \$3,780,375 of its receipts from the County for Jackson County Library operational personnel and materials (see 2015 Oregon Public Library Statistical Report, 4.1-4.9). This is 71.9% of the amount paid to LSSI. It is presumed that the balance of \$1,478,155.52 or 28.1% of the paid amount was LSSI cost and profit.

Which of these costs are direct or include administrative, overhead, or other indirect costs is unknown. When asked in writing, Dana Braccia of LS&S responded that "some of the lines do reflect [indirect, administrative, overhead]".

ⁱⁱ Here are two examples that RMA came across in the course of this study. These are examples of management gaps that occur because management of the Library is bifurcated. Responsibility and accountability is blurred and things fall through the cracks.

1. The process for submitting reports to the State Library has resulted in inaccurate reporting. As previously noted, I examined the 2014-2015 and 2015-2016 Oregon Public Library Statistical Reports. The data therein is the basis of comparison with the comparator libraries. The revenue and expenditure reported, which is crucial to establishing the per capita revenue and expenditure comparisons, was vastly different from what I found on the District's 2016-17 budget document (this shows prior years 2014-15 and 2015-16). I found discrepancies in both fiscal years.

The State deadline for report submission is October 1 for the previous fiscal year, July – June. From June 30 to October 1 is the window for reconciling revenues and expenses. This is also the window for completing the financial audit. Having the audited figures would ensure that the district's actual revenues and expenditures are accurately reported to the State Library. The report should be reviewed by the District Board for accuracy and final approval before submission to the State Library.

2. It is not transparent for the District to verify the accuracy of data entered into the State Library report by LS&S on the District's behalf. This is particularly concerning when it comes to the expenditures reported by LS&S. The District cannot know for certain if the amounts reported to the State Library on behalf of the District in these categories are accurate: salaries and wages, employee benefits, books and other print materials, periodicals and other serial subscriptions, electronic materials, and other materials.

ⁱⁱⁱ The following was provided in a communiqué from Dana Braccia concerning maintenance of the database of card holders and its currency.

"Here is info on record maintenance schedule:

In regards to Polaris data - Jackson County Library upholds a high standard in keeping the database up-to-date with respect to bibliographic, authority, item and patron records. Library guidelines, processes and procedures were established long ago to govern the system-wide management of data. The following information speaks directly to deletion of records within the Polaris database and has been in standard practice throughout the contract:

- *Bibliographic records without item holdings are deleted from the database every 60 days.*
- *Authority records with unlinked headings are reviewed and deleted from the database every 60 days.*
- *Item records with a circulation status of Withdrawn are deleted from the database every 60 days.*

-
- *Item records with a circulation status of Lost transition to Withdrawn at 2 years of age.*
 - *Item records with a circulation status of Missing transition to Withdrawn at 1 year of age.*
 - *Patron records that are expired or inactive without items or fees connected to the accounts are purged every 3 years as mandated by the State Library. The last patron purge was done May 2014.*
 - *In summary Jackson County Library System consistently upholds a high standard of data management.”*

^{iv} Deliverables in the job announcement for Library Marketing Coordinator

Main Deliverables:

- Responsible for all marketing and public communications
- Leverage social media to drive the library’s mission and vision
- Manage and coordinate all marketing, advertising and promotional staff and activities
- Analyze customer research and current market conditions
- Develop and implement marketing plans for the public library in support of the strategic plan
- Manage the productivity of the marketing plans and projects
- Monitor, review and report on all marketing activity and results
- Deliver marketing activity within agreed budget



MSR/SOI Report

**Buena Park Library District &
Placentia Library District**

November 9, 2005

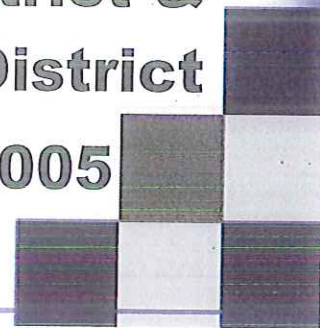




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EXECUTIVE SUMMARY

Introduction

The purpose of this report is to provide a comprehensive review of the municipal services provided by the county's two independent library districts—the Buena Park Library District and Placentia Library District. To comply with the requirements of the Cortese-Knox-Hertzberg Act of 2000, the following report includes the municipal service reviews and sphere of influence (SOI) reviews/updates for the Buena Park Library District and Placentia Library District.

This report is organized into eleven sections:

1. *Executive Summary* – Provides an overview of the report's structure and content.
2. *Introduction* – Explains the statutory requirements related to municipal service and sphere of influence reviews and a summary of the environmental review required under the California Environmental Quality Act (CEQA).
3. *Agency Overviews* – Presents the history of library service provision in Orange County and an overview of the Buena Park Library District and Placentia Library District.
4. *Review and Analysis of Service Provision, Buena Park Library District* – Thoroughly examines the Buena Park Library District's structure and service provision as they pertain to the nine municipal service review (MSR) determinations required by law.
5. *The Nine Determinations, Buena Park Library District* – Summarizes LAFCO staff's nine MSR determinations based on the analysis of the Buena Park Library District's structure and service provision.
6. *Review and Analysis of Service Provision, Placentia Library District* – Thoroughly examines the Placentia Library District's structure and service provision as they pertain to the nine municipal service review (MSR) determinations required by law.
7. *The Nine Determinations, Placentia Library District* – Summarizes LAFCO staff's nine MSR determinations based on the analysis of the Placentia Library District's structure and service provision.



ORANGE COUNTY LOCAL AGENCY FORMATION COMMISSION
Municipal Service & Sphere of Influence Review Report for the
Buena Park Library District (MSR 05-45 & SOI 05-46) and the
Placentia Library District (MSR 05-47 & SOI 05-48)

November 9, 2005

8. *Sphere of Influence Update, Buena Park Library District* – Provides staff analysis and recommendations related to the Buena Park Library District's sphere of influence update.
9. *Statement of Determinations, Buena Park Library District* – Addresses the four sphere of influence determinations that LAFCO must by law address in completing a sphere of influence review and update for the Buena Park Library District.
10. *Sphere of Influence Update, Placentia Library District* – Provides staff analysis and recommendations related to the Placentia Library District's sphere of influence update.
11. *Statement of Determinations, Placentia Library District* – Addresses the four sphere of influence determinations that LAFCO must by law address in completing a sphere of influence review and update for the Placentia Library District.

MSR Summary – Buena Park Library District

The Buena Park Library District is one of two independent library districts operating in Orange County. The nine determinations for BPLD are examined in great detail beginning on page 16 of this report. Based on its analysis of the BPLD's structure and service provision, LAFCO staff came to the following conclusions:

- ♦ BPLD's infrastructure is sound and adequate for the district to provide library services and programs.
- ♦ BPLD's expenditures appear to be based on efficient methods of operation. The district is fiscally solvent and has adequate revenues.
- ♦ BPLD organizational structure is sound, and it provides efficient and cost effective services.
- ♦ BPLD's fee-schedule is very much in line with those of other public libraries throughout the county. As a non-enterprise district, its revenues are primarily derived from property tax revenue rather than fees. BPLD has the option of charging patrons that reside beyond the district's service boundaries an annual library card fee. While this would likely result in an additional revenue stream for the district, the district's collaborative partnership with the Santiago Library System prohibits BPLD from charging library card fees. Further, if the district began charging library card fees, it could jeopardize certain state grants and subsidies for which it currently qualifies.



- ◆ BPLD commissioned independent consolidation studies in 1994 aimed at exploring different governance options. The consolidation study's final recommendation was that BPLD continue to function as independent special district. Staff found no evidence to suggest that any of the factors examined in the consolidation study have changed and would result in a different finding if the district commissioned a new consolidation study today.
- ◆ BPLD operates with a high degree of transparency and is highly accountable to the public. The district could improve its website by listing the Board members names and terms of office, as well as posting the Board's monthly meeting time and location and including links to the Board's monthly agendas and meeting minutes.

SOI Summary - Buena Park Library District

The Buena Park Library District's sphere of influence was established by LAFCO on November 12, 1975 and has not been comprehensively reviewed since. While the district's actual service territory is mostly confined to the City of Buena Park, there are areas of the district's territory that overlap with the cities of Anaheim, Fullerton, and La Palma.

There are no laws mandating that the library district's service territory be contiguous with that of the City of Buena Park. However, there should not be an overlap in service boundaries between the library district and these cities, as these cities maintain and operate their own libraries or belong to the Orange County Public Library system. Similarly, the entirety of the City of Buena Park should logically be included in BPLD's service territory.

BPLD would lose approximately \$46,694 in property tax revenue annually if it were to concurrently annex the entirety of Buena Park AND detach its service territory in the Cities of Anaheim, La Palma, and Fullerton. The majority of the revenue loss would come from the city of Fullerton (\$53,325).

Staff is reluctant to make any recommendations that would adversely impact the district's revenue stream. Therefore, staff recommends that the Commission modify the Buena Park Library District's existing sphere of influence as follows:

1. Modify the Buena Park Library District's sphere of influence boundaries to include the entirety of the City of Buena Park.
2. Modify the Buena Park Library District's sphere of influence boundaries to exclude territory in the City of Anaheim.



3. Modify the Buena Park Library District's sphere of influence boundaries to exclude territory in the City of La Palma.
4. Designate the areas that overlap between the Buena Park Library District's boundaries with the City of Fullerton as special study areas until the next sphere of influence update or until the two agencies reach an agreement. This will enable the district and city to investigate the "spill over" territory, discuss the adverse fiscal impacts to the district should the city pursue detachment at some time in the future, and negotiate a mutually agreeable resolution.

MSR Summary - Placentia Library District

The Placentia Library District is one of two independent library districts operating in Orange County. The nine determinations for PLD are examined in great detail beginning on page 37 of this report. Based on its analysis of the PLD's structure and service provision, LAFCO staff came to the following conclusions:

- ♦ PLD's infrastructure is sound and adequate for the district to provide library services and programs. However, after nearly 30 years at the same location, the library is outgrowing its building space. The district's Board of Trustees is exploring the construction of a new facility as well as remodeling, renovation, and expansion options for its current facility.
- ♦ PLD's expenditures appear to be based on efficient methods of operation. The district is fiscally solvent and has adequate revenues.
- ♦ PLD organizational structure is sound, and it provides efficient and cost effective services.
- ♦ PLD's fee schedule is very much in line with those of other public libraries throughout the county. As a non-enterprise district, its revenues are primarily derived from property tax revenue rather than fees. PLD has the option of charging patrons that reside beyond the district's service boundaries an annual library card fee. While this would likely result in an additional revenue stream for the district, the district's collaborative partnership with the Santiago Library System prohibits PLD from charging library card fees. Further, if the district began charging library card fees, it could jeopardize certain state grants and subsidies for which it currently qualifies.
- ♦ PLD commissioned independent consolidation studies in 1994 aimed at exploring different governance options. The consolidation study's final recommendation was that PLD continue to function as independent special district. Staff found no evidence to suggest that any of the factors examined in



the consolidation study have changed and would result in a different finding if the district commissioned a new consolidation study today.

- ♦ PLD operates with a high degree of transparency and is highly accountable to the public.

SOI Summary - Placentia Library District

The Placentia Library District's sphere of influence was established by LAFCO on November 26, 1975 and has not been comprehensively reviewed since. While the district's actual service territory is mostly confined to the City of Placentia, there is an area of the district's service territory that overlaps the City of Anaheim. Further, there is an area within the City of Placentia's corporate boundaries that is not included in the library district's service territory.

There are no laws mandating that the Placentia Library District's service territory be contiguous with that of the City of Placentia. However, there should not be an overlap in service boundaries between the library district and the city, as Anaheim maintains and operates an independent city library. Similarly, the entirety of the City of Placentia should logically be included in PLD's service territory.

PLD would suffer no adverse fiscal impacts if it were to concurrently annex the entirety of Placentia AND detach its service territory in the City of Anaheim. Therefore, staff recommends that the Commission modify the Placentia Library District's existing sphere of influence as follows:

1. Modify the Placentia Library District's sphere of influence boundaries to *include* the entirety of the City of Placentia.
2. Modify the Placentia Library District's sphere of influence boundaries to *exclude* territory in the City of Anaheim.



INTRODUCTION

Statutory Requirements

In 2000, the state of California Legislature broadened LAFCO's authority by directing the agency to conduct comprehensive reviews of the delivery of municipal services provided in the County and any other area deemed appropriate by the Commission. Additionally, legislators directed LAFCOs to complete sphere of influence reviews and updates of agencies under LAFCO's jurisdiction not less than every five years.

Overview of Municipal Service Review (MSR) Law—Government Code §56430

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCO review municipal services before updating the spheres of influence and to prepare a written statement of determination with respect to each of the following:

1. Infrastructure needs or deficiencies;
2. Growth and population projections for the affected area;
3. Financing constraints and opportunities;
4. Cost avoidance opportunities;
5. Opportunities for rate restructuring;
6. Opportunities for shared facilities;
7. Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers;
8. Evaluation of management efficiencies; and
9. Local accountability and governance.

The MSR process does not require LAFCO to initiate changes of organization based on service review findings; it only requires that LAFCO make determinations regarding the provision of public services per Government Code Section 56430. MSRs are not subject to the provisions of the California Environmental Quality Act (CEQA) because they are only feasibility or planning studies for possible future action that LAFCO has not approved (Cal. Pub. Res. Code § 21150). The ultimate outcome of conducting a service review, however, may result in LAFCO taking discretionary action on a change of organization or reorganization.



Overview of Sphere of Influence (SOI) Law—Government Code §56425

LAFCO is also charged with adopting a sphere of influence for each city and special district within the county. A sphere of influence is a planning boundary that designates the agency's probable future boundary and service area. Spheres are planning tools used by LAFCO to provide guidance for individual proposals involving jurisdictional changes. Spheres ensure the provision of efficient services while discouraging urban sprawl and the premature conversion of agricultural and open space lands. The Cortese-Knox-Hertzberg (CKH) Act requires LAFCO to develop and determine the sphere of influence of each local governmental agency within the county, and to review and update the SOI every five years. In determining the SOI, LAFCO must address the following:

1. Present and planned land uses in the area, including agricultural and open-space lands;
2. Present and probable need for public facilities and services in the area;
3. Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide; and
4. Existence of any social or economic communities of interest in the area if LAFCO determines that they are relevant to the agency.

Environmental Review

Municipal service reviews (MSR) are subject to the California Environmental Quality Act (CEQA) and LAFCO is the lead agency. The MSR proposal is considered Categorically Exempt from CEQA pursuant to section 15306 of the CEQA guidelines. This section exempts basic data collection, research, experimental management, and resource evaluation activities that do not result in a serious or major disturbance to an environmental resource. This type of exemption may be used strictly for information gathering purposes, or as part of a study leading to an action that a public agency (in this case LAFCO) has not yet approved, adopted, or funded. The information gathered for the municipal service reviews will not have an effect upon any environmental resource.

The sphere of influence updates, if approved, will modify the boundaries of the library districts' existing spheres slightly. However, no environmental impacts will result and Section 15061b(3) of the CEQA Guidelines would apply since there is no possibility that the SOI update will have a significant effect on the environment.



AGENCY OVERVIEWS

Library Service Provision in Orange County

Eleven separate entities provide library services to Orange County's citizenry:

- The Orange County Public Library branches has nearly 30 library throughout Orange County
- Eight Orange County cities maintain independent city libraries. Those are the cities of Anaheim, Fullerton, Huntington Beach, Mission Viejo, Newport Beach, Orange, Santa Ana, and Yorba Linda.
- The county also has two public library districts, the Buena Park Library District and Placentia Library District.

The Orange County Public Library system has 28 library branches operating in unincorporated county territory and 22 cities: Aliso Viejo, Brea, Costa Mesa, Cypress, Dana Point, Fountain Valley, Garden Grove, Irvine, La Habra, La Palma, Laguna Beach, Laguna Hills, Laguna Niguel, Laguna Woods, Rancho Santa Margarita, San Clemente, San Juan Capistrano, Seal Beach, Stanton, Tustin, Villa Park, and Westminster. (See *Figure 3a, OCPL Branch Map*.)

Figure 3a, OCPL Branch Map





The County of Orange funds the Orange County Public Library system (OCPL). The Board of Supervisors adopts a budget annually, allocating a certain amount of the county's general fund to the operation and maintenance of the OCPL's branches countywide. The property tax revenues that the County receives for the provision of library services are augmented by \$1 million in revenues contributed by the City of Irvine annually.

The cities of Anaheim, Fullerton, Huntington Beach, Mission Viejo, Newport Beach, Orange, Santa Ana, and Yorba Linda are not part of the Orange County Public Library system. These eight cities have opted instead to operate and maintain independent libraries. Much in the way the County allocates a percentage of its general fund to the OCPL system, these cities' respective city councils adopt an annual budget and designate funds to the operation and maintenance of their independent libraries.

In the case of the County of Orange and the eight cities that maintain libraries as a department of the city, the property tax apportionment that the city/county receives for the provision of library services is combined with the agency's overall property tax apportionment, to be allocated by the agency's governing board across all of the agency's departments in whatever fashion its board sees fit. This means that an agency may ultimately decide to utilize funding earmarked for libraries for another service/department.

Independent Library Districts

Although most California public libraries, including those in Orange County, are organized as departments of general city or county government as previously described, a small number are organized as single-purpose districts separate from their respective counties and/or cities. The state has twelve independent library districts. Those districts are governed by independent Boards of Trustees and receive their own separate property tax funding.

The need for library services near what are now the cities of Buena Park and Placentia *preceded* the incorporation of the respective cities. As such, the Buena Park Library District (BPLD) and Placentia Library District (PLD) are two of the five independent library districts in the state of California formed under Education Code §§19600-19734, *Library Districts and Museums in Unincorporated Towns and Villages*. (As stated previously, the state has twelve total library districts. The other seven were formed under different sections of the Education Code.)

As independent special districts, BPLD and PLD's principal source of income is property tax revenue. Each district's funding is independent of its respective city's



funding and that of the County of Orange. Unlike the Orange County Public Library system and the eight independent city library systems operating countywide, BPLD and PLD's property tax apportionments belong solely to each library district and are therefore safeguarded from being shifted to a purpose other than library services.

Buena Park Library District

The Buena Park Library District's mission is as follows:

The Buena Park Library District is committed to meeting the information needs of its culturally diverse community.

- *We provide a vast array of resources in a variety of formats representing diverse points of view.*
- *We employ a dedicated, responsive staff that takes pride in providing expert service.*
- *We provide programs and services that are based on community needs.*

The Buena Park Library District was founded in 1919 under Education Code §§19600-19734, *Library Districts and Museums in Unincorporated Towns and Villages*. The district, which celebrated its 85th anniversary in 2004, began as a town library comprised primarily of donated books in 1905. Nearly fifteen years later, members of the Buena Park Women's Club formed a committee to explore the establishment of a public library, and in 1919, following a community vote, the Buena Park Library District was officially founded. The formation of the library district far precedes the City of Buena Park itself, which did not incorporate until 1953.

The current library building at 7150 La Palma Avenue in Buena Park opened to the public in 1969, just in time for the library district's 50th

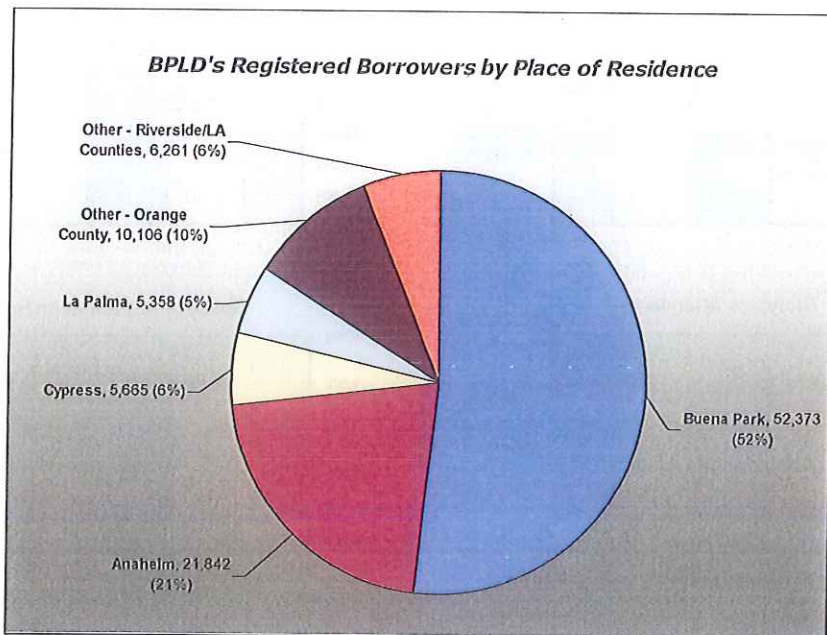
anniversary. The library had gone from a meager 283 books in 1920 to more than 100,000 volumes.





BPLD's service territory today spans approximately 12.4 square miles and encompasses an estimated population of 80,600 people. While the district's actual service territory is mostly confined to the City of Buena Park, the district provides library services to people all over southern California. The district serves the Buena Park and Centralia School Districts, as well as two elementary school districts, Savanna and Cypress School Districts, and two high school districts, Anaheim Union and Fullerton Joint Union School Districts. Further, as is demonstrated in *Chart 3b* below, BPLD has more than 100,000 registered borrowers in more than 20 cities in Orange County as well as cities throughout Los Angeles and Riverside counties.

Chart 3b, BPLD's Registered Borrowers by Place of Residence*



*Registered borrowers represent ALL registered cardholders in the BPLD's circulation system.

The Buena Park Library District is open to the public 54 hours per week: Monday through Thursday, 10 a.m. to 8 p.m. and Friday and Saturday, 10 a.m. to 5 p.m. The district's current collection has more than 150,000 books, magazines, musical CDs, videos, and Internet resources.

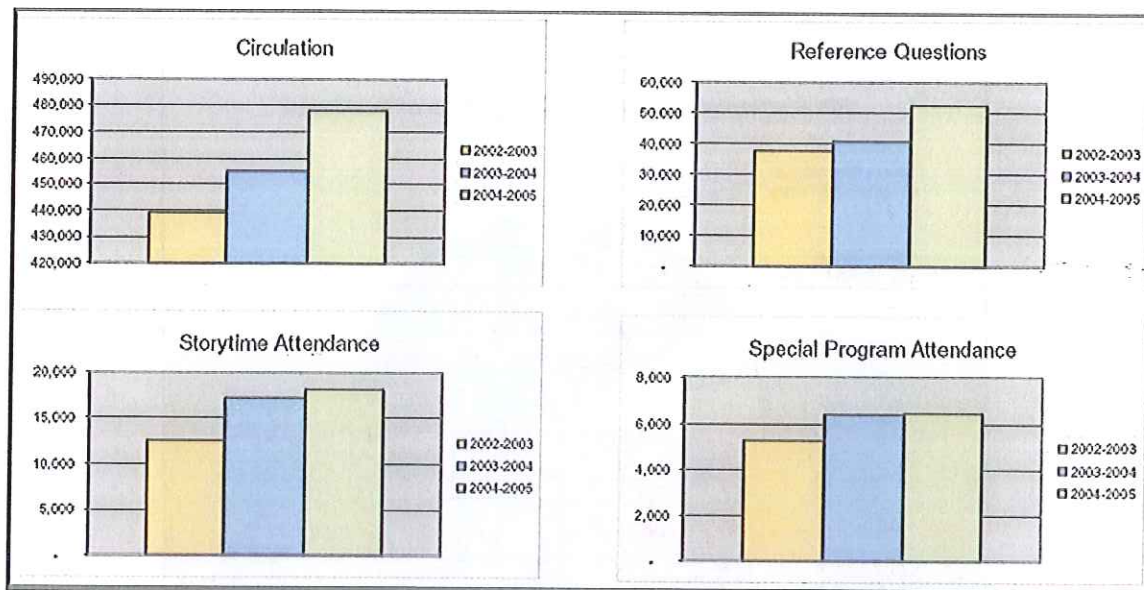
Beyond its extensive collection, BPLD provides a wide range of other programs and services to its users. Children 0-14 years of age represent more than 49 percent of the district's registered user, so the district puts a lot of emphasis on programming for this demographic. Children's services offered by the district include movie screenings,



clubs, homework help, seasonal reading programs, and weekly story times. The district sponsors teen services and programs, which include reading programs, college research and résumé writing workshops, and SAT preparation seminars. The district also offers special programs and workshops geared for its adult patrons, including classes on financial planning, historical speakers, and fine arts programs.

As *Chart 3c, BPLD Use Statistics*, demonstrates, the district has experienced circulation increases over the past several years and a corresponding increase in reference questions and program attendance.

Chart 3c, BPLD Use Statistics



*SOURCE: BPLD 2004-2005 Annual Report

A five-member Board of Trustees governs the Buena Park Library District. The district's Library Director, Louise Mazerov, appointed by the district's Board in 2003, oversees the district's day-to-day operations and manages the district's 20 full-time and 12 part-time staff members.



Placentia Library District

The Placentia Library District's mission is as follows:

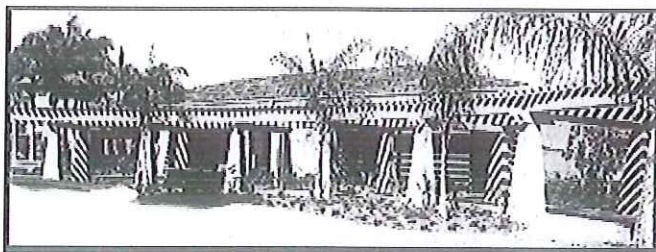
To provide library services and materials that are responsive to the informational, recreational, educational and cultural needs of all members of the community.

THE PURPOSE OF PLACENTIA LIBRARY DISTRICT IS TO:

- *Acquire, organize and maintain a collection of print and non-print materials to meet the informational, recreational, educational and cultural reading, listening and viewing needs of the residents of the District and other eligible users.*
- *Provide qualified staff to assist the public with the use of the collection and the information contained therein.*
- *Provide and operate the library facility that is free of physical barriers, to house the collection and services, to provide reading and study space for users, and to provide space for library and community programs.*
- *Collect, preserve and maintain a collection of published and unpublished material about the City of Placentia and contiguous communities about the current and prior residents of Placentia, and published materials by authors who reside or who have resided in Placentia.*

The Placentia Library District was established on September 2, 1919 under Education Code §§19600-19734, *Library Districts and Museums in Unincorporated Towns and Villages*. The formation of the library district precedes the City of Buena Park itself, which did not incorporate until 1926.

While the library was established in 1919, the library didn't have a facility until the following January, when it opened a reading room for which it paid \$60 per month in rent. The library's first employee, Sara Rideout, was hired at 25 cents an hour to staff the reading room and act as the janitor. The library's entire collection was a meager 198



books. The library grew little by little in its first years, and the district soon constructed a library building of its own, which opened to the public in February 1927.

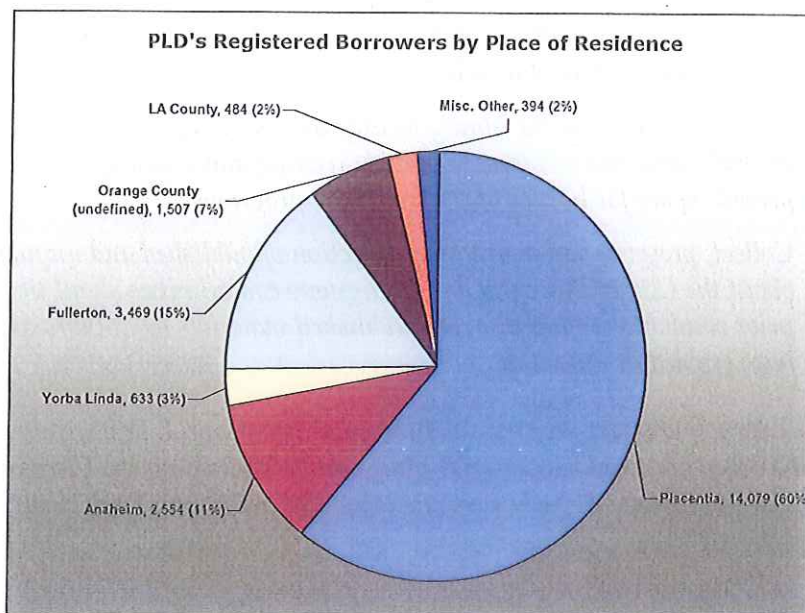
The current library building at 411 East Chapman Avenue in Placentia

opened to the public in September 1974, 55 years after the district's founding. Author Ray Bradbury spoke at the library's dedication presentation.



PLD's service territory today spans approximately 7 square miles and encompasses an estimated population of 53,200 people. While the district's actual service territory is mostly confined to the City of Placentia and the city's one large unincorporated island, the district provides library services to residents all over southern California. As is demonstrated in *Chart 3d* below, PLD has 23,120 total registered borrowers in more than 10 cities in Orange County as well as cities throughout Los Angeles, Riverside, and San Diego counties. The district also serves the Yorba Linda-Placentia Unified School District.

Chart 3d, PLD's "Active" Registered Borrowers by Place of Residence*



*"Active" borrowers are those who have used their library card within the last 24 months.

According to the district's 2004-2006 annual report, Placentia residents accounted for 60 percent of the district's circulation figures, Anaheim and Yorba Linda another 17 percent, and residents of other communities accounted for 23 percent.

The Placentia Library District's facility on East Chapman Avenue is located in the City of Placentia's Civic Center complex adjacent to the Placentia City Hall. It is open to the public 57 hours per week. Its hours of operation are as follows:

- Monday through Wednesday, 9 a.m. to 9 p.m.
- Thursday, 9 a.m. to 6 p.m.
- Friday, CLOSED



- Saturday, 9 a.m. to 5 p.m.
- Sunday, 1 p.m. to 5 p.m.

The Placentia Library District's current collection has more than 125,000 books, magazines, musical CDs, videos, and Internet resources. The district's total circulation for FY 2003-2004 was 177,565, which equates to more than 3,000 items per week and exceeds 34,000 items per librarian per year.

Beyond its extensive collection, PLD provides a wide range of other programs and services to its users, including passport services, seasonal reading programs for children and teens, as well as tutoring and homework help. The district offered 250 total activities in FY 2004-2005. Total participation for all the districts programs and activities combined was nearly 11,000.

The crown jewel of the district's programs and services is the Placentia Library Literacy Services (PLLS), for which the district was awarded the California Special District Association's "Innovative Program Award" in September 2005. Initiated in 1984, PLLS



is the only full-service, library-based literacy program in north Orange County and annually serves more than 600 children, adults, and families who reside in eleven different cities throughout the county. The program offers a wide range of services at the Placentia Library and local schools, including one-on-one tutoring for children as well as adults and English Language and Literacy Intensive (ELLI) tutoring. PLLS services also include Families for the Literacy and the Placentia Rotary Reading Enrichment Program.

PLD is also committed to preserving the community's historical treasures. The district operates the Placentia History Room at its Chapman Avenue location and proudly serves as the official record keeper of the community's rich past. The History Room creates public exhibits throughout the year and engages in important research projects in an effort to educate and inform the public.

A five-member Board of Trustees governs the Placentia Library District. The district's Library Director, Elizabeth Minter, oversees the district's day-to-day operations and manages the district's 14 full-time and 16 part-time staff members.



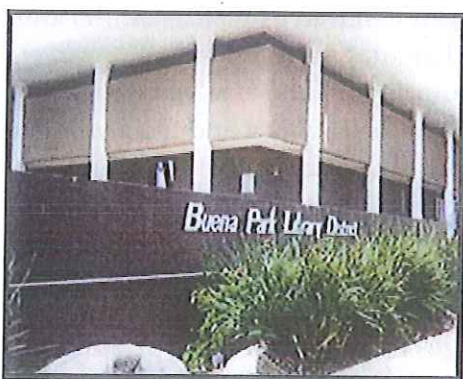
REVIEW & ANALYSIS OF SERVICE PROVISION – BUENA PARK LIBRARY DISTRICT

This section of the report addresses the nine determinations in accordance with Government Code Section 56430. The determinations are statements that draw conclusions, based on data related to agency operations and services, infrastructure, population and growth projections, and fiscal data. The nine municipal service review determinations are interdependent and some of the issues related to each of the nine determinations may overlap.

Infrastructure Needs or Deficiencies

This determination addresses the adequacy of existing and planned infrastructure needed to accommodate future growth and the efficient delivery of public services.

The Buena Park Library District maintains a collection of over 150,000 books, magazines, musical CDs, videos, and Internet resources to its more than 100,000



registered users from all over southern California. The district also offers a wide variety of programs to its children, teen, and adult patrons, including weekly story times, reading programs, and teaching workshops highlighting topics ranging from college preparation to first aid and safety to financial planning.

The district's collection of books and multi-media resources are kept at 7150 La Palma Avenue in Buena Park. This is BPLD's sole facility, and its 45,750 square feet serve as a library and the district's administrative offices. It also houses an auditorium and public meeting room.

The district's Board of Trustees adopts an annual budget and earmarks funds for the necessary capital improvement projects. Through this process, the Board has ensured



that the building, which opened to the public in 1969, has kept pace with the community's growing and changing demographics over more than three decades.

Capital improvements in FY 2003-2004 totaled nearly \$24,000. Recent improvement projects include the installation of emergency lighting, remodeled restrooms, and parking lot resurfacing. The district's Board has directed the Library Director to develop a five-year capital expenditure plan for its review and approval. Capital improvements on the horizon include the potential construction of a disabled access ramp and the installation of an independent air conditioning system for the library's computer room.

Staff finds that the district's infrastructure and facilities are adequate to serve its registered patrons now and into the foreseeable future.

Growth and Population Projections

The Buena Park Library District's service territory very closely aligns with the City of Buena Park's corporate boundaries. The City of Buena Park is primarily built-out. Even so, according to projections prepared by Cal State Fullerton's Center for Demographic Research, the population of Buena Park will increase by just over 10,000 people in the next twenty years, growing from 81,608 residents to 91,642 from 2005 and 2025.

While BPLD's actual service territory very nearly mirrors the City of Buena Park, it is important to note that the district provides services to more than just Buena Park residents. BPLD has more than 100,000 registered card users in more than 20 cities in Orange County as well as cities throughout Los Angeles and Riverside counties. Only 52,373 of the district's 101,605 total library cardholders reside in Buena Park. Another 21,842 reside in Anaheim, and nearly 14,000 others reside in Cypress, La Palma, and Fullerton.

Orange County currently has over three million residents and is expected to grow to 3.5 million people by the year 2020. While it is difficult to predict how big an impact countywide population growth will affect the district, the district's total registered borrowers will undoubtedly increase somewhat with the population.

The district will primarily be affected by population growth occurring in Buena Park and the cities in close proximity to the district's library. Currently, approximately 64 percent of Buena Park residents are patrons of the BPLD. If the ratio remains the same, BPLD will gain about 6,400 registered borrowers due to Buena Park's population growth. Anaheim, as another example, is projected to experience an increase of nearly 40,000 by 2025. Only 6.4% of Anaheim's current population are patrons of BPLD. If the



ratio remains stagnant, BPLD will gain an additional 2,560 registered cardholders due to Anaheim's population growth.

Financing Constraints & Opportunities

As a non-enterprise special district, the Buena Park Library District's principal source of income is a property tax proration, or a portion of the basic secured and unsecured property taxes levied on properties and improvements within the district's boundaries. The district's funding sources consist of four elements:

1. Property Taxes
2. Revenue from other Agencies
3. Interest Earnings
4. Other Revenue

As demonstrated in *Table 4a, BPLD Revenues vs. Expenses*, BPLD is currently in a stable financial position.

Table 4a, BPLD Expenses vs. Revenues (FY 2003-2004)

BPLD – Operating Revenues vs. Expenses (FY 2003- 2004)		
REVENUES:		
General Revenue: (property taxes and assessments, interest earnings)	\$	1,623,715
Program/Service/Other Revenue: (grants, contributions, and charges for services)	\$	180,594
TOTAL REVENUE:	\$	1,804,309
EXPENSES:		
Employee Salaries/Benefits:	\$	1,064,020
Other Expenses: (materials and services, facilities, depreciation)	\$	681,838
TOTAL EXPENSES:	\$	1,745,858
TOTAL REVENUE:	\$	1,804,309
TOTAL EXPENSES:	\$	1,745,858
FY 2003-2004 SURPLUS:	\$	58,451

SOURCE: FY 2003-2004 BPLD Audited Financial Statements

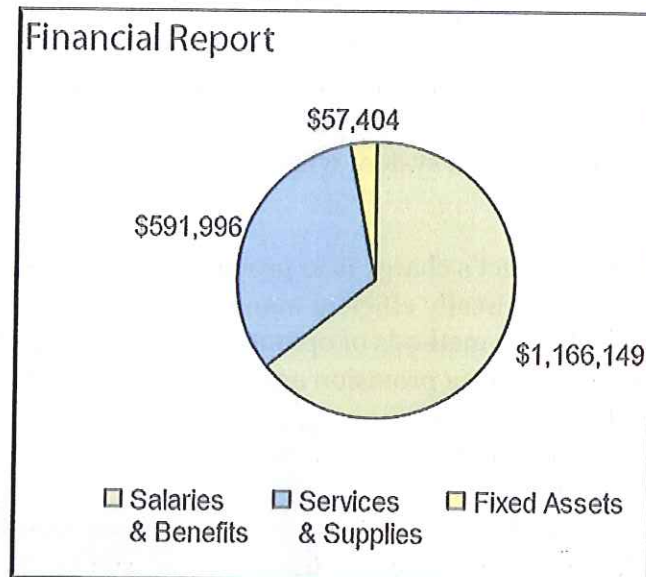
Total revenues outpaced total expenses in FY 2003-2004 by \$58,451. Revenues in the amount of \$1,804,309 in FY 2003-2004 represented a 1.3 percent increase over FY 2002-2003. Further, revenues totaling \$1,780,688 in FY 2002-2003 represented a 4.2 percent



increase over FY 2001-2002. These revenue increases are primarily attributed to increases in property tax and assessment revenues.

Expenditures for FY 2004-2005 have remained relatively stagnant, as is demonstrated in *Chart 4b* below.

Chart 4b, BPLD Expenditures by Category, FY 2004-2005



To ease state revenue shortfalls, the state required the Buena Park Library District (and all other California special districts) to return a portion of its property tax revenue to the state's coffers in FY 2003-2004 and FY 2004-2005. BPLD returned a total of \$723,135 in FY 2003-2004 and another \$749,526 in FY 2004-2005.

The Buena Park Library District is committed to maintaining and strengthening its existing library services. Under the direction of the district's Board of Trustees, the Library Director is investigating means to augment the district's revenue. BPLD is pursuing grants through the Library Services and Technology Act as well as grants offered by the community's major companies. Further, the district is preparing to offer Passport Acceptance Services beginning in January 2006, a program that has the potential to generate extra revenue for the district. For example, the county's other public library district, the Placentia Library District, began offering such services in 1998 and has since generated net profits exceeding \$700,000 from the program, more than \$200,000 in FY 2004-2005 alone.



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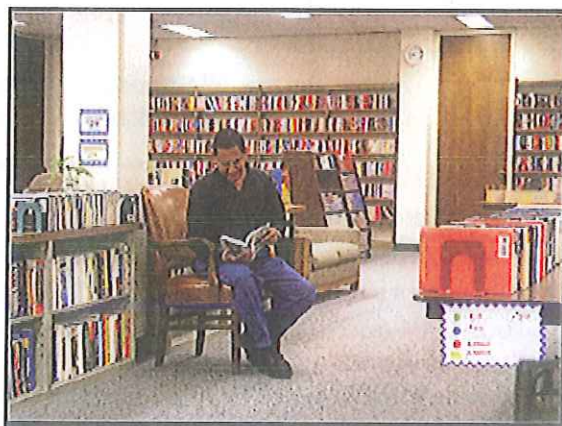
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BPLD also formed its own Volunteer Guild, a non-profit support organization dedicated to helping the library provide enhance its service provision without incurring additional costs. The guild also raises money for the library through various fundraising campaigns and the combination bookstore/coffee shop it operates on the library's second floor.

Evaluation of Management Efficiencies / Cost Avoidance / Opportunities for Shared Facilities

While these are three separate determinations, management efficiencies, cost avoidance, and facilities sharing are inter-related. As public agencies, special districts must maintain an efficient management system while providing services in a cost effective and logical manner.

The Buena Park Library District's charge is to provide library service to its constituents. It does so in an effective and fiscally efficient manner. All of BPLD's expenditures appear to be based on efficient methods of operation. The majority of costs associated with district operation and service provision are related to staff salaries and benefits (nearly 61 percent). BPLD has 20 full-time and 12 part-time employees and has done what it can to minimize staffing costs while retaining a capable and knowledgeable work force. The district has been diligent in minimizing costs while augmenting services through the employ of its Volunteer Guild.



The district's organizational structure is sound and efficient. A five-member Board of Trustees elected at large governs the Buena Park Library District. The Board employs a Library Director who has full authority and responsibility for the district's daily operations and overall management of district staff. The district's operational and administrative services are organized into four units: 1) Reference and Children Services, 2) Circulation Services, 3) Technical Services, and 4) Maintenance Services.

Regarding other cost avoidance mechanisms, the library district's unique charge makes it difficult for the district to share facilities, equipment, staff, etc. However, the district collaborates with many organizations within the community at many different levels, including partnerships with the Centralia and Buena Park School Districts (e.g., Project Safe-T and the Even Start Program) and the City of Buena Park (e.g., the city's Fine Art's



Commission and Parks and Recreation department). The library is also a member of the Buena Park Chamber of Commerce and the Buena Park Women's Club.

As an aside, BPLD participates in interlibrary loan services. However, according to the Library Director, BPLD's collection is current enough that the library gets very few requests to borrow materials from other libraries.

Opportunities for Rate Restructuring

The nature of library service provision makes it difficult for the Buena Park Library District, or any library service provider for that matter, to generate revenue. While BPLD generated \$1,804,309 in FY 2003-2004, most of that was in the form of property tax revenue and state subsidies granted for the provision of library services. Only \$87,166 came from service fees charged by the library district.



Potential patrons can receive a library card free of charge with the verification of a current address. The district charges \$1.00 for the replacement of a lost card. All other district services are free of charge with the exception of fines for overdue materials and the replacement of lost or damaged materials. The district charges 20 cents per day, per item for overdue materials, with the exception of DVDs and videotapes, for which a fine of \$2.00 per day, per title is

incurred. The district charges a \$10 fee for lost materials, plus the cost of replacing the item. The district's fee schedule is very much in line with those from other libraries throughout the county. The district's various programs are free to the public.

BPLD has the option of charging patrons that reside beyond the district's service boundaries an annual library card fee. The Santa Ana Public Library, for example, charges visitors and non-residents \$15 for a one-day library pass and \$45 for an annual pass. While this would likely result in a substantial revenue stream for the district given the number of patrons it services beyond its service territory, the district's Board of Trustees is opposed to charging fees of this nature. The Board has a strong "open access" philosophy and believes in keeping library services free to the public. Further, if the district began charging library card fees, it could jeopardize certain state grants and subsidies for which it currently qualifies. Further, the district would be forced to leave the Santiago Library System and would then lose the membership benefits of being affiliated with the organization.



Government Structure Options

Several government structure options are different from the Buena Park Library District's current government structure:

- BPLD could remain an independent special district.
- BPLD could merge with the City of Buena Park.
- BPLD could become a subsidiary district of the City of Buena Park.
- BPLD could merge with the Orange County Public Library system.

The Buena Park Library District and Placentia Library District each commissioned independent consolidation studies in 1994 aimed at exploring these different governance options. The final report on the BPLD consolidation feasibility study, prepared by BSI Consultants of Santa Ana, dismissed the three consolidation options:

- "Consolidation of the Library District with the City of Buena Park would at best produce only minimal cost savings and would generate no new revenues for the library. The alternative of merging the library district with the city would not resolve the district's funding crisis either."
- "Establishing the library district as a subsidiary district of the city would secure the library's share of local property tax revenue for library purposes. However, other library revenues could be reallocated to other city needs as directed by city council policy."
- "Further consideration of consolidating the library district with the Orange County Public Library should be discontinued, as this alternative would not improve the library district's short or long-term financial prospects."

The consolidation study's final conclusion was that both independent library districts had effectively managed their resources and that the districts' management policies had resulted in the delivery of high-level, cost efficient library services in both service areas.

The 1994 consolidation study recommended that both the Buena Park Library District and Placentia Library District dismiss the potential consolidation options and continue to function as independent special districts. Staff found no evidence to suggest that any of the factors examined in the consolidation study have changed and would result in a different finding if the districts commissioned new consolidation studies today.



Local Accountability & Governance

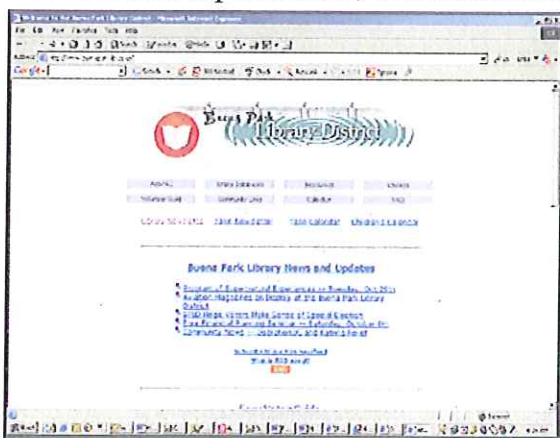
A five-member Board of Trustees elected at-large governs the Buena Park Library District. Each serves a fixed four-year term on the BPLD Board of Trustees, and Board members may serve more than one term without limit if reelected. The Orange County Board of Supervisors appoints mid-term replacements only. *Table 4c, BPLD Board of Trustees*, details the current composition of the district's Board.

Table 4c, BPLD Board of Trustees

Board Trustee	Election/Appt. Details	Term Details	Compensation
Bob Niccum, President	Elected by the voters of Buena Park	11/4/2002 - 11/6/2006	The Education Code prohibits library district Trustees from receiving any compensation or benefits. Trustees' travel and education expenses, however, are paid by the library district.
Lucinda Alibrandi, PhD	Elected by the voters of Buena Park	11/4/2002 - 11/6/2006	
Patricia Ganer	Appointed by BOS in lieu of election	12/05/2004 - 12/05/2008	
Donna Miller	Appointed by BOS in lieu of election	12/05/2004 - 12/05/2008	
Dennis Salts	Appointed by BOS in lieu of election	12/05/2004 - 12/05/2008	

The district's Board of Trustees convenes on the first Tuesday every month at 5:30 p.m. in the Library Board Room. All Board meetings are open to the public.

The Board employs a Library Director who has full authority and responsibility for the district's day-to-day operations, which include the administration and control of revenues and expenditures, execution of district policies and procedures, and overall



management of the district's 32 full- and part-time employees. The district's current Library Director, Louise Mazerov, has been in that capacity since 2003.

The Buena Park Library District maintains its own public website at <http://www.buenapark.lib.ca.us/>. The website features easily accessible information about the library's location, its hours of operation, a monthly newsletter, links to community resources, and

information on the district's programs and services, including teen and children's calendars. The website is equipped with a searchable database listing of the library



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district's entire collection. Unfortunately, the district's website neglects to highlight information on the Board of Trustees. The website does not list the Board members, detail the Board's monthly meeting time and location, or include the Board's meeting agendas or minutes.



THE NINE DETERMINATIONS – BUENA PARK LIBRARY DISTRICT

Infrastructure Needs or Deficiencies

The Buena Park Library District's infrastructure is sound and adequate for the district to serve the county. The district's Board of Trustees adopts an annual budget and earmarks funds for the necessary capital improvement projects. Through this process, the Board has ensured that its 45,750 square foot library facility, which opened to the public in 1969, has kept pace with the community's growing and changing demographics over more than three decades. Further, the district's Board has directed the Library Director to develop a five-year capital expenditure plan for its review and approval.

The district does not appear to have any infrastructure needs or deficiencies that would prevent it from providing library services to its patrons.

Growth and Population Projections

The Buena Park Library District's service territory very closely aligns with the City of Buena Park's corporate boundaries. The City of Buena Park is primarily built-out, but the population of Buena Park is projected to increase by just over 10,000 people in the next twenty years, growing from 81,608 residents to 91,642 from 2005 and 2025.

While BPLD's actual service territory very nearly mirrors the City of Buena Park, it is important to note that the district provides services to more than just Buena Park residents. Only 52,373 of the district's 101,605 library cardholders reside in Buena Park. Another 21,842 reside in Anaheim, and nearly 14,000 others reside in Cypress, La Palma, and Fullerton. The district will primarily be affected by population growth occurring in Buena Park and cities in close proximity to the district's library.

Financing Constraints & Opportunities

The Buena Park Library District's revenues are adequate to provide library services to its service area. The district is financially solvent and operates efficiently. The district's



audited financial statements for FY 2003-2004 and FY 2002-2003 both demonstrated a surplus in revenues over expenditures, which can be primarily attributed to increases in property tax and assessment revenues while the district has kept service costs low.

To ease state revenue shortfalls, the state required the Buena Park Library District (and all other California special districts) to return a portion of its property tax revenue to the state's coffers in FY 2003-2004 and FY 2004-2005. BPLD returned a total of \$723,135 in FY 2003-2004 and another \$749,526 in FY 2004-2005.

The district will begin offering Passport Acceptance Services in 2006 as a means to generate more revenue. The district may also want to consider adding notary services, much like the Placentia Library District is planning to do, as another revenue source.

Staff did not identify any financial constraints.

Cost Avoidance Opportunities

All of the Buena Park Library District's expenditures appear to be based on efficient methods of operation. The majority of costs associated with district operation and service provision are related to staff salaries and benefits. The district's staff is appropriate for service levels. The district has been diligent in minimizing costs by employing a Volunteer Guild to augment service provision without cost to the district.

Staff did not identify any cost avoidance mechanisms. The library district's unique charge makes it difficult for the district to share facilities, equipment, staff, etc. with other agencies of its kind.

Opportunities for Rate Restructuring

The nature of library service provision makes it difficult for the Buena Park Library District, or any library service provider for that matter, to generate revenue. Most of the Buena Park Library District's "revenue" is in the form of property tax revenue and state subsidies granted for the provision of library services. Very little resulted from service fees charged by the library district.

BPLD has the option of charging patrons that reside beyond the district's service boundaries an annual library card fee. While this would likely result in a substantial revenue stream for the district given the number of patrons the district serves beyond its service territory, the district's Board of Trustees is opposed to charging fees of this nature. The Board has a strong "open access" philosophy and believes in keeping library services free to the public. Further, if the district began charging library card fees, it could jeopardize certain state grants and subsidies for which it currently



qualifies. Further, the district would be forced to leave the Santiago Library System and would lose the membership benefits of being affiliated with the organization.

The district's fee schedule is very much in line with those of other libraries throughout the county. Staff did not identify any opportunities for rate restructuring.

Opportunities for Shared Facilities

The Buena Park Library District's 45,750 square foot library facility at 7150 La Palma Avenue in Buena Park houses the district's library and district offices as well as an auditorium and small meeting room that is open for public use. The space is adequate for the district's current functions and services. The library district's unique charge makes it difficult for the district to share facilities, equipment, staff, etc.

Government Structure Options

The Buena Park Library District commissioned independent consolidation studies in 1994 aimed at exploring four different governance options: 1) BPLD could remain an independent special district; 2) BPLD could merge with the City of Buena Park; 3) BPLD could become a subsidiary district of the City of Buena Park; or 4) BPLD could merge with the Orange County Public Library system.

The consolidation study's final recommendation was that the Buena Park Library District continue to function as independent special district. Staff found no evidence to suggest that any of the factors examined in the consolidation study have changed and would result in a different finding if the district commissioned a new consolidation study today.

Evaluation of Management Efficiencies

The Buena Park Library District's organizational structure is sound and efficient. A five-member Board of Trustees elected at large governs the district. The Board employs a Library Director who has full authority and responsibility for the district's daily operations and overall management of the district's 32 full- and part-time employees.

Staff did not identify any issues regarding the district's management efficiency.

Local Accountability & Governance

The Buena Park Library District's Board of Trustees is elected by the district's constituents and is therefore held accountable to the citizens of the district. All district meetings are conducted in public in accordance with the Brown Act.



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While the district maintains a public website providing general information, the district should add a section its website highlighting information on the Board of Trustees. The website should list the Board members names and terms of office, as well as detail the Board's monthly meeting time and location and include the Board's monthly agendas and meeting minutes.



REVIEW & ANALYSIS OF SERVICE PROVISION – PLACENTIA LIBRARY DISTRICT

This section of the report addresses the nine determinations in accordance with Government Code Section 56430. The determinations are statements that draw conclusions, based on data related to agency operations and services, infrastructure, population and growth projections, and fiscal data. The nine municipal service review determinations are interdependent and some of the issues related to each of the nine determinations may overlap.

Infrastructure Needs or Deficiencies

This determination addresses the adequacy of existing and planned infrastructure needed to accommodate future growth and the efficient delivery of public services.

The Placentia Library District maintains a collection of over 125,000 books, magazines, musical CDs, videos, and Internet resources to its more than 22,000 registered users from all over southern California. The district also offers a wide variety of programs to its children, teen, and adult patrons, including weekly story times, reading programs, and teaching workshops. The district also operates the award-winning Placentia Library Literacy Services, north Orange County's only full-service, library-based literacy program.

The district keeps its collection of books and multi-media resources at 411 East Chapman Avenue in Placentia. The district opened this 22,800 square foot building, PLD's sole facility, in June 1974. It serves as a library and the district's administrative offices and also houses the Placentia History Room. After nearly 30 years at this location, the library is outgrowing this facility. The district's Board of Trustees is exploring the feasibility of constructing a new facility in the Placentia Old Town Redevelopment Project. If construction of a new facility is infeasible, the Board will study remodeling, renovation, and expansion options for its current facility. In the meantime, the district will implement minimal cost facility projects that will improve



staff productivity and enhance the public's ability to use the library and access its many resources.

The district's Board of Trustees adopts an annual budget. While the district does not have a separate capital improvement budget, it earmarks funds for the necessary capital improvement projects on an annual basis. This year, for example, the Board allocated approximately \$200,000 to replacing the facility's security gates and installing radio frequency identification to safeguard its library collection. To date, the Board has utilized its budget process to ensure that the building, which opened to the public in 1974, has kept pace with the community's growing and changing demographics. However, the district's Board has directed the Library Director to develop a multi-year capital expenditure plan for its review and approval as part of the Board's annual strategic planning process.

Growth and Population Projections

The Placentia Library District's service territory very closely aligns with the City of Placentia's corporate boundaries. The City of Placentia is primarily built-out. Even so, according to projections prepared by Cal State Fullerton's Center for Demographic Research, Placentia's total population will increase by nearly 5,000 people in the next twenty years, growing from 49,864 residents to 54,756 from 2005 and 2025.

While PLD's actual service territory very nearly mirrors the City of Placentia, it is important to note that the district provides services to more than just Placentia residents. Circulation numbers for FY 2004-2005 demonstrated that Placentia residents accounted for 60 percent of the district's total annual library circulation. Residents from Anaheim and Yorba Linda collectively accounted for 17 percent, and people from other communities accounted for the final 23 percent.

Orange County currently has over three million residents and is expected to grow to 3.5 million people by the year 2020. While it is difficult to predict how big an impact countywide population growth will affect the district, the district's total cardholders will undoubtedly increase somewhat with the population.

The district will primarily be affected by population growth occurring in Placentia, Anaheim, and Yorba Linda—the cities closest in proximity to the district's library and accounting for most of the district's current registered borrowers. While Placentia's population growth is projected to be negligible, Anaheim is projected to experience an increase of nearly 40,000 residents by 2025, and Yorba Linda is projected to gain nearly 10,000 new residents within the next twenty years.



Financing Constraints & Opportunities

As a non-enterprise special district, the Placentia Library District's principal source of income is a property tax proration, or a portion of the basic secured and unsecured property taxes levied on properties and improvements within the district's boundaries. The district's funding sources consist of three elements:

1. Property Taxes
2. Local Revenue
3. State Library Grants

As demonstrated in *Table 6a, PLD Revenues vs. Expenses*, the Placentia Library District is currently in a stable financial position.

Table 6a, PLD Expenses vs. Revenues

<i>PLD – Operating Revenues vs. Expenses (FY 2003- 2004)</i>		
REVENUES:		
General Revenue: (property taxes and assessments)	\$	1,505,245
Program/Service/Other Revenue: (grants, contributions, and charges for services)	\$	251,823
State Library Grants:	\$	110,739
TOTAL REVENUE:	\$	1,867,807
EXPENSES:		
Employee Salaries/Benefits:	\$	1,013,193
Supplies & Services:	\$	505,453
Books & Materials:	\$	174,627
Equipment:	\$	27,783
TOTAL EXPENSES:	\$	1,721,056
TOTAL REVENUE:	\$	1,867,807
TOTAL EXPENSES:	\$	1,721,056
FY 2004-2005 SURPLUS:	\$	146,751

SOURCE: PLD's FY 2004-2005 Annual Report

Total revenues outpaced total expenses in FY 2004-2005 by \$146,751.

To ease state revenue shortfalls, the state required the Placentia Library District (and all other California special districts) to return a portion of its property tax revenue to the



state's coffers in FY 2003-2004 and FY 2004-2005. PLD returned a total of \$1,304,043 in FY 2003-2004 and another \$1,410,900 in FY 2004-2005.

The Placentia Library District is committed to maintaining and strengthening its existing library services. Beginning in FY 1998-1999, the library district began offering Passport Acceptance Services. The district processed more than 32,500 passports since the program's inception, generating nearly \$735,000. In FY 2004-2005 alone, the district received \$200,510 net profit from passport services. PLD will begin offering notary services in 2006 as an additional revenue stream.

PLD has its own private foundation, the Placentia Library Foundation, which is governed by an independent, eight-member Board of Directors. The foundation was established in 1994 for the purpose of ensuring the future provision of resources and library services through building and managing endowment and capital funds. The foundation provides grants to the Placentia Library District from these funds for circulation materials, library facilities and equipment purchases, and special programs and projects. The foundation received \$46,401 in total contributions from 484 donors in FY 2004-2005.

Evaluation of Management Efficiencies / Cost Avoidance / Opportunities for Shared Facilities

While these are three separate determinations, management efficiencies, cost avoidance, and facilities sharing are inter-related. As public agencies, special districts must maintain an efficient management system while providing services in a cost effective and logical manner.

The Placentia Library District's charge is to provide library service to its constituents. It does so in an effective and fiscally efficient manner. All of PLD's expenditures appear to be based on efficient methods of operation. The majority of costs associated with district operation and service provision are related to staff salaries and benefits (nearly 59 percent). PLD has 14 full-time and 16 part-time employees and has done what it can to minimize staffing costs while retaining a capable and knowledgeable work force.

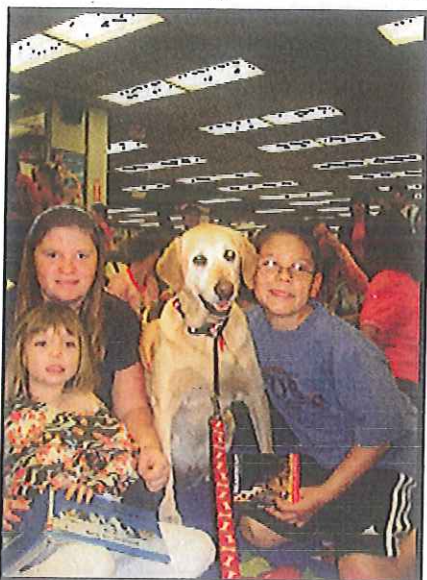
The district has been diligent in minimizing costs while augmenting services by operating a volunteer program. The library's 500+ volunteers provide valuable assistance with their unique talents and abilities, enabling paid staff to focus on the enhancement of services and programs. Volunteer contributions for FY 2004-2005 were significant and include:

- 27,000 total hours of community service



- 4,805 service hours donated to the Friends Bookstore by 61 volunteers
- 16,000 instructional hours provided to 800 students by 300 adult and teen tutors
- Nearly 2,500 hours of check-in, sorting, and shelving of library materials by 89 volunteers
- 702 hours of time donated by 42 volunteers to the district's summer reading program

The district's organizational structure is sound and efficient. A five-member Board of



Trustees elected at large governs the Placentia Library District. The Board employs a Library Director, Elizabeth Minter, who has full authority and responsibility for the district's daily operations and overall management of district 30 staff members. The district's operational and administrative services are organized into five units: 1) Administrative Services, 2) Adult Services, 3) Children Services, 4) Circulation Services, and 5) Technical Services.

The Placentia Library District is one of three libraries that form the Tri-City Library Network. The other two libraries are the Anaheim Public Library and Yorba Linda Public Library. The three libraries share a computer system that tracks the libraries' inventories and circulation records. The system also

uses the same library card, so that a patron of any one of the three libraries may use his/her card throughout the Tri-City Library Network.

Regarding other cost avoidance mechanisms, the library district's unique charge makes it difficult for the district to share facilities, equipment, staff, etc.

Opportunities for Rate Restructuring

The nature of library service provision makes it difficult for the Placentia Library District, or any library service provider for that matter, to generate revenue. While PLD generated \$1,867,807 in FY 2003-2004, most of that was in the form of property tax revenue and state subsidies granted for the provision of library services. Only \$251,823 came from service fees charged by the library district and other local revenues. This includes over \$200,000 in net profits generated by the district's passport services program.



Potential patrons can receive a library card free of charge with the verification of a current address. The district charges \$1.00 for the replacement of a lost card. The district charges fines for overdue materials and the replacement of lost or damaged materials. The district charges 20 cents per day, per item for overdue materials up to a maximum of \$10 per day. The district charges a \$2-5 fee for lost materials, plus the cost of replacing the item. The district offers other services to its patrons for a nominal fee, including laminating, photocopying, and meeting room space. The district's fee schedule is very much in line with those of other libraries throughout the county.

PLD has the option of charging patrons that reside beyond the district's service boundaries an annual library card fee. The Santa Ana Public Library, for example, charges visitors and non-residents \$15 for a one-day library pass and \$45 for an annual pass. While this would likely result in a substantial revenue stream for the district given the number of patrons it services beyond its service territory, the district's collaborative partnership with the Santiago Library System prohibits PLD from charging library card fees. If the district began charging library card fees, it could also jeopardize certain state grants and subsidies for which it currently qualifies.

Government Structure Options

Several government structure options are different from the Placentia Library District's current government structure:

- PLD could remain an independent special district.
- PLD could merge with the City of Placentia.
- PLD could become a subsidiary district of the City of Placentia.
- PLD could merge with the Orange County Public Library system.

The Buena Park Library District and Placentia Library District each commissioned independent consolidation studies in 1994 aimed at exploring these different governance options. The final report on the PLD consolidation feasibility study, prepared by BSI Consultants of Santa Ana, dismissed the three consolidation options:

- "Consolidation of the Library District with the City of Placentia would at best produce only minimal cost savings and would generate no new revenues for the library. The alternative of merging the library district with the city would not resolve the district's funding crisis either."
- "Establishing the library district as a subsidiary district of the city would secure the library's share of local property tax revenue for library purposes. However,



other library revenues could be reallocated to other city needs as directed by city council policy.”

- “Further consideration of consolidating the library district with the Orange County Public Library should be discontinued, as this alternative would not improve the library district’s short or long-term financial prospects.”

The consolidation study’s final conclusion was that both independent library districts had effectively managed their resources and that the districts’ management policies had resulted in the delivery of high-level, cost efficient library services in both service areas.

The 1994 consolidation study recommended that both the Buena Park Library District and Placentia Library District dismiss the potential consolidation options and continue to function as independent special districts. Staff found no evidence to suggest that any of the factors examined in the consolidation study have changed and would result in a different finding if the districts commissioned new consolidation studies today.

As an aside, the creation of the Placentia Library Foundation as a means to augment funding was another factor examined as part of the consolidation study. The district subsequently established the foundation in 1994.

Local Accountability & Governance

A five-member Board of Trustees elected at-large governs the Placentia Library District. Trustees are elected to staggered terms during the General Election held every even year. Each serves a fixed four-year term on the PLD Board of Trustees, and Board members may serve more than one term without limit if reelected. *Table 6b, PLD Board of Trustees*, details the current composition of the district’s Board.

Table 6b, PLD Board of Trustees

Board Trustee	Term Details	Compensation
Al Shkoler, President	First term 12/04/1992 - 12/02/1996. Present term expires 12/06/2006.	The Education Code prohibits library district Trustees from receiving any compensation or benefits. Trustees’ travel and education expenses, however, are paid by the library district.
Richard DeVecchio	First term 07/21/2003. Present term expires 12/20/2004.	
Margaret (Peggy) V. Dinsmore	First elected 11/06/1979. Present term expires 12/03/2004.	
Betty Escobosa	First term 12/14/2002. Present term expires 12/06/2006.	
Gaeten Wood	First elected 11/03/1998. Present term expires 12/03/2004.	

The district’s Board of Trustees meets on the third Wednesday of each month at 6:30 p.m. in the Library Board Room. All Board meetings are open to the public. The Board

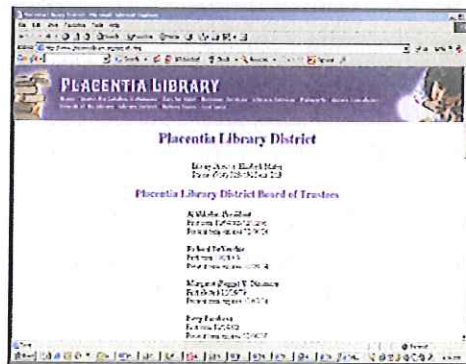


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Book, containing the agenda, calendar of events, public notices, and the previous month's minutes is available at the library's reference desk.

The Board employs a Library Director who has full authority and responsibility for the district's day-to-day operations, which include the administration and control of revenues and expenditures, execution of district policies and procedures, and overall management of the district's 30 full- and part-time employees. The district's current Library Director, Elizabeth Minter, has been in that capacity since August 1991.

The Placentia Library District maintains its own public website at <http://www.placentialibrary.org/>. The website features easily accessible information about the library's location, its hours of operation, and information on the district's programs and services, including children's and literacy services. The website is equipped with a searchable database listing of the Tri-City Library Network's entire collection. The district's website also highlights information on the Board of Trustees, including a Board member listing, the Board's monthly meeting time and location, and the Board's agendas and meeting minutes.





THE NINE DETERMINATIONS – PLACENTIA LIBRARY DISTRICT

Infrastructure Needs or Deficiencies

The Placentia Library District's infrastructure is sound and adequate for the district to serve the county. The district's Board of Trustees adopts an annual budget and earmarks funds for the necessary capital improvement projects. Through this process, the Board has ensured that its library facility has kept pace with the community's growing and changing demographics. Even so, the Board has directed the Library Director to develop a multi-year capital expenditure plan for its review and approval as part of the Board's annual strategic planning process.

After nearly 30 years at this location, the library is outgrowing its building space. The district's Board of Trustees is exploring the feasibility of constructing a new facility in the Placentia Old Town Redevelopment Project. If construction of a new facility is infeasible, the Board will study remodeling, renovation, and expansion options for its current facility.

Growth and Population Projections

The Placentia Library District's service territory very closely aligns with the City of Placentia's corporate boundaries. The City of Placentia is primarily built-out, but the population of Placentia is projected to increase by nearly 5,000 people in the next twenty years, growing from 81,608 residents to 91,642 from 2005 and 2025.

While PLD's actual service territory very nearly mirrors the City of Placentia, it is important to note that the district provides services to more than just Placentia residents. The district also has a large number of registered borrowers who reside in Anaheim and Yorba Linda. The district will primarily be affected by population growth occurring in Placentia, Anaheim, and Yorba Linda—the cities closest in proximity to the district's library and accounting for most of the district's current registered borrowers. While Placentia's population growth is projected to be negligible, Anaheim is projected to experience an increase of nearly 40,000 residents by 2025, and Yorba Linda is projected to gain nearly 10,000 new residents within the next twenty years.



Financing Constraints & Opportunities

The Placentia Library District's revenues are adequate to provide library services to its service area. The district is financially solvent and operates efficiently. The district's audited financial statements for FY 2003-2004 demonstrated a surplus in revenues over expenditures, which can be primarily attributed to revenues generated by the district's passport services program and the Placentia Library Foundation's fundraising efforts. The district will add notary services next year to generate additional revenue.

To ease state revenue shortfalls, the state required the Placentia Library District (and all other California special districts) to return a portion of its property tax revenue to the state's coffers in FY 2003-2004 and FY 2004-2005. PLD returned a total of \$1,304,043 in FY 2003-2004 and another \$1,410,900 in FY 2004-2005.

Staff did not identify any financial constraints.

Cost Avoidance Opportunities

All of the Placentia Library District's expenditures appear to be based on efficient methods of operation. The majority of costs associated with district operation and service provision are related to staff salaries and benefits. The district's staffing levels are appropriate. The district has been diligent in minimizing costs by employing a numerous volunteers to augment service provision without cost to the district.

Further, the district, along with the Anaheim Public Library and Yorba Linda Public Library, is part of the Tri-Cities Library Network. These three libraries share a computer system that tracks the libraries' inventories and circulation records. The system also uses the same library card, so that a patron of any one of the three libraries may use his/her card throughout the Tri-City Library Network.

Staff did not identify any additional cost avoidance mechanisms for the district to explore. The library district's unique charge makes it difficult for the district to share facilities, equipment, staff, etc. with other agencies of its kind.

Opportunities for Rate Restructuring

The nature of library service provision makes it difficult for the Placentia Library District, or any library service provider for that matter, to generate revenue. Most of the Placentia Library District's "revenue" is in the form of property tax revenue and state subsidies granted for the provision of library services. Of \$1,867,807 in revenue, just over \$250,000 resulted from service fees charged by the library district in FY 2004-2005, of which more than \$200,000 came from the district's passport services program.



PLD has the option of charging patrons that reside beyond the district's service boundaries an annual library card fee. While this would likely result in an additional revenue stream for the district, the district's collaborative partnership with the Santiago Library System prohibits PLD from charging library card fees. Further, if the district began charging library card fees, it could jeopardize certain state grants and subsidies for which it currently qualifies.

Opportunities for Shared Facilities

The Placentia Library District's library facility at 411 East Chapman Avenue in Placentia houses the district's library and district offices as well as the Placentia History Room. The space is currently adequate for the district's functions, though the district is exploring relocation and expansion options for the future.

The district, along with the Anaheim Public Library and Yorba Linda Public Library, is part of the Tri-Cities Library Network. These three libraries share a computer system that tracks the libraries' inventories and circulation records. The system also uses the same library card, so that a patron of any one of the three libraries may use his/her card throughout the Tri-City Library Network

The library district's unique charge makes it difficult for the district to share additional facilities, equipment, staff, etc.

Government Structure Options

The Placentia Library District commissioned independent consolidation studies in 1994 aimed at exploring four different governance options: 1) PLD could remain an independent special district; 2) PLD could merge with the City of Placentia; 3) PLD could become a subsidiary district of the City of Placentia; or 4) PLD could merge with the Orange County Public Library system.

The consolidation study's final recommendation was that the Placentia Library District continue to function as independent special districts. Staff found no evidence to suggest that any of the factors examined in the consolidation study have changed and would result in a different finding if the district commissioned a new consolidation study today.

Evaluation of Management Efficiencies

The Placentia Library District's organizational structure is sound and efficient. A five-member Board of Trustees elected at large governs the district. The Board employs a



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Library Director who has full authority and responsibility for the district's daily operations and overall management of the district's 30 full- and part-time employees.

Staff did not identify any issues regarding the district's management efficiency.

Local Accountability & Governance

The Placentia Library District's Board of Trustees is elected by the district's constituents and is therefore held accountable to the citizens of the district. All district meetings are conducted in public in accordance with the Brown Act. Further, the district maintains a public website, which provides the necessary general information. The website is equipped with a searchable database listing of the Tri-City Library Network's entire collection. The district's website also highlights information on the Board of Trustees, including a Board member listing, the Board's monthly meeting time and location, or include the Board's agendas and minutes.

Staff did not identify any issues regarding the district's local accountability and governance.



SPHERE OF INFLUENCE UPDATE – BUENA PARK LIBRARY DISTRICT

Government Code Section 56425 identifies the following factors that should be considered by LAFCO when determining an agency's sphere of influence:

1. The present and planned land uses in the area, including agricultural and open-space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The statement of determinations, which is outlined in the next section of this report, is based on the analysis of the Buena Park Library District's municipal service provision, which precedes this section of the report.

Analysis

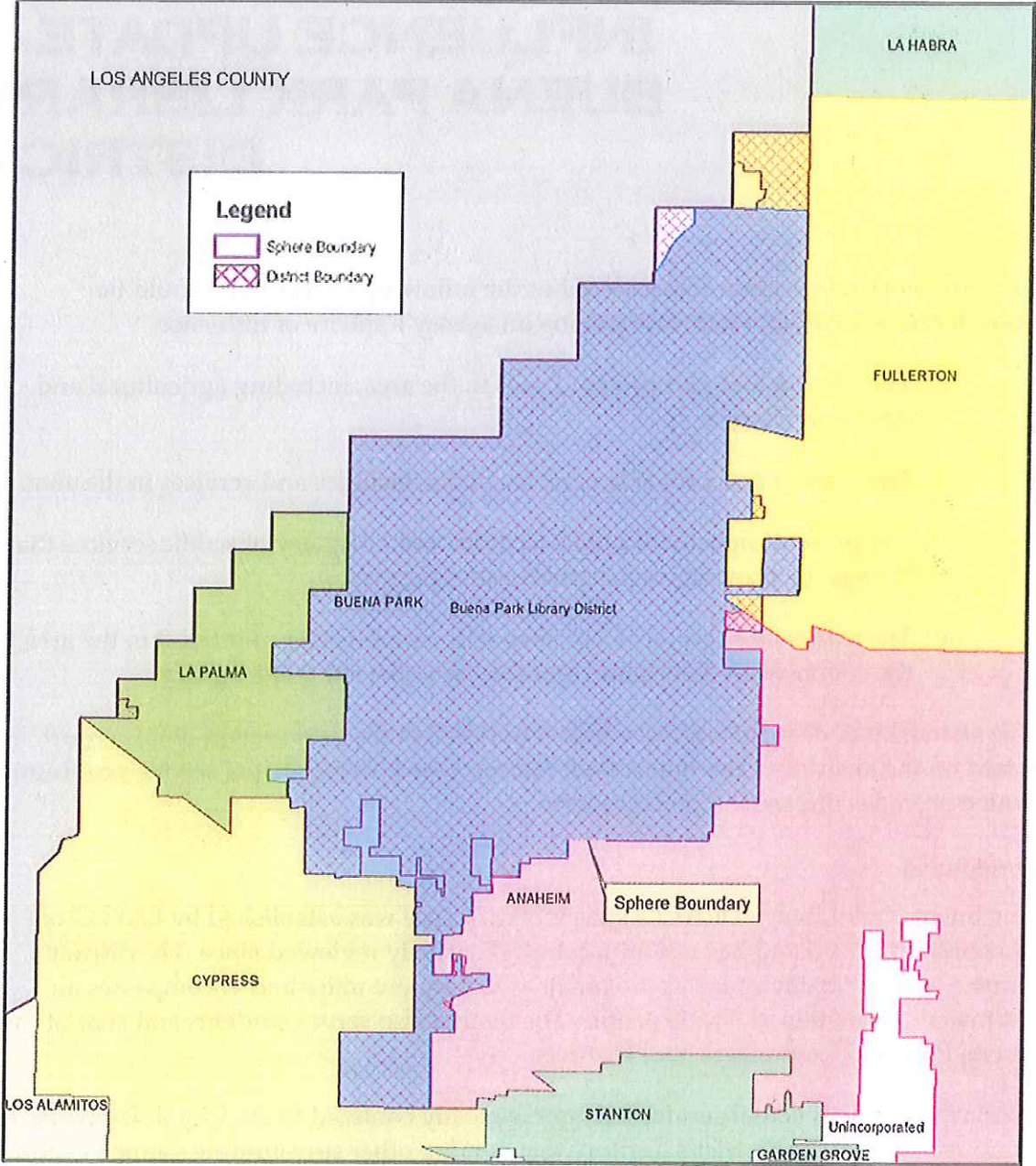
The Buena Park Library District's sphere of influence was established by LAFCO on November 12, 1975 and has not been comprehensively reviewed since. The district's service territory today spans approximately 12.4 square miles and encompasses an estimated population of 80,600 people. The district also serves students and staff of the Buena Park and Centralia School Districts.

While the district's actual service territory is mostly confined to the City of Buena Park, there are areas of the district's territory that overlap other surrounding Orange County cities. These areas are shown on *Figure 8a*, a map demonstrating the district and cities' service boundaries.



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Figure 8a, BPLD Service Territory



The Buena Park Library District's service territory is depicted in purple crosshatch. Areas where the district's service territory overlaps the Cities of Anaheim, Fullerton,



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and La Palma are clearly visible, as are the areas in within the City of Buena Park which are not part of the library district's service territory.

- ♦ *City of Anaheim:* There is a small area on the district's southeast service boundary that overlaps with the City of Anaheim's corporate boundaries and another larger area on the district's eastern boundary. Anaheim operates and maintains its own independent library. The Buena Park Library District received \$1,596 in property tax revenue from the areas located within the City of Anaheim.
- ♦ *City of Fullerton:* There are three areas along the district's north and eastern service boundaries that overlap with the City of Fullerton's corporate boundaries. Like Anaheim, Fullerton operates and maintains its own independent library. The Buena Park Library Districts received \$53,325 in property tax revenue in FY 2005-2006 from its service area located in the City of Fullerton.
- ♦ *City of La Palma:* There is a small area in southwestern La Palma that is included as part of the district's service territory. The area is not contiguous to the remainder of the district's service territory. While LAFCO detached the City of La Palma from BPLD's service territory in February 1981, it is likely that the area in question was not yet part of the City of La Palma and therefore remained part of the BPLD's service territory. The City of La Palma does not have an independent city library but is part of the Orange County Public Library system. The Buena Park Library District received \$5,813 in property tax revenue from the La Palma area in FY 2005-2006.

Further, there are several areas within the City of Buena Park that are not part of the district's sphere of influence nor its service territory. In FY 2005-2006, the Orange County Public Library system received \$4,039 in property tax revenue from these areas.

There are no laws mandating that the library district's service territory be contiguous with that of the City of Buena Park. In fact, the Buena Park Library District has more than 100,000 registered borrowers in more than 20 cities in Orange County. However, the Cities of Anaheim, Fullerton, and La Palma each operates its own independent city library or belongs to the Orange County Public Library system, and there should not be an overlap in service boundaries between the library district and these cities. Similarly, the entirety of the City of Buena Park should logically be included in BPLD's service territory. *Table 8b* summarizes the current property tax allocations among the district, cities, and county.



Table 8b, "Spill Over" Tax Allocations Related to Library Service Provision

"Spill Over" Tax Allocations Related to Library Service Provision		
	+	-
Buena Park to Orange County Public Library System	\$ 14,039	
Anaheim to the Buena Park Library District		\$ 1,596
La Palma to the Buena Park Library District		\$ 5,812
Fullerton to the Buena Park Library District		\$ 53,325
	\$ 14,039	\$ 60,733
TOTAL TAX LOSS TO BPLD: \$ 46,694		

As is demonstrated in Table 8b, the Buena Park Library District would lose approximately \$46,694 in property tax revenue annually if it were to concurrently annex the entirety of Buena Park AND detach its service territory in the Cities of Anaheim, La Palma, and Fullerton.

Conclusions

City of Buena Park

The Buena Park Library District is the sole agency designated to provide library services in the City of Buena Park, as the city has neither a city library nor a branch of the Orange County Public Library. Since residents in the areas in the city of Buena Park but outside the BPLD currently use the district's facilities, all property tax revenue generated for library services in Buena Park should rightfully be allocated to BPLD.

The BPLD's sphere of influence boundaries should be modified to include the entirety of Buena Park. Should the district or city pursue the annexation of these territories to the district in the future, the district would gain approximately \$14,000 in property tax revenue annually.

City of Anaheim

The Buena Park Library District's sphere of influence boundaries should be modified to exclude the entirety of Anaheim. Should the district or city pursue the detachment of these territories from the district in the future, the city would gain approximately \$1,600 in property tax revenue annually.

City of La Palma

The Buena Park Library District's sphere of influence boundaries should be modified to exclude the entirety of La Palma. Should the district or County pursue the detachment of



this territory from the district in the future, the County would gain approximately \$5,800 in property tax revenue annually.

City of Fullerton

Should the area located within the city of Fullerton and within the Buena Park Library District be detached from the district in the future, the district would lose nearly \$53,500 in property tax revenue annually.

Staff received communication from the City of Fullerton requesting that LAFCO consider detaching these areas from the Buena Park Library District's sphere of influence. While the BPLD noted that it understands the city's position, it has concerns regarding the revenue loss.

The district reports that 2,830 Fullerton residents are patrons of the Buena Park Library District. Those patrons checked out a total 9,200 items during FY 2004-2005.

Staff recommends that the Commission designate special study areas where the agencies' service territories overlap. This will enable the district and city to investigate the "spill over" territory, discuss the adverse fiscal impacts to the district should the city pursue detachment at some time in the future, and negotiate a mutually agreeable resolution.

Recommendations

Staff recommends that the Commission modify the Buena Park Library District's existing sphere of influence as follows:

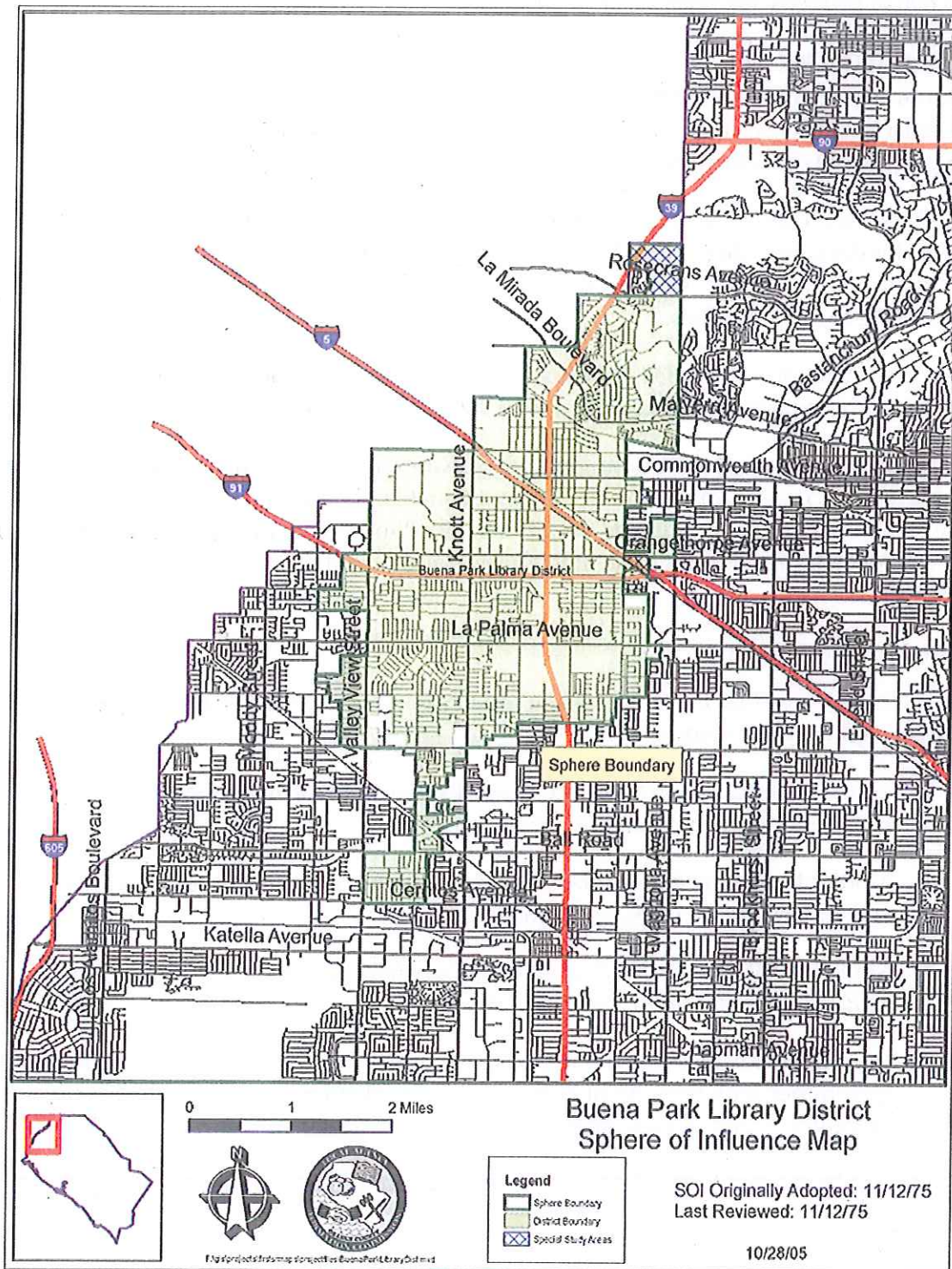
1. Modify the Buena Park Library District's sphere of influence boundaries to *include* the entirety of the City of Buena Park.
2. Modify the Buena Park Library District's sphere of influence boundaries to *exclude* territory in the City of Anaheim.
3. Modify the Buena Park Library District's sphere of influence boundaries to *exclude* territory in the City of La Palma.
4. Designate the areas that overlap between the Buena Park Library District's boundaries with the City of Fullerton as special study areas until the next sphere of influence update or until the two agencies reach an agreement.

The Buena Park Library District's proposed sphere of influence boundaries are depicted in *Figure 8c*.



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Figure 8c, Buena Park Library District's Proposed Sphere of Influence





STATEMENT OF DETERMINATIONS – BUENA PARK LIBRARY DISTRICT

The statement of determinations that follows is based on the analysis of the Buena Park Library District's municipal service provision, which precedes this section of the report.

The present and planned land uses in the area, including agricultural and open-space lands

The Buena Park Library District's service territory today spans approximately 12.4 square miles and encompasses an estimated population of 80,600 people. The district also serves the Buena Park and Centralia School Districts.

The district's actual service territory is mostly confined to the City of Buena Park. The predominant land uses within the City of Buena Park is single- and multi-family residential, commercial, industrial, public, and semi-public. The city is almost entirely built-out and future land uses are expected to remain relatively constant.

The present and probable need for public facilities and services in the area

The Buena Park Library District's Board of Trustees and management staff address the present need for facilities and services through its annual planning processes, which include strategic planning, development of annual reports, and the adoption of an annual budget and capital improvement plan. The probable need for library services is expected to remain relatively static since the City of Buena Park and the other cities surrounding the district are almost entirely built-out.

The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

The Buena Park Library District has adequate capacity and facilities to provide library services its patrons.



The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency

Orange County LAFCO did not identify any social or economic communities of interest for the Buena Park Library District during the municipal service review and sphere processes.



SPHERE OF INFLUENCE UPDATE – PLACENTIA LIBRARY DISTRICT

Government Code Section 56425 identifies the following factors that should be considered by LAFCO when determining an agency's sphere of influence:

1. The present and planned land uses in the area, including agricultural and open-space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The statement of determinations, which is outlined in the next section of this report, is based on the analysis of the Placentia Library District's municipal service provision, which precedes this section of the report.

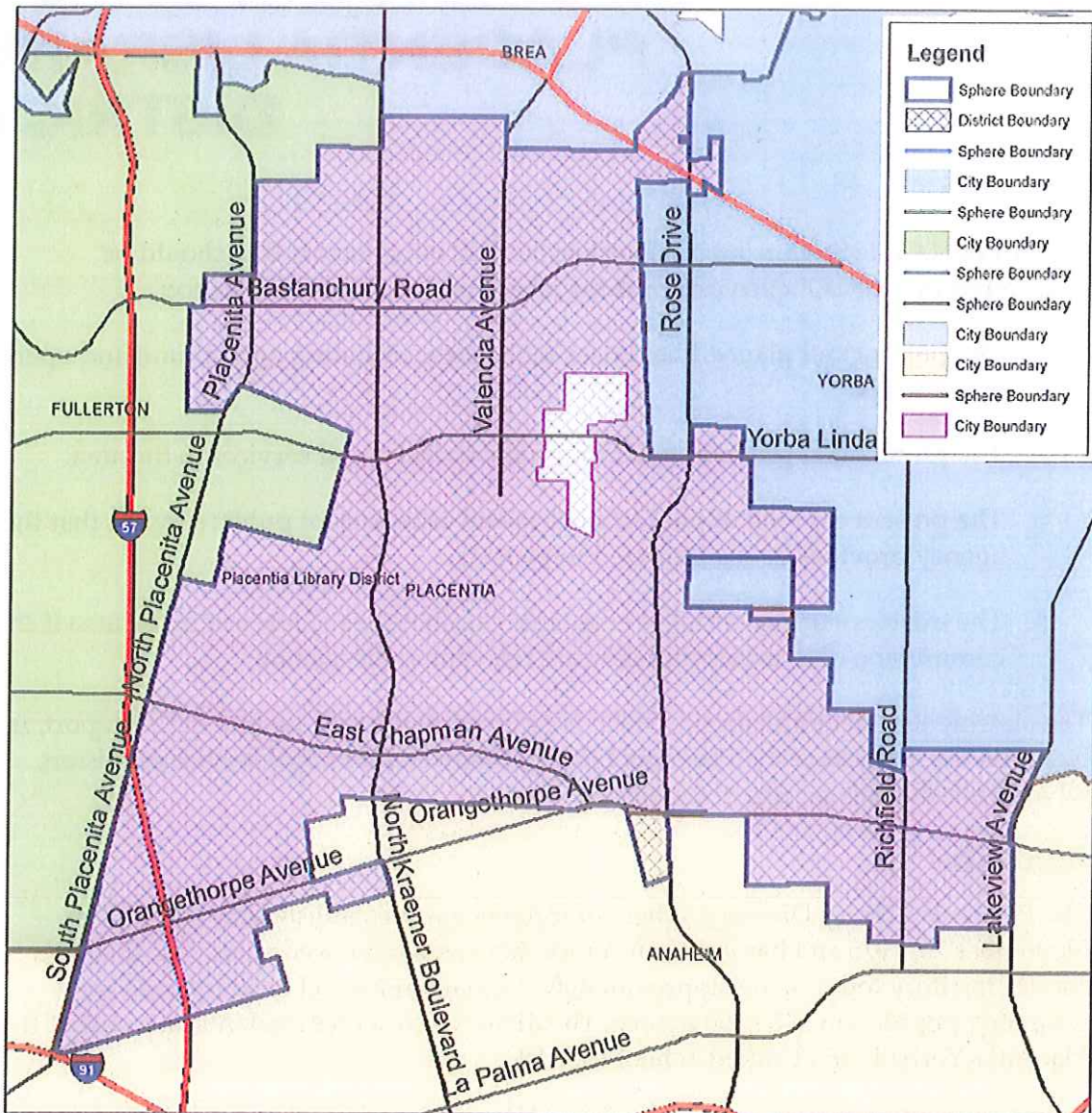
Analysis

The Placentia Library District's sphere of influence was established by LAFCO on November 26, 1975 and has not been comprehensively reviewed since. The district's service territory today spans approximately 7 square miles and encompasses an estimated population of 53,200 people. The district also serves students and staff of the Placentia-Yorba Linda Unified School District.

While the district's actual service territory is mostly confined to the City of Placentia, there is an area of the district's service territory that overlaps the City of Anaheim. Further, there is an area within the City of Placentia's corporate boundaries that is not included in the library district's service territory. These areas are shown in *Figure 10a*, a map demonstrating the district and cities' service boundaries.



Figure 10a, PLD Service Territory



The Placentia Library District's service territory is depicted in blue crosshatch. The area where the library district's service territory overlaps the City of Anaheim is clearly visible, as is the areas in within the City of Placentia which is not part of the library district's service territory.



- ♦ *City of Anaheim:* There is a small area on the district's southern service boundary that overlaps with the City of Anaheim's corporate boundaries. Anaheim operates and maintains its own independent library. The Placentia Library District received a meager \$24.94 in property tax revenue from the area located within the City of Anaheim in FY 2005-2006.
- ♦ *City of Placentia:* There is an area within the City of Placentia that is not part of the district's sphere of influence nor its service territory. In FY 2005-2006, the Orange County Public Library system received a mere \$30.12 in property tax revenue from this area.

There are no laws mandating that the Placentia Library District's service territory be contiguous with that of the City of Placentia. In fact, the Placentia Library District has 23,120 total registered borrowers in more than 10 cities in Orange County, and 11 percent of the library district's active borrowers reside in Anaheim. However, the City of Anaheim operates its own independent city library, and there should not be an overlap in service boundaries between the library district and the city. Similarly, the entirety of the City of Placentia should logically be included in PLD's service territory.

The property tax revenues in question are negligible. In fact, the Placentia Library District would gain a paltry \$5.18 in property tax revenue annually if it were to concurrently annex the entirety of Placentia AND detach its service territory in the City of Anaheim.

Conclusions

City of Placentia

The Placentia Library District is the sole agency designated to provide library services in the City of Placentia, as the city has neither a city library nor a branch of the Orange County Public Library. Since residents in the areas in the city of Placentia but outside the library district's service territory currently use the district's facilities, all property tax revenue generated for library services in Placentia should rightfully be allocated to PLD.

The Placentia Library District's sphere of influence boundaries should be modified to *include* the entirety of Placentia. Should the district or city pursue the annexation of these territories to the district in the future, the district would gain only \$30.12 in property tax revenue annually. It is doubtful that either agency would pursue such a proposal given effort and expense.



City of Anaheim

The Placentia Library District's sphere of influence boundaries should be modified to *exclude* the entirety of Anaheim. Should the district or city pursue the detachment of these territories from the district in the future, the city would gain only \$24.94 in property tax revenue annually. It is doubtful that either agency would pursue such a proposal given effort and expense.

Recommendations

Staff recommends that the Commission modify the Placentia Library District's existing sphere of influence as follows:

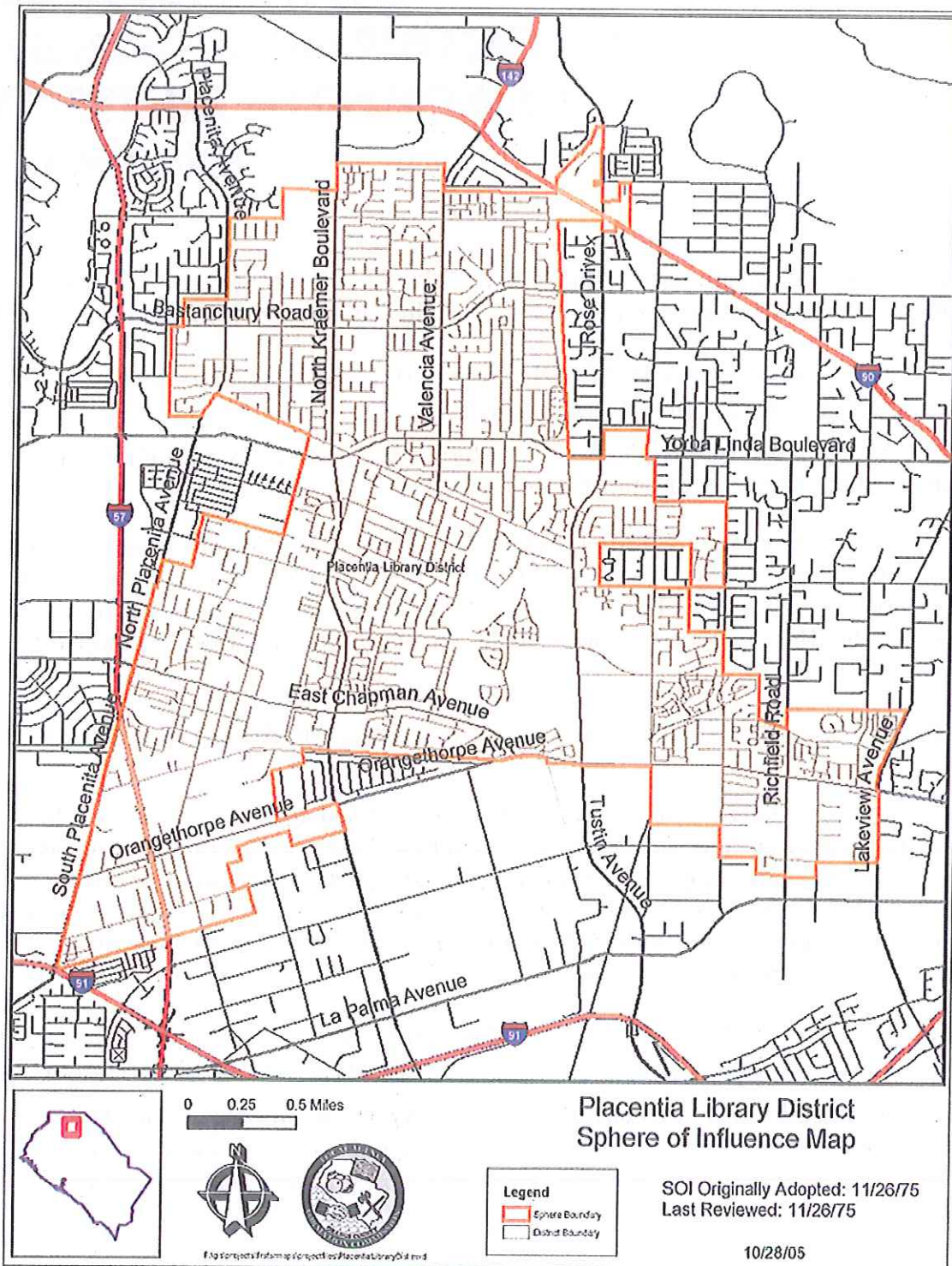
3. Modify the Placentia Library District's sphere of influence boundaries to *include* the entirety of the City of Placentia.
4. Modify the Placentia Library District's sphere of influence boundaries to *exclude* territory in the City of Anaheim.

The Placentia Library District's proposed sphere of influence boundaries are depicted in *Figure 10b*.



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Figure 10b, Placentia Library District's Proposed Sphere of Influence





STATEMENT OF DETERMINATIONS – PLACENTIA LIBRARY DISTRICT

The statement of determinations that follows is based on the analysis of the Placentia Library District's municipal service provision, which precedes this section of the report.

The present and planned land uses in the area, including agricultural and open-space lands

The Placentia Library District's service territory today spans approximately 7 square miles and encompasses an estimated population of 53,200 people.

The district's actual service territory is mostly confined to the City of Placentia and the city's one large unincorporated island. The predominant land uses within the City of Placentia is single- and multi-family residential, commercial, industrial, public, and semi-public. The city is almost entirely built-out and future land uses are expected to remain relatively constant.

The present and probable need for public facilities and services in the area

The Placentia Library District's Board of Trustees and management staff address the present need for facilities and services through its annual planning processes, which include strategic planning, development of annual reports, and the adoption of an annual budget and capital improvement plan. The probable need for library services is expected to remain relatively static since the City of Placentia and the other cities surrounding the district are almost entirely built-out.

The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

The Placentia Library District has adequate capacity and facilities to provide library services its patrons. However, after nearly 30 years at this location, the library is outgrowing its building space. The district's Board of Trustees is exploring several



options, including the construction of a new facility or possibly remodeling, renovating, and expanding its current facility.

The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency

Orange County LAFCO did not identify any social or economic communities of interest for the Placentia Library District during the municipal service review and sphere processes.

COMPENSATION COST TRANSPARENCY

TRANSPARENCY BREAKING UP COMPENSATION FOG
-- *BUT WHY HIDE PENSION COSTS?*

*Compensation Cost Transparency for Orange County
Cities, Districts, Joint Power Authority and County Government*

*"This country prided itself on openness and yet, it wasn't open. It's still not open.
And all we're trying to do is let people know how their money is being spent."¹*

Brian Lamb, C-SPAN Founder & CEO

SUMMARY

The 2010 City of Bell compensation revelations² stimulated the public's interest in local government compensation costs. The quest for more compensation transparency from local governments was intensified by the following factors:

- Financial and housing markets' extensive downturns impacted governmental tax bases and fanned public anxieties;
- Public services came under financial strain throughout Orange County;
- Public awareness and dialogue increased about the financial impacts of government guaranteed pensions;
- Size of unfunded public sector pension liabilities generated concerns among both workers and taxpayers.

In 2012, new upcoming Government Accounting Standards Board (GASB) standards may be issued. They will spotlight the amounts of unfunded pension liabilities officially on local governments' 2013 balance sheets. Press coverage will spark public dialogue about the ability to meet pension obligations to public sector employees.

Last year's Orange County Grand Jury, the Orange County Register, State Legislature and State Controller, among others, suggested guidelines and requirements for local government compensation transparency. The 2010-2011 Orange County Grand Jury issued specific guidelines in 2011 to local governments for reporting compensation costs.

The 2011-2012 Grand Jury decided to follow up on the implementation status of the 2010-2011's recommendations. The Grand Jury wanted to recognize the progress made in each Orange County city, special district, joint power authority and the County.

¹ NPR Interview of Brian Lamb, 3/21/2012, <http://www.npr.org/2012/03/21/149080047/after-34-years-with-c-span-brian-lamb-steps-down>

² Los Angeles Times, "High Salaries Stir Outrage in Bell" Spring 2010 series, <http://www.latimes.com/news/local/bell/>

COMPENSATION COST TRANSPARENCY

The 2011-2012 Grand Jury assessed how well Orange County local governments reported compensation costs for all employee positions, in one easy-to-find, easy-to-read chart. Also reviewed was the top-level compensation cost chart for all elected officials and executives over \$100,000 in base salary, as recommended in 2011.

This study found that *compensation cost transparency is improving in Orange County* local governments. That is *a good trend, but much more improvement is needed*. In addition, this study found that with a few notable exceptions, *complete pension costs for employees are still hidden from public view*.

The 2011-2012 Grand Jury recommends that Orange County local governments *should upgrade their websites to provide complete cost transparency of precise salary and benefits at all levels, in an easy to read table format*.

The 2011-2012 Grand Jury recommends that *governmental costs for funding pensions for each employee should be brought out of the shadows and made transparent*. These costs should be reported by each Orange County government on its website as part of employee compensation cost reporting. The governmental annual costs of funding pensions are important and significant. For Orange County local governments, their *pension annual funding costs for employees on the current payroll range from:*

- *9% to 28% of salary for a general employee;*
- *20% to 48% of salary for a public safety employee.*

REASON FOR STUDY

Transparency is a hallmark of good government.

The United Nations defined transparency as one of the eight characteristics that the UN Economics and Social Commission use in its explanation of good governance.³ Transparency “means that information is freely available and directly accessible

It also means that enough information is provided and that it is provided in easily understandable forms and media.”⁴

Within a democracy, “Compensation Cost Transparency” (CCT) can provide the public with a check and balance mechanism for ensuring appropriate levels of government employee pay and benefits remuneration.

³ The other 7 characteristics are 1) Participation, 2) Rule of Law 3) Responsiveness 4) Consensus oriented 5) Equity & Inclusiveness 6) Effectiveness & efficiency and 7) Accountability

⁴ UN Economics and Social Commission, see page 3 of www.unescap.org/pdd/prs/ProjectActivities/Ongoing/gg/governance.asp

COMPENSATION COST TRANSPARENCY

Peter Finn, the Washington Post grand prize winner of the RFK Journalism Award, stated it well, when he said: *"A basic tenet of a healthy democracy is open dialogue and transparency."*⁵ In California, the top elected financial official, John Chiang, California State Controller stated: *"Holding public officials accountable for how they manage public dollars relies heavily on transparency."*⁶

Last year, the 2010-2011 Orange County Grand Jury reported:

- 1) On *"... a disturbing level of inconsistency in the degree of transparency pertaining to OC Cities' compensation information which was then provided to the public;"*⁷
- 2) *"That the degree of transparency then provided to the public by the County of Orange regarding compensation information was inadequate in its accessibility, content and clarity;"*⁸ and
- 3) *"Wide variations among the water and sanitation districts studied in the ability of the general public to obtain compensation, financial and meeting information. As a result, the Grand Jury recommended minimum standards for information on water and sanitation district websites."*⁹

The 2010-2011 Orange County Grand Jury recommended a model for use in reporting municipal and county compensation costs. Such information was recommended to be made readily accessible on the Internet websites of all Orange County cities and the county respectively, as soon as practical.

The 2010-2011 Orange County Grand Jury recommended that the Orange County water and sanitation districts provide compensation data for the board of directors and general manager, as well as current budget and financial reports. The data was recommended to be in an easily accessible format on each district's website.

During that same fiscal year, and effective November 1, 2010, the California State Controller requested local governments to report salary and benefit information for all employees/positions. The content of the State Controller's website posting of cash compensation by employee has a different focus than that of the Orange County Grand Jury. Some major benefit amounts paid by the local government are not requested by the state and no salary and benefit total is rendered.

⁵ Peter Finn, Washington Post, see <http://www.brainyquote.com/quotes/keywords/transparency.html>

⁶ John Chiang, California State Controller, December 12, 2011, see http://www.sco.ca.gov/eo_pressrel_11227.html

⁷ "Compensation Study of Orange County Cities," 2010-2011 Orange County Grand Jury Final Report, Summary, p. 117, www.ocgrandjury.org/reports.asp

⁸ "County of Orange Compensation Disclosure," 2010-2011 Orange County Grand Jury Final Report, Summary, p. 107, www.ocgrandjury.org/reports.asp

⁹ "Compensation of Orange County Water and Sanitation Districts," 2010-2011 Orange County Grand Jury Final Report, Summary, p. 161, www.ocgrandjury.org/reports.asp

COMPENSATION COST TRANSPARENCY

The 2010-2011 and 2011-2012 Grand Juries request disclosure of the government's costs of total compensation by employee/position. One example is the Grand Jury's inclusion of annual pension contributions by governments to honor future benefit promises to the employee, which the State currently excludes. In the future, Orange County local governments could be more efficient, if these two perspectives would merge to become one.

The 2011-2012 Orange County Grand Jury decided to do a follow-up study to recognize those Orange County governments that had embraced the full spirit of "Compensation Cost Transparency" (CCT) at the local level. The Grand Jury wanted to spotlight those who had not yet gone beyond the bare minimum requested by State Controller mandate. The compensation cost study should extend beyond just the water and sanitation districts to the Orange County joint power authorities and other Orange County special districts.

What is "Compensation Cost Transparency" (CCT)? It is instructive to compare "Compensation Cost Transparency" (CCT) to just "Compensation Transparency". CCT makes visible for all citizens and taxpayers the government's annual costs of an employee's salary and benefits. Compensation transparency focuses just on the current salaries and benefits received in the current year by the employee. The difference is often due to the government costs of funding future benefits, like pensions, or deferred compensation.

One example is the required funding of annual contributions to a pension investment pool. The government's contractual pension obligation is a future benefit for the employee. This compensation cost is not a current benefit for the employee. However, funding the future pension obligation is a current compensation cost for the government for employing that employee now. CCT provides a more complete view of the cost of employing an individual than does just compensation transparency. This report will use the acronym "CCT" to improve the readability of the text and flow of ideas for the reader.

METHODOLOGY

The 2011-2012 Orange County Grand Jury used the following process to assess CCT at the websites of Orange County cities, special districts, joint power authorities and county government. See Appendix E on the last 2 pages of this report for more detail.

- Reviewed:
 - Three 2010-11 Orange County Grand Jury compensation reports;
 - The 54 county, city and special districts responses.¹⁰

¹⁰ 54 responses from 53 entities as 2 responses (a majority & minority response) were received from Laguna Hills.

COMPENSATION COST TRANSPARENCY

- Discussed responses with selected local governments and followed up to obtain overdue responses;
- Expanded:
 - The study from 53 to 58 local governments, by including eight additional special districts and joint power authority and dropping three;
 - The study to include all employees;
 - The web assessment rating criteria to define objective and precise criteria.
- Corresponded with Orange County local governments to be studied;
- Reviewed, documented and assessed the transparency and the combined content and clarity of Orange County local governments' web site multiple times;
- Researched CalPERS and OCERS annual pension contribution rates required of Orange County local governments;
- Discussed with the California State Controller Office's Bureau of Local Government Policy & Reporting to understand their plans for issuing expanded local government compensation reporting requirements within the state;
- Compiled data, charts and assessments from documentation and web reviews;
- Analyzed the compiled facts and data to develop findings and recommendations to draft this study report.

FACTS

Fact – The County of Orange is the sixth most populous county in the United States and third most populous in the state of California. A population of 3.1 million persons resides within an area of almost 800 square miles. The County of Orange government has a budget of \$5.5 billion, of which only \$686 million is for general purpose discretionary revenue. The government of the County of Orange had 17,655 authorized employee positions in 2010-2011. That number is in addition to the employees in the other 57 local governments within Orange County that were studied.¹¹

Fact – The 34 incorporated cities in Orange County range in population from over 6 thousand in Villa Park to over 350 thousand each in Anaheim and Santa Ana.¹² All cities have elected city councils and an appointed city manager/CEO.

Fact – Seventeen water and/or sanitation districts are in Orange County, fifteen of which have web sites.¹³ At the lower end of the range, their revenues range from more than \$300 thousand for the Rossmoor/Los Alamitos Area Sewer District to more than \$900 thousand for the Sunset Beach Sanitary District. In the upper range of revenues are the:

¹¹ The facts in this paragraph were sourced from *2011 Facts & Figures*, County of Orange, 2011.

¹² *Ibid.*

¹³ Sunset Beach Sanitary District does not have a web site and the Rossmoor/Los Alamitos Area Sewer District recently chose to discontinue their web site due to new State legislation requirements.

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- Municipal Water District of Orange County (MWD of OC) with \$135 million;
- Orange County Water District (OCWD) with more than \$155 million;
- Irvine Ranch Water District (IRWD) with more than \$205 million;
- Orange County Sanitation District (OCSD) with \$600 million.

Fact – One Orange County transportation district included in this study has the following budget.

- Orange County Transit Authority (OCTA), with a budget of \$1.1 billion.

Fact – One joint power authority in Orange County included in this study has the following budget.

- Orange County Fire Authority (OCFA), with a budget of \$282 million
(before the addition of Santa Ana);

Fact – Six non-enterprise special districts in Orange County with web sites were studied. Special districts are categorized as “enterprise districts” (those that sell products) or “non-enterprise districts” (those that only provide services).

The smallest, Silverado-Modjeska Recreation and Parks District, had revenues of \$93 thousand, while the others have revenues in the millions. The other five are the:

- Rossmoor Community Service District, with revenue of \$1.7 million;
- Buena Park Library District, with revenue of more than \$2 million;
- Placentia Library District, with revenue of more than \$2 million;
- Orange County Cemetery District, with revenue of \$3.7 million;
- Orange County Vector Control District, with revenue of \$10.3 million.

Fact - As of November 1, 2010, the California State Controller announced new requirements for California local government entities (city, county and independent special districts) to report their government salary and compensation data annually.

Results are at www.sco.ca.gov/compensation_search.html or <http://lgr.sco.ca.gov/>.

The focus of the State mandated reporting system is on current compensation and is different from that recommended in this report or the 2010-2011 Orange County Jury compensation study reports. The latter focuses on the government’s total cost of employee compensation, including funding future benefits, like pensions.

Fact – Most, but not all, of the Orange County government entities described above participate in either the California Public Retirement System (CalPERS) or the Orange County Employees

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Retirement System (OCERS) for their employee's guaranteed pensions.¹⁴ Guaranteed pensions are called defined benefit plans (DBPs). DBPs guarantee the employee a specific pension upon retirement, regardless of agency financial conditions at the time of retirement.

These guaranteed pensions are funded by the respective governments through investment contributions to CalPERS or OCERS. CalPERS and OCERS invest the monies. When investment returns fall short of the amount needed, the government entity often needs to increase pension funding investment contributions. In the case of the cities and counties, the pension obligation is backed up by the taxpayer, and is a direct taxpayer obligation.

ANALYSIS

The local governments of Orange County, cities, special districts and joint power authorities have established and used their Internet web sites as an easy, efficient and effective way of communicating with the public. These website postings have provided a communications foundation to build transparency in government.

The 2010-2011 Orange County Grand Jury recommended that all cities and the county government in Orange County report their compensation information to the public on the Internet in an easily accessible manner.

A Compensation Disclosure Model was included in the 2010-2011 Grand Jury reports. That model provided sample items to be included in determining total compensation. For the county, the positions to be reported included all elected officials, plus department heads. For cities, the positions required to be reported included all elected officials, plus all employees earning a base salary rate over \$100,000 per year.

The county and a majority of the cities started displaying salaries and benefits for all positions on their web sites. However, the entire dollar salary and benefit information requested was not always displayed. Subsequently, the 2011-2012 Grand Jury concluded that the overtime and on-call pay items should be added to compensation reporting when extending the reporting to all employees (particularly for public safety employees).

A new "de facto" standard was established when most local Orange County cities' web sites began to show compensation in some fashion for all employee positions, not just the executive levels. This was done for full disclosure in light of the City of Bell compensation scandal, the Grand Jury recommendations and the California State Controller's new local government compensation reporting requirements.

¹⁴ El Toro Water District, among others, does not offer a Defined Benefit Plan, and some plans are not affiliated with CalPERS or OCERS.

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Likewise, the 2010-2011 Orange County Grand Jury recommended transparency guidelines to the water and sanitation districts. These districts were asked to provide data on compensation for the board of directors and general manager, as well as current budget and financial reports, in an easily accessible format on the district's website.

Special districts and joint power authority that had not been specifically studied by the Orange County Grand Jury had the opportunity to observe clearly what was evolving for local Orange County city governments. The State Controller's office was requiring compensation transparency, as well. Compensation cost transparency (CCT) for all employees was being recommended for Orange County local governments with displays on their websites.

The 2011-2012 Orange County Grand Jury assessed the CCT of Orange County local government websites in the following three categories for 2012:

1. **Accessibility** – Are transparent compensation costs readily identifiable from the home page, accessible without complex website search and layered navigations?
2. **Content & Clarity for Executive Compensation Page** – Are the components of both actual salary and all benefit costs presented? Are the components shown in detail, with a total compensation cost included in table form? Is the compensation information presented in a clear concise format that can be easily read and understood by the average viewer?
3. **Content & Clarity for Employee Compensation Page** – Are the components of both actual salary and all benefit costs presented? Are the components shown in detail, with a total compensation cost included in table form? Is the composition information presented in a clear, concise format that may be easily read and understood by the average viewer?

A summary assessment follows below and in detail on later pages in Table 1.

1. Compensation Cost Transparency (CCT) Accessibility

To be rated excellent for CCT accessibility the primary link for compensation transparency needs to be easily found on the website's home page.

Cities - The number of Orange County city web sites rated excellent for compensation transparency accessibility nearly doubled in number from thirteen cities in 2011 to twenty-five cities in 2012. The percentage of total Orange County cities rated excellent went from 38% in 2011 to 74% in 2012. Excellent commendable progress was achieved.

County - The county government web site is now rated excellent for CCT accessibility. This was a significant achievement for the more than 17,000 positions involved.

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Water & Sanitation Districts - Eleven of the fifteen Water and Sanitation Districts (73%) are now rated excellent for CCT accessibility. Excellent progress was achieved overall.

Non-enterprise Special Districts, Transportation Special District & Joint Power Authority (JPA)
– Five of these eight special districts and JPA (63%) were rated excellent for compensation accessibility.

2. Content & Clarity for the EXECUTIVE Compensation Cost Page

To be rated excellent for CCT Content and Clarity on the Executive Compensation Page –Full total salary and benefits compensation cost disclosure is needed in table format, including Defined Benefit Plan Pension Costs.

*To be rated good for CCT Content and Clarity on the Executive Compensation Page
–Full total salary and benefits compensation cost disclosure is needed in table format, but Defined Benefit Plan Pension Costs are not displayed.*

Cities – In 2011, no cities were rated excellent for Content and Clarity. In contrast, in 2012, 14 cities were rated excellent for Content and Clarity for their **Executive Compensation Page** (41%). This is a good start, since another three were rated good, bringing the combined total rated excellent and good up to 17 out of 34, for a total of 50%.

County – The County government web site **Executive Compensation Page**, which was nonexistent in 2010, is rated excellent for Content & Clarity in 2012.

Water & Sanitation Districts – Only one of the 15 water & sanitation districts (7%) was rated excellent for Content & Clarity on their **Executive Compensation Page** in 2012.¹⁵ They were not rated at all last year. In 2011, they were just provided with broad recommendations and without a suggested chart format. Expectations are to see great improvement in this area over the next year. CCT is needed in these powerful and often overlooked districts.

Non-Enterprise Special Districts, Transportation Special District & Joint Power Authority (JPA)
– Only the two library special districts out of these eight special districts and JPA (25%) were rated excellent this year for Content & Clarity for their **Executive Compensation Page**. These special districts and JPAs were not studied for compensation transparency in 2011. Therefore, great improvement is expected next year.

3. Content & Clarity for the EMPLOYEE Compensation Cost Pages

The rating scale descriptions for CCT Content and Clarity for the EMPLOYEE Compensation Cost pages were as follows:

¹⁵ The only one rated excellent was Midway City Sanitary District.

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A - Excellent – Full total salary & benefits compensation cost disclosure is needed in a single table format, including Defined Benefit Plan Pension Costs.

B – Good – Full total salary & benefits compensation cost disclosure is needed in a single table format, but Defined Benefit Plan Pension Costs were excluded.

C - Average – Full total salary disclosure is shown, but with just:

- 1) general text Memorandum of Understanding (MOU) benefits; and/or*
- 2) benefits scattered in multiple places; or*
- 3) just benefit totals, and no details other than general text.*

D - Poor - Salary is shown in Minimum and Maximum Ranges by Position or by Classification & Step levels, and with just:

- 1) general Textual MOU Benefits; and/or*
- 2) benefits scattered in multiple places; or*
- 3) benefits not shown in absolute dollars for a position.*

F - Nonexistent – Salary & benefit information could not be readily found

Cities – Last year in 2011, no cities were rated excellent for **Employee** Content and Clarity, as the focus for improvement was on the **Executive** Compensation Page. In contrast in 2012, only five cities (15%) took the initiative to obtain an excellent rating for Content and Clarity for their **Employee** Compensation Page. While only one city's **Employee** Compensation Cost page is nonexistent, twenty-one of the thirty-four cities (62%) were rated poor for their **Employee** Compensation Cost page.

County – While the County has an excellent **Executive** Compensation Page, the County's **Employee** Compensation Page was rated average in 2012 for its more than 17,000 positions.

Water & Sanitation Districts - Only one of the fifteen water & sanitation districts (7%) was rated excellent for Content & Clarity on their **Employee** Compensation Page in 2012.¹⁶ They were not rated in 2011, but were provided with broad recommendations for their board's and general manager's CCT. However, taxpayers are starting to expect Orange County local governments to provide compensation information for all employees. Great improvement is expected in this area over the next year.

Non-enterprise Special Districts, Transportation Special Districts & Joint Power Authority (JPA) – Only three special districts out of these eight Special Districts and JPA (38%) were rated excellent this year for Content & Clarity for their **Employee** Compensation page. These special

¹⁶ The only one rated excellent was Midway City Sanitary District.

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districts and JPAs were not studied for Compensation Transparency last year and significant improvement is expected.

2012 Compensation Cost Transparency Assessment Ratings Chart

The 2012 Compensation Transparency Cost Assessment Ratings Chart for the County, and each individual Orange County city, water and sanitation district, non- enterprise special district and Joint Power Authority follows on the next pages as Table 1.

Each entity's web page has been graded on 3 Compensation Cost Transparency aspects, as defined earlier and shown below in column headings #2, 3 and 4. Table 1 columnar headings, most of which are self-explanatory or have been defined earlier, are as follows.

1. City/District/Joint Power Authority *(which also includes the County of Orange)*
2. Accessibility Grade *(for web site Access to CCT information)*
3. Executive Page Grade *(for content & clarity of CCT information)*
4. Employee Pages Grade *(for content & clarity of CCT information)*
5. Areas of Strength
6. Areas for Improvement
7. Web Update since March – *An opportunity for governmental entities who previewed this report in May, 2012 to present a summary of any CCT web site updates to the Grand Jury, made since the February/March of 2012 grades. Otherwise, the status of any updates can be described in the normal official response letters, after this report is issued.*

This year for 2012, the grading scale criteria were more objectively and precisely defined for clarity. These criteria are detailed on the first page of Table 1 that follows.

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TABLE 1 – 2012 Compensation Cost Transparency Assessment Ratings Chart
Web Site Ratings Scale for Compensation Cost Transparency Grades
I. Accessibility Grades

A = EXCELLENT - Primary link for Compensation Transparency on Home Page

B = GOOD - Secondary link on Human Resources/Finance Page

C = AVERAGE - Only Data access is link to the off-site State Controller's Page

D = POOR - Data buried in Budget or other Data

F = NONEXISTENT - No Compensation Data, just Text and No link on Web Site

II. Content & Clarity Grades

A = EXCELLENT - Full Disclosure, including Defined Benefit Plan Pension Costs

B = GOOD - Full Disclosure, but without Defined Benefit Plan Pension Costs
*B+ for Full Disclosure, but with Defined Benefit Pension (DBP) Costs on separate pages
 or just the annual DBP funding percentage revealed with no amounts*

C = AVERAGE - Full Salary Disclosure, with just General Textual MOU* Benefits
*and/or Benefits scattered in multiple places,
 or Benefit Totals, but no details other than General Text*

D = POOR - Salary Min/Max Ranges by Position or Classification & Step levels,
with just General Textual MOU Benefits,
 and/or with Benefits scattered in multiple places,
 or with Benefits not shown in absolute dollars for a position*

F = NONEXISTENT - No Salary or Benefit Data

* MOU – Memorandum of Understanding

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TABLE 1 – 2012 Compensation Cost Transparency Assessment Ratings Chart

	City/District/ Joint Power Authority	Access- ibility Grade	Exec. Page Grade	Employee Pages Grade	Areas of Strengths	Areas for Improvement	Web Updates since March per May Exit Interviews
	County						
1	County of Orange	A	A	C	Excellent Executive Page & Excellent Accessibility	Employee Pages	UPDATE Note 1 - See end of table notes
	Cities						
1	Aliso Viejo	A	C	D	Excellent Accessibility	Employee Pages for Salaries and Benefits	n/a - Did not attend May exit interview
2	Anaheim	A	B	B	Excellent Accessibility	Employee Pages for Salaries and Benefits	
3	Brea	A	C	C	Excellent Accessibility		
4	Buena Park	A	A	A	Excellent in all ways		
5	Costa Mesa	A	A	A	Excellent in all ways		
6	Cypress	B	D	D		Both Executive and Employee Pages for Salaries and Benefits	
7	Dana Point	A	A	D	Excellent Executive Page	Employee Pages for Salaries and Benefits	
8	Fountain Valley	B	F	D		Both Executive and Employee Pages for Salaries and Benefits	n/a - Did not attend May exit interview
9	Fullerton	B	A	D		Employee Pages for Salaries and Benefits	
10	Garden Grove	A	C	D	Excellent Accessibility	Employee Pages for Salaries and Benefits	
11	Huntington Beach	B	F	B		Executive Page for Salaries and Benefits	
12	Irvine	A	A	D	Excellent Accessibility Excellent Exec. Page	Employee Pages for Salaries and Benefits	UPDATE Note 2 - See end of table notes
13	La Habra	A	A	F	Excellent Accessibility Excellent Exec. Page	Employee Pages needs Compensation Costs & Benefits	
14	La Palma	A	D	D	Excellent Accessibility	Both Executive and Employee Pages for Salaries and Benefits	UPDATE Note 3 - See end of table notes
15	Laguna Beach	A	D	D	Excellent Accessibility	Both Executive and Employee Pages for Salaries and Benefits	UPDATE Note 4 - See end of table notes
16	Laguna Hills	A	B+	D	Excellent Accessibility	Employee Pages for Salaries and Benefits Exec Page needs Pension Costs	
17	Laguna Niguel	B	D	D		Both Executive and Employee Pages for	n/a - Did not attend May exit interview

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	City/District/ Joint Power Authority	Access- ibility Grade	Exec. Page Grade	Employee Pages Grade	Areas of Strengths	Salaries and Benefits Areas for Improvement	Web Updates since March <i>per</i> <i>May Exit Interviews</i>
18	Laguna Woods	A	A	A	Excellent in all ways		<i>n/a - Did not attend May exit interview</i>
19	Lake Forest	A	C	D	Excellent Accessibility	Employee Pages for Salaries and Benefits	
20	Los Alamitos	B	C	D		Employee Pages for Salaries and Benefits	<i>n/a - Did not attend May exit interview</i>
21	Mission Viejo	A	D	D	Excellent Accessibility	Both Executive and Employee Pages for Salaries and Benefits	
22	Newport Beach	A	C	C	Excellent Accessibility		
23	Orange	A	C	D	Excellent Accessibility	Employee Pages for Salaries and Benefits	<i>n/a - Did not attend May exit interview</i>
24	Placentia	A	A	A	Excellent in all ways		
25	Rancho Santa Margarita	A	A	D	Excellent Accessibility Excellent Executive Page	Employee Pages for Salaries and Benefits	
26	San Clemente	A	A	D	Excellent Accessibility Excellent Executive Page	Employee Pages for Salaries and Benefits	
27	San Juan Capistrano	A	A	D	Excellent Accessibility Excellent Executive Page	Employee Pages for Salaries and Benefits	UPDATE Note 5 - See end of table notes
28	Santa Ana	B	B	D		Employee Pages for Salaries and Benefits	UPDATE Note 6 - See end of table notes
29	Seal Beach	B	A	D	Excellent Executive Page	Employee Pages for Salaries and Benefits	
30	Stanton	A	A	D	Excellent Accessibility Excellent Executive Page	Employee Pages for Salaries and Benefits	<i>n/a - Did not attend May exit interview</i>
31	Tustin	A	C	D	Excellent Accessibility	Employee Pages for Salaries and Benefits	
32	Villa Park	A	C	C	Excellent Accessibility		<i>n/a - Did not attend May exit interview</i>
33	Westminster	B	F	D		Both Executive and Employee Pages for Salaries and Benefits	<i>n/a - Did not attend May exit interview</i>
34	Yorba Linda	A	A	A	Excellent in all ways		

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	City/District/ Joint Power Authority	Access- ibility Grade	Exec. Page Grade	Employee Pages Grade	Areas of Strengths	Areas for Improvement	Web Updates since March <i>per</i> May Exit Interviews
	<u>Special Districts - Water and Sanitation</u>						
1	Costa Mesa Sanitary	A	B+	B+	Excellent Accessibility	Exact pensions are on separate list. Add exact pensions to chart and total	
2	East OC Water	A	C	C	Excellent Accessibility	Need chart w/ other pay, insurance, exact pension cost & total	<i>n/a - Did not attend May exit interview</i>
3	El Toro Water	A	C	F	Excellent Accessibility	Employee Page Chart needed for Salaries & Benefits	UPDATE Note 7 - See end of table notes
4	Irvine Ranch Water	A	D	D	Excellent Accessibility	Both Executive and Employee Pages for Salaries and Benefits	
5	Mesa Consolidated Water	A	D	D	Excellent Accessibility	Both Executive and Employee Pages for Salaries and Benefits	UPDATE Note 8 - See end of table notes
6	Midway City Sanitary	A	A	A	Excellent in all ways		
7	Moulton Niguel Water	A	D	D	Excellent Accessibility	Both Executive and Employee Pages for Salaries and Benefits	
8	Municipal Water Dist. of OC	D	D	D	Have listing on home page, but does not list information in an accessible format.	Both Executive and Employee Pages for Salaries and Benefits	
9	Orange County Sanitation	A	D	D	Excellent Accessibility	Both Executive and Employee Pages for Salaries and Benefits	UPDATE Note 9 - See end of table notes
10	Orange County Water	A	D	D	Excellent Accessibility	Both Executive and Employee Pages for Salaries and Benefits	UPDATE Note 10 See end of table notes
11	Santa Margarita Water	C	F	F		Both Executive and Employee Pages for Salaries and Benefits	<i>n/a - Did not attend May exit interview</i>
12	Serrano Water	A	B	B	Excellent Accessibility		
13	South Coast Water	A	D	D	Excellent Accessibility	Both Executive and Employee Pages for Salaries and Benefits	
14	Trabuco Canyon Water	C	D	D		Both Executive and Employee Pages for Salaries and Benefits	<i>n/a - Did not attend May exit interview</i>
15	Yorba Linda Water	B	D	D		Both Executive and Employee Pages for Salaries and Benefits	

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	<u>City/District/ Joint Power Authority</u>	<u>Access- ibility Grade</u>	<u>Exec. Page Grade</u>	<u>Employee Pages Grade</u>	<u>Areas of Strengths</u>	<u>Areas for Improvement</u>	<u>Web Updates since March per May Exit Interviews</u>
	<u>Special Districts - Non Enterprise</u>						
1	Buena Park Library	A	A	A	Excellent in all ways		
2	Orange County Cemetery	A	D	D	Excellent Accessibility	Both Executive and Employee Pages for Salaries and Benefits	UPDATE Note 11 See end of table notes
3	Orange Co. Vector Control	F	F	F		Accessibility, plus Both Executive and Employee Pages for Salaries and Benefits	<i>n/a - Did not attend May exit interview</i>
4	Placentia Library	A	A	A	Excellent in all ways		
5	Rossmoor Community Service	D	F	F		Accessibility, plus Both Executive and Employee Pages for Salaries and Benefits	<i>n/a - Did not attend May exit interview</i>
6	Silverado- Modjeska Recreation & Parks	A	N/A*	A	Excellent in all ways		<i>n/a - Did not attend May exit interview</i>
	<u>Special District - Transport</u>						
1	OCTA - Orange County Transpor- tation Authority	A	B	B	Excellent Accessibility	Need to report Retirement Plan contribution amounts as a stand- alone item for full transparency, not bundled	
	<u>Joint Power Authority</u>						
1	OCFA - Orange County Fire Authority	B	D	D		Both Executive and Employee Pages for Salaries and Benefits	

Legend: * N/A = Not Applicable

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Table 1 WEB UPDATE NOTES from May, 2012 Exit Interviews on web changes since March, 2012:

- 1- The County of Orange subsequently submitted a spreadsheet of salary and benefit information for over 17,000 employees for 2011 that they prepared for a Public Records Act response to a request submitted by the Bay Area News Group, an organization of Northern California newspapers. The OC Register requested to receive the same information once it was released to the original requestor. It appears quite complete and the County of Orange will post this compensation information on the County's web site as their Employee Compensation Cost pages for the public to see as well. It appears to be quite complete.
- 2- The City of Irvine reported that their Employee page was subsequently posted on their City Compensation Page, using the Orange County Grand Jury suggested format. It appears to be quite complete.
3. The City of La Palma reported that their website was updated in early May to reflect the Grand Jury's requests. They submitted a copy of the City of La Palma 2011 Compensation Report and it appears to be quite complete.
4. The City of Laguna Beach reported that they have added a table to the compensation pages to include Defined Benefit Plan Pension Costs and a Total Salary and Benefits column for all employees. It appears to be quite complete.
5. The City of San Juan Capistrano reported that they have added employee compensation pages to their website. It appears quite complete.
6. The City of Santa Ana reported that data has been compiled for their Employee pages and will be posted on their website in May, 2012.
7. The El Toro Water District reported that it has updated its website to include all compensation, including pension for the GM, in table form. They report that they do not offer a defined benefit plan, so there are no pension costs to disclose.
8. The Mesa Consolidated Water District reported that Executive Compensation is on the website, as are Employee Salary Ranges and Title. May, 2012 report recommendations are being implemented.
9. The Orange County Sanitation District reported that their Compensation Cost website had been updated.
10. The Orange County Water District reports that additional information has been added to their website. The information that was on the website in March under "Human Resources" and is now under "Transparency."
11. The Orange County Cemetery District reported an upgrade to their Salary and Benefit Summary that they brought in for review. It appears quite complete.

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Recognition of Excellence in Compensation Cost Transparency (CCT) –

To recognize achievement of excellence in Compensation Cost Transparency, Appendix A contains the 2012 Gold, Silver and Bronze Honor Rolls. Listed are Orange County cities, special districts/JPAs and the County of Orange. Appendix A also has the 2012 list of Most Potential for Improvement. These four lists are described below.

1. Gold Honor Roll is for cities & special districts providing **outstanding overall CCT access, content & clarity** in government for their citizens. Straight “A” (excellent) ratings in **all three CCT categories of Accessibility, Executive Content & Clarity and Employee Content & Clarity** for 2012 were achieved by all listed.
2. Silver Honor Roll is for cities & special districts providing **excellent executive CCT** in government for their citizens. “A” (excellent) ratings in the **two categories of Accessibility & Executive Content & Clarity** for 2012 were achieved by all listed.
3. Bronze Honor Roll is for cities & special districts providing **excellent CCT accessibility** in government for their citizens. “A” (excellent) rating in the **one category of Accessibility** for 2012 were achieved by all listed.
4. Most Potential for Improvement List for the cities & special districts in CCT. This potential for improvement was demonstrated by receiving one 2012 “F” (nonexistent) rating in at least **one of the three CCT categories of Accessibility, Executive Content & Clarity or Employee Content & Clarity**.

Non-Transparent Compensation Costs Funding Guaranteed Pensions

Current fiscal pressures accentuate the need for more pension cost information. Public demand is building for transparent reporting of unfunded pension liabilities in more detail.

The Government Accounting Standards Board (GASB) is addressing the unfunded pension liability issue at the macro level.¹⁷ GASB would mandate the movement of the unfunded pension liability from an informational footnote to a liability on the balance sheet as early as 2013. Private industry Financial Accounting Standards Board (FASB) has mandated this practice for years and upgraded their balance sheet pension liability reporting with FASB Statement 158 in 2006.¹⁸

A real lack of transparency of reporting the annual government dollar costs to fund guaranteed pensions appears at the employee/position pension level. Why?

¹⁷ GASB Postemployment Benefit Accounting and Financial Reporting Project, scheduled for statement release June, 2012. www.gasb.org
¹⁸ “FASB adopts New Pension Std.,” 10/3/2006, <http://accounting.smartpros.com/x55007.xml> & <http://www.fasb.org/summary/stsum158.shtml>

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Last year, the 2010-2011 Grand Jury asked for pension costs (i.e., the amounts that the city pays for contributions to a pension plan, such as PERS and Social Security) to be reported in their annual compensation cost disclosures. The county and some cities did, and many did not. The ones who did were:

- The County of Orange reported pension costs on their Executive page.
- The city governments that provided excellent executive pension cost transparency by apparently reporting pension costs on their Executive pages were:
 - Dana Point
 - Fullerton
 - Irvine
 - La Habra
 - Rancho Santa Margarita
 - San Clemente
 - San Juan Capistrano
 - Stanton.
- The cities who apparently went a step further and reported pension costs for all their employees and executives, to provide excellent maximum transparency for their citizens were:
 - Buena Park
 - Costa Mesa
 - Laguna Woods
 - Placentia
 - Yorba Linda.

The current focus of the California State Controller website does not yet reflect pension compensation costs. So pension costs for defined benefit plans (DBPs) currently go unreported on the state's local government's compensation site. The formula for the DBPs pension benefits is shown instead.

The state site reports the shorthand formula for the DBP pension benefit. However the formula is cryptic and the formula is not translated to the government's cost of funding it. A citizen can view the benefit formula shorthand notation that shows at what age the employee can collect what percentage of their last year's pay for every year of service.

The pension benefit formula is often not understood by the average citizen unless they are already familiar with the formula shorthand notation. An explanation is offered here with an example below.

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The pension formula for Officer Jane Doe, a public safety employee, is shown as “3%@50”. The “3%@50” means that Officer Jane Doe can retire when 50 years old and collect 3% of her last year’s pay, which is multiplied by each year of her public service. More specifically, that would mean when she obtained 50 years of age and if she had 30 years of public service, that Officer Jane Doe could collect 90% of her last year’s pay for the rest of her life (30 yrs. x 3%). If her annual pay from her last year(s) or highest year was \$100,000, then her pension annual payment would be \$90,000 for the rest of her life, plus cost of living allowances, if applicable.

The annual cost by the government of building up the funds for this pension is not shown on the California State Controller’s web site for this employee’s position level. The state site does not currently focus on the government’s compensation costs of the guaranteed pension, but just on the benefit formula of the employee’s guaranteed pension. This may change in the future, as described in the “Future Potential for California’s Local Government Pension Cost Reporting” section.

Significance of Local Government’s Cost of Funding Guaranteed Pension Benefits

Taxpayer and ratepayer dollars fund public pensions. In many local governments, but not all, taxpayers are obligated to pay government workers’ guaranteed pension benefits as promised through collective bargaining agreements. What is the range of the compensation costs of defined benefit plans?

The range of pension fund investment annual payments that Orange County local governments make for their General employees (officially classified as “miscellaneous” in pension plans) is from 9% to 28% of salaries.

For Public Safety employees, that include fire, police, probation and lifeguards, the range is from 20% to 48% of salaries. **Appendices B and C** list these percentage amounts owed to CalPERS or OCERS annually by each local government entity.

Are these government current compensation costs for a future benefit significant? Should pension funding amounts by employee positions be reported to the public, even though they are not current taxable compensation to the employee? Since local governmental annual investment payments range from 9% to 48% of salary, they are significant for taxpayer citizens to know. Taxpayer and ratepayer dollars fund these dollar amounts now to cover future pension obligations for employees, and are real and significant costs of government employment.

Future Potential for California’s Local Government Pension Cost Reporting

The government’s portion of guaranteed pension annual costs currently go unreported on the California State Controller’s local government compensation reporting site. That has been due to different objectives. We understand this may change in the near future.

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To reduce the workload and simplify different reporting requirements for Orange County local governments, the 2011-2012 Grand Jury has had a continuing dialogue with the State Controller's office about the inclusion of pension costs.

Specifically, the discussions were with the California State Controller's Bureau of Local Government Policy and Reporting. This unit of the State Controller's office is embarking on the requirements phase for new database software to replace the annual influx of approximately 5,000 Excel spreadsheets.

The State Controller's office has considered the potential inclusion of requesting local governments to report Pension Costs for Defined Benefit Plans (DBPs) in their future minimum requirements. Informally, they have relayed to the 2011-2012 Grand Jury that they plan to include pension costs of DBPs in their reporting requirements for local government reporting in 2013, as part of the "burden cost of compensation." The new software implementation is initially planned to include pension cost data in the second phase. They stated that they would formally document their intentions to the Grand Jury in the near term.

Orange County citizens would benefit from being able to access DBP pension annual funding costs by employee/position on local web sites as soon as possible in the spirit of full transparency. Why wait? This information would appear to be too significant to ignore. Why just provide only the bare minimum in compensation cost transparency reporting, as required by the State Controller, when full transparency would benefit Orange County citizens now?

Need for Local Government Website Reporting of Compensation Cost Reporting

Compensation cost reporting is preferably shown on the local government website for ease of citizen use and because the data will be the latest available. At the State Controller's level, the local government reporting information can be from one to two years late due to the multiple fiscal years that the State has to address for the approximately 5,000 local governments.

Taxpaying citizens deserve to see the costs of funding guaranteed pensions clearly displayed at the employee position level now. The exceptional and commendable Orange County cities and districts that appear to include pension cost amounts in their Executive and Employee compensation costs in 2012 are:

- Buena Park
- Costa Mesa
- Laguna Woods
- Placentia
- Yorba Linda
- Midway Sanitary District

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- Buena Park Library District
- Placentia Library District.

Costa Mesa was recognized by the national Sunshine Review, a nonprofit organization dedicated to government transparency. They were awarded a national 2012 Sunny Award for doing an exemplary job at proactively disclosing information to taxpayers.¹⁹ They were the only government in California to receive an “A+” grade from the Sunshine Review. They set a good transparency example. Costa Mesa solicits their citizens to send in additional ideas about how they can improve their transparency at www.ci.costa-mesa.ca/transparency/.

The exceptional and commendable Orange County governments that appear to include these pension costs on their Executive Compensation cost page in 2012 are the County of Orange²⁰ and the cities of:

- Dana Point
- Fullerton
- Irvine
- La Habra
- Rancho Santa Margarita
- San Clemente
- San Juan Capistrano
- Stanton

¹⁹ For award information, see http://sunshinereview.org/index.php/2012_Sunny_Awards.

²⁰ The salaries and benefits for the County of Orange 12 top elected officials are shown on Sunshine Review’s national website at http://sunshinereview.org/index.php/Orange_County_employee_salaries with reference to the 34 OC employees who make over \$150,000 in total compensation of salaries and benefits (including pension costs). The reporting is excerpted from the County’s elected and executive compensation web page, as recommended by last year’s 2010-2011 OC Grand Jury, providing a good leadership example for OC cities & special districts to follow.

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Signs of the Public's Need to see Pension Costs at the Employee Position Level

Recent signs of the public's increasing need to have pension costs reported at the Employee Pension level include the following examples.

- Orange County Register's March 20, 2012 article on "*Public pensions evolving at local level*" which had to rely on survey data, not actual local governmental Pension Cost data, stated the following:

*"Specifically, the recent League of California Cities survey that showed that 48% of California cities have reduced pension benefits for new hires."*²¹

The building block for this Pension Cost information would naturally be at the Employee Position level, like transparent Salary and other Benefits are, but alas it is not yet generally available nor yet reported at that level.

The survey covered only the California cities that contract with CalPERS. As a result, only 321 of California's 482 cities responded. Reporting Pension Costs per employee position on a regular basis is topical and needed for transparent local government.

- USA Today's March 12, 2012 article on "*In Too many places, public pensions remain private*" which stated the following:

*"Even in states (California Florida, New Jersey and New York) where pension data are public, they're often tough to find. If a newspaper or a public interest group hasn't put the information online, people must file written requests to obtain it. All states could take a cue from New Jersey where pension data are posted and easily searchable online."*²²

The USA Today article concluded:

*"Taxpayers have a right to know how their money is being spent. But when it comes to public pensions, it's going to take a big push for transparency before that happens everywhere."*²³

- The California-based Little Hoover Commission issued a comprehensive report in February, 2011 on "*Public Pensions for Retirement Security*" that recommended:

²¹ "*Public pensions evolving at local level*," Orange County Register, March 20, 2012, Local, OC Watchdog, p.1

²² "*In too many place, public pensions remain private*," USA Today, March 12, 2012, p.8A

²³ Ibid.

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“To improve transparency and accountability, more information about pension costs must be provided regularly to the public.”²⁴

Specifically recommended was that *“The Legislature must require pension fund administrators to improve procedures for detecting and alerting the public about unusually high salary increases of government officials that will push pension costs upward.”²⁵*

A more expedient local method of educating the Orange County public would be to include Pension Costs at the Employee Position level on the Orange County local government websites today in transparent compensation cost reporting.

This would let Orange County local governments potentially lead in pension cost transparency, as the County of Orange has done. One third of Orange County cities have already stepped out front and done so, and others are expected to do so as well. Financial pressures are starting to force local governments to make hard choices. Good clear transparent information reporting is needed to make informed choices. Informed citizens can then understand and support future actions.

FINDINGS/CONCLUSIONS

In accordance with California Penal Code Sections 933 and 933.05, the 2011-2012 Grand Jury requires responses from each city, special district, joint power authority, as well as the County of Orange and OCERS, affected and named by the findings presented in this section. The responses should address the specific situation of the governmental entity responding. The responses are to be submitted to the Presiding Judge of the Superior Court, with a copy to the Orange County Grand Jury.

A list of which governments are required to respond to which of the findings are summarized in Tables 2 and 3. These tables can be found in a later section entitled REQUIREMENTS AND INSTRUCTIONS.

Based upon the assessment of 58 websites of the County of Orange, 34 OC cities, 15 OC water and sanitation districts, 6 OC non-enterprise special districts, 1 transportation special district and 1 OC Joint Power Authority, the 2011-2012 Orange County Grand Jury has five principal findings.

²⁴ *“Public Pensions for Retirement Security,”* Little Hoover Commission, State of California, February, 2011, Executive Summary, <http://www.lhc.ca.gov/>

²⁵ *Ibid.*

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Finding 1 (F1) - Accessibility Ratings for Cities, Special Districts and JPAs

Accessibility to Compensation Costs for Orange County cities web-sites experienced 92% improvement this year, but there is still room for improvement at some cities. Accessibility to Compensation Costs on Orange County websites for districts and joint power authority (JPA) has room for improvement, even though 70% were rated excellent.

- **Cities:**
There was a 92% improvement in CCT Accessibility from the thirteen cities rated excellent in 2011 compared to twenty-five cities were rated excellent in 2012.
 - **Yet there is still room for improvement for the remaining nine of thirty-four Orange County cities who received a rating of good in 2012 to achieve excellence in CCT Accessibility.**
- **Special Districts and Joint Power Authority (JPA):**
Sixteen of the twenty-three special districts/joint power authority (70%) were rated excellent in 2012 for CCT Accessibility. This was a very good showing in their first year of being rated.
 - **However, seven of the twenty-three special districts/joint power authority were rated good, average, poor and nonexistent for CCT Accessibility, all of whom could improve to excellent.**

Finding 2 (F2) – Content & Clarity Ratings for EXECUTIVE Compensation Cost

Content and Clarity for the OC cities elected officials and executives over \$100,000 in base salary is improving in this 2nd year of ratings. On the other hand, there is understandably even more potential improvement possible for the Special Districts and joint power authority, which are in their 1st year of ratings.

- **County:**
The County of Orange went from a nonexistent Executive Compensation Page in 2011 to one rated excellent in 2012 for Content and Clarity.
- **Cities:**
This year in 2012, fourteen of thirty-four cities (41%) were rated excellent for Executive CCT Content and Clarity, while none were rated excellent in 2011.
 - **However, twenty of the thirty-four cities were rated good, average, poor and nonexistent for Executive Compensation Cost Content and Clarity, all of**

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whom could improve to excellent.

- Special Districts and Joint Power Authority (JPA):
Only three of twenty-three special districts/JPA (13%) were rated excellent for Executive Compensation Cost Content and Clarity.
 - **Nineteen of twenty-three special districts/JPA who received ratings of good, average, poor and nonexistent for Executive Compensation Cost can improve to achieve an excellent rating.²⁶**

Finding 3 (F3) - Content & Clarity for EMPLOYEE Compensation Cost Ratings

There is the most opportunity for more transparent reporting in the Content and Clarity of Employee Compensation Cost reporting on local government websites.

- County:
The County of Orange was rated excellent above for their Executive Compensation Page Content and Clarity.
 - **However, the County of Orange was only rated average for Employee Compensation Cost Content and Clarity and could improve to achieve an excellent rating.**
- Cities:
Only five of thirty-four cities (15%) were rated excellent for Employee Compensation Cost Content and Clarity.
 - **Twenty-nine of the thirty-four cities were rated good, average, poor and nonexistent for Employee Compensation Cost Content and Clarity, all of whom could improve to excellent.**
- Special Districts and Joint Power Authority (JPA)
Only four of twenty-three special districts and joint power authority (17%) were rated excellent for Employee Compensation Cost Content and Clarity.
 - **Nineteen of the twenty-three special districts/JPA were rated good, average, poor and nonexistent for Employee Compensation Cost Content and Clarity, all of whom could improve to excellent.**

²⁶ One of the 23 special districts/JPAs was rated "Not Applicable" due to their volunteer executive board and no paid executives. (3+19+1=23).

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Finding 4 (F4) – Transparency of Employer Pension Contribution Rates

Many Orange County local government web sites do not generally post their employer pension annual contribution rates prominently to their web sites as part of their compensation cost disclosure for public disclosure.

Specifically, these employer contribution percentages refer to the annual percentages of employee salary that CalPERS (California Public Employees Retirement System) or OCERS (Orange County Employee Retirement System) requires of Orange County local governments to fund their employee guaranteed pension plans.

OCERS has the employer pension contribution rates buried in detailed actuarial reports and presentations on the OCERS website or requires member passwords to access these annual governmental funding rates. Thus, there is limited transparency for the public of these governmental pension contribution rates.

Finding 5 (F5) –Inclusion of Overtime and On-Call Pay in Employee Compensation Costs

The Orange County “de facto” standard for CCT in the county, cities, districts and JPA now contains all employees, including a page for executives and all elected officials. **Two key categories are missing from compensation cost reporting. They are overtime pay and on-call pay.** They have become important as the new “de facto” compensation cost reporting standard which now includes all employees.

These two cost categories can be significant for public safety employees. However, it is recognized that these cost categories generally do not apply to elected officials. On the other hand, if overtime does not occur for various employee positions, it is important for citizens to be aware of the aware of that in the annual reporting.

RECOMMENDATIONS

In accordance with California Penal Code Sections 933 and 933.05, the 2011-2012 Grand Jury requires responses from each city, special district, joint power authority, as well as County of Orange and OCERS, affected and listed in Tables 2 and 3 that follows. The responses are to be submitted to the Presiding Judge of the Superior Court, with a copy to the Orange County Grand Jury.

Based upon the assessment of 58 websites of the County of Orange, 34 OC cities, 15 OC Water and Sanitation Districts, 6 OC Non-Enterprise Special Districts, 1 transportation special district and 1 OC joint power authority, the 2011-2012 Orange County Grand Jury has five principal recommendations.

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Recommendation 1 (R1) - Access for Compensation Costs Transparency -

The Grand Jury recommends that each of the sixteen Orange County cities, districts and joint power authority that were rated less than excellent for Accessibility upgrade their access to compensation costs. The access should be intuitive, readily identifiable on the web site home page and provide easy navigation within one or very few “clicks.”

Recommendation 2 (R2) - Content & Clarity of EXECUTIVE Compensation Costs -

The Grand Jury recommends that each of the forty-one of the fifty-seven Orange County cities, districts and joint power authority that were rated less than excellent for their Content and Clarity for their Executive and Elected Officials compensation costs page upgrade their Executive Compensation page. See Appendix D for a suggested full disclosure model which is the same as 2011 with expanded descriptions, but with particular emphasis on pension costs.

Recommendation 3 (R3) - Content & Clarity of EMPLOYEE Compensation Costs -

The Grand Jury recommends that the County of Orange and all Orange County cities, districts and joint power authority that were rated less than Excellent for Content and Clarity for their Employee compensation costs pages upgrade their Employee pages. See Appendix D for a suggested full disclosure model which is the same as 2011 with the addition of overtime pay, on-call pay and expanded descriptions, with particular emphasis on pension costs.

Recommendation 4 (R4) - Transparency of Employer Pension Contribution Rates -

The Grand Jury recommends that all Orange County cities, districts and joint power authority, as well as the County of Orange, post their employer pension annual contribution rates prominently and transparently on their web sites. Current and recent rates would be instructive and informative. It is recognized that some already do.

The Grand Jury recommends that OCERS display their member organizations annual contribution rates in a transparent way to the general public without password access on their web site. For a suggested model, see <http://calpers.ca.gov> and enter “public agency employer contribution search.”

Recommendation 5 (R5) - Transparency of Overtime Pay and On-Call Pay in Employee Compensation Cost Reporting –

The Grand Jury recommends that all Orange County cities, districts and joint power authority, as well as the County of Orange, include overtime pay and on-call pay in compensation cost reporting on their employees’ compensation pages. See Appendix D for a suggested full disclosure model for these new compensation cost reporting categories.

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REQUIREMENTS AND INSTRUCTIONS

The California Penal Code Section 933(c) requires any public agency which the Grand Jury has reviewed, and about which it has issued a final report, to comment to the Presiding Judge of the Superior Court on the findings and recommendations pertaining to matters under the control of the agency. Such comment shall be made *no later than 90 days* after the Grand Jury publishes its report (filed with the Clerk of the Court); except that in the case of a report containing findings and recommendations pertaining to a department or agency headed by an elected County official (e.g. District Attorney, Sheriff, etc.), such comment shall be made *within 60 days* to the Presiding Judge with an information copy sent to the Board of Supervisors.

Furthermore, California Penal Code Section 933.05(a), (b), (c), details, as follows, the manner in which such comment(s) is to be made:

1. As to each grand jury finding, the responding person or entity shall indicate one of the following:
 - a. The respondent agrees with the finding.
 - b. The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefore.
2. As to each grand jury recommendation, the responding person or entity shall report one of the following actions:
 - a. The recommendation has been implemented, with a summary regarding the implemented action.
 - b. The recommendation has not yet been implemented, but will be implemented in the future, with a time frame for implementation.
 - c. The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a time frame for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This time frame shall not exceed six months from the date of publication of the grand jury report.
 - d. The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefore.
3. However, if a finding or recommendation of the grand jury addresses budgetary or personnel matters of a county agency or department headed by an elected officer, both the agency or department head and the Board of Supervisors shall respond if requested by

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the grand jury, but the response of the Board of Supervisors shall address only those budgetary or personnel matters over which it has some decision making authority. The response of the elected agency or department head shall address all aspects of the findings or recommendations affecting his or her agency or department.

Comments to the Presiding Judge of the Superior Court in compliance with Penal Code section 933.05 are requested from the County of Orange Executive Office, Human Resources and required from each city council of the cities set forth in Table 2 and Board of Directors of each legislative, special assessing and joint power agency in Table 3, with a copy to the Orange County Grand Jury.

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TABLE 2 – County & Cities Responses Required for Findings (F) & Recommendations (R)

	F1	F2	F3	F4	F5		R1	R2	R3	R4	R5
<i>County</i>											
County of Orange			X	X	X				X	X	X
<i>Cities</i>											
Aliso Viejo		X	X	X	X			X	X	X	X
Anaheim		X	X	X	X			X	X	X	X
Brea		X	X	X	X			X	X	X	X
Buena Park				X	X					X	X
Costa Mesa				X	X					X	X
Cypress	X	X	X	X	X		X	X	X	X	X
Dana Point			X	X	X				X	X	X
Fountain Valley	X	X	X	X	X		X	X	X	X	X
Fullerton	X		X	X	X		X		X	X	X
Garden Grove		X	X	X	X			X	X	X	X
Huntington Beach	X	X	X	X	X		X	X	X	X	X
Irvine			X	X	X				X	X	X
La Habra			X	X	X				X	X	X
La Palma		X	X	X	X			X	X	X	X
Laguna Beach		X	X	X	X			X	X	X	X
Laguna Hills		X	X	X	X			X	X	X	X
Laguna Niguel	X	X	X	X	X		X	X	X	X	X
Laguna Woods				X	X					X	X
Lake Forest		X	X	X	X			X	X	X	X
Los Alamitos	X	X	X	X	X		X	X	X	X	X
Mission Viejo		X	X	X	X			X	X	X	X
Newport Beach		X	X	X	X			X	X	X	X
Orange		X	X	X	X			X	X	X	X
Placentia				X	X					X	X
Rancho Santa Margarita			X	X	X				X	X	X
San Clemente			X	X	X				X	X	X
San Juan Capistrano			X	X	X				X	X	X
Santa Ana	X	X	X	X	X		X	X	X	X	X
Seal Beach	X		X	X	X		X		X	X	X
Stanton			X	X	X				X	X	X
Tustin		X	X	X	X			X	X	X	X
Villa Park		X	X	X	X			X	X	X	X
Westminster	X	X	X	X	X		X	X	X	X	X
Yorba Linda				X	X					X	X

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TABLE 3 – Special Districts/JPs/OCERS Responses Required for Findings (F) & Recommendations (R)

	F1	F2	F3	F4	F5		R1	R2	R3	R4	R5
<u>Special Districts</u>											
<u>- Water and Sanitation</u>											
Costa Mesa Sanitary		X	X	X	X			X	X	X	X
East Orange County Water		X	X	X	X			X	X	X	X
El Toro Water		X	X	X	X			X	X	X	X
Irvine Ranch Water		X	X	X	X			X	X	X	X
Mesa Consolidated Water		X	X	X	X			X	X	X	X
Midway City Sanitary				X	X					X	X
Moulton Niguel Water		X	X	X	X			X	X	X	X
Municipal Water District of OC	X	X	X	X	X		X	X	X	X	X
Orange County Sanitation		X	X	X	X			X	X	X	X
Orange County Water		X	X	X	X			X	X	X	X
Santa Margarita Water	X	X	X	X	X		X	X	X	X	X
Serrano Water		X	X	X	X			X	X	X	X
South Coast Water		X	X	X	X			X	X	X	X
Trabuco Canyon Water	X	X	X	X	X		X	X	X	X	X
Yorba Linda Water	X	X	X	X	X		X	X	X	X	X
<u>Special Districts</u>											
<u>- Non Enterprise</u>											
Buena Park Library				X	X					X	X
Orange County Cemetery		X	X	X	X			X	X	X	X
Orange County Vector Control	X	X	X	X	X		X	X	X	X	X
Placentia Library				X	X					X	X
Rossmoor Community Service	X	X	X	X	X		X	X	X	X	X
Silverado-Modjeska Recreation & Parks					X						X
<u>Special District</u>											
<u>- Transportation</u>											
OCTA - Orange County Transportation Authority		X	X	X	X			X	X	X	X
<u>Joint Power Authorities</u>											
OCFA - Orange County Fire Authority	X	X	X	X	X		X	X	X	X	X
<u>Legislative District</u>											
OCERS - Orange County Employees Retirement System				X						X	

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APPENDICES

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APPENDIX A – Compensation Cost Transparency Honor Rolls - Page 1 of 3

The 2012 Gold Honor Roll for supplying the best CCT in government for their citizens applies to the following cities and special districts. They all received **straight “A” ratings in all 3 categories** of Accessibility, Content & Clarity for Elected/ Executive and Employee compensation.

Cities-

- Buena Park
- Costa Mesa
- Laguna Woods
- Placentia
- Yorba Linda

Special Districts -

- Buena Park Library District
- Midway Sanitary District
- Placentia Library District

The 2012 Silver Honor Roll for supplying excellent CCT in government for their citizens applies to the following county, cities and special districts at the Executive & Elected official level. The county and cities below all received **“A” ratings in 2 categories** of Executive Accessibility and Content & Clarity. The special district below received an **“A” rating in the 2 categories** of Employee Accessibility and Content & Clarity, as they have no Executive page:

County

- County of Orange

Cities -

- Dana Point
- Irvine
- La Habra
- Rancho Santa Margarita
- San Clemente
- San Juan Capistrano
- Stanton

Special Districts -

- Silverado-Modjeska Recreation & Parks District

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APPENDIX A – Compensation Cost Transparency Honor Rolls - Page 2 of 3

The 2012 Bronze Honor Roll for supplying excellent CCT accessibility in government for their citizens applies to the following cities, special districts and joint power authorities. They all received “A” ratings in Accessibility.

Cities -

- Aliso Viejo
- Anaheim
- Brea
- Garden Grove
- La Palma
- Laguna Beach
- Laguna Hills
- Lake Forest
- Mission Viejo
- Newport Beach
- Orange
- Tustin
- Villa Park

Special Districts -

- Costa Mesa Sanitary District
- East Orange County Water District
- El Toro Water District
- Irvine Ranch Water District
- Mesa Consolidated Water District
- Moulton Niguel Water District
- Orange County Cemetery District
- Orange County Sanitation District
- Orange County Transportation Authority
- Orange County Water District
- Serrano Water District
- South Coast Water District

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APPENDIX A – Compensation Cost Transparency Honor Rolls - Page 3 of 3

The 2012 Most Potential for Improvement List in local government compensation cost transparency applies to the following cities and special districts. They received at least one “F” in one or more of the three categories.

Cities -

- Fountain Valley
- Huntington Beach
- La Habra
- Westminster

Special Districts -

- El Toro Water District
- Orange County Vector Control District
- Rossmoor Community Service District
- Santa Margarita Water District

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APPENDIX B: CalPERS (California Public Employees' Retirement System) Employer Contribution 2011 Rates²⁷
% of Current Employee Payroll that the Employer must contribute to CalPERS in 2011

<u>Cities</u>	<u>General</u>	<u>Safety</u>	<u>Safety-Fire</u>	<u>Safety-Police</u>
Aliso Viejo	9.539%			
Anaheim	20.389%		29.228%	30.623%
Brea	11.219%	30.347%		
Buena Park	14.700%	25.821%*		
Costa Mesa	16.583%		32.404%	29.063%
Cypress	12.222%	32.407%*		
Dana Point	10.059%			
Fountain Valley	17.800% - 1 st Tier<	28.859% - 1 st Tier<		
Fullerton	11.119%	30.2%		
Garden Grove	17.854%	33.178%		
Huntington Beach	15.311%	34.196%		
Irvine	21.733%			32.678%
La Habra	11.752%	31.962%		
La Palma	14.762%	25.821%*		
Laguna Beach	15.258%	21.252% - Lifeguard	24.112%^	24.112%^
Laguna Hills	11.271%			
Laguna Niguel	10.539%			
Laguna Woods	10.896%			
Lake Forest	12.170%			
Los Alamitos	10.748%	25.21%*		
Mission Viejo	16.361%			
Newport Beach	12.208%	35.028%>		
Orange	18.646%	29.613%		
Placentia	9.548%	44.581%*		
Rancho Santa Margarita	16.497% - 1 st Tier<			
San Clemente	#	32.546% - Lifeguard		
Santa Ana	18.373%	28.848%		
Seal Beach	9.313%	25.821%*		
Stanton	13.523%			
Tustin	9.943%	32.17%*		
Villa Park	20.046%			
Westminster	14.494%	25.821%*		
Yorba Linda	13.996%			

²⁷ CalPERS - <http://www.calpers.ca.gov/index.jsp?bc=/employer/actuarial-gasb/contrib-rates/rates/home.xml>

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Appendix B Notes Legend:

* OCFA notes that these *rates of OCFA serviced cities apply only to non-fire safety employees

< Second Tier Levels in effect currently -

Second Tier level for Fountain Valley General Employees is 8.902% & 20.308% for Police

Second Tier level for Rancho Santa Margarita General Employees is 8.704%

> A Future Second Tier Level was approved in May, 2012 by Newport Beach for Firefighters that will go into effect in 2014 that will have Newport Beach *"paying 80% of pension costs annually instead of the 94% annually they are currently contributing. ... It will take 18 months for the new contribution percentages to take effect."*²⁸

^ Laguna Beach has subsequently implemented a second tier for public safety officers

Administered by Great-West Retirement Services for San Clemente non-safety employees

²⁸ "Newport Beach firefighters to pay more of pensions", Orange County Register, May 25, 2012, Local, Government, p. 9.

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APPENDIX C: OCERS (Orange County Employees Retirement System) Employer Contribution 2012-2013 Rates²⁹
% of Current Employee Payroll that Employer must contribute to OCERS in Fiscal Year 2013
Representative OCERS Examples and not a Comprehensive listing

<u>City</u>	<u>General</u>	<u>Safety</u>
San Juan Capistrano (2.7%@55) – Rate Group #2	28.39%	
(2.0%@57) – Rate Group #2	27.49%	
<u>County Special Districts</u>		
Orange County Cemetery District		
(2.0%@55) Rate Group #11	17.76%	
Orange County Sanitation District – OCSD		
(1.664%@57) Rate Group #3	26.69%	
(2.5%@55) Rate Group #3	27.47%	
Orange County Transportation Authority – OCTA		
Rate Group #5	20.96%	
<u>Joint Power Authority</u>		
Orange County Fire Authority – OCFA		
(2.7%@55) Rate Groups #10	27.99%	
(2.0%@55) Rate Group #10	27.25%	
(3.0%@50) Rate Group #8		45.46%
(3.0%@55) Rate Group #8		42.22%
<u>County of Orange</u>		
General – Rate Group #1	16.85%	
General (1.62%@65) Rate Group #2	21.94%	
General (2.7%@55) Rate Group #2	28.39%	
Law Enforcement (3.0%@50) Rate Group #7		47.45%
(3.0%@55) Rate Group #7		46.78%
Probation (3.0%@50) Rate Group #6		36.29%

²⁹ “OCERS 2010 Actuarial Valuation and Review” by The Segal Group, Inc.
<http://www.ocers.org/pdf/finance/actuarial/valuation/2010actuarialvaluation.pdf>

COMPENSATION COST TRANSPARENCY

APPENDIX D - Compensation Cost Disclosure Model - Page 2 of 2

In the interest of consistency and clarity in the disclosure of compensation cost data for local government officials and employees, the 2010-2011 Orange County Grand Jury developed a model table on the previous page, which could be posted onto the Internet websites of local governments in Orange County. The 2011-2012 Orange County Grand Jury has enhanced and expanded the applicability of the model for clarity, emphasis and scope, as local websites have evolved. The fundamental elements of the model on the websites would provide the following.

- **Accessibility** – The link from the home page to the compensation cost web page be a permanent feature, which is prominently displayed on the home page, as both self-descriptive and intuitive, requiring very minimal keystrokes for access.
- **Positions Reported** – All elected officials and those executive positions earning a base salary rate in excess of \$100,000 per year should be reported on an Executive Compensation Page. Elected officials should be listed first, followed by employees in descending order of salary.

The salaries and benefits for all employee positions should be posted in a standard table on a separate on the Employee Compensation Pages.

Note: The listing of names is not recommended on the compensation cost listings of employee position salaries and benefits, but is preferable for elected officials.

- **Salary Reporting** – The actual or annualized base rate of salary for the position should be shown, rather than minimum & maximum ranges or the employee's W-2 form Box 5 amount.
- . **Overtime Pay** – Actual overtime pay by employee position
- **Other Pay**
 - **Fees** – Fees earned from reporting agency-sponsored boards, committees or commissions
 - **Deferred Compensation**
 - **Bonus** – Any form of management, incentive or performance improvement bonuses.
 - **Pay in Lieu of Time Off**
 - **Automobile Allowance**
 - **On-Call Pay**
- **Insurance Premiums** - Annualized amounts that the reporting agency pays on the employee's behalf for medical, dental, vision, disability and life insurance.
- **Pension Costs** – Annual amounts that the reporting agency pays for contributions to a pension plan (such as CalPERS or OCERS) and/or Social Security. *This is the government's share of the Employer Pension Annual Contribution to CalPERS, OCERS & Social Security, in addition to the Employer payment of any share of the Employees obligated contribution percentage.* See Appendices B and C.
- **Total Compensation** – Salary and benefit amounts should be totaled for the calendar year.

* RED denotes new reporting requirement in 2012.

COMPENSATION COST TRANSPARENCY

APPENDIX E: Methodology Details – Page 1 of 2

- Reviewed the three 2010-2011 Orange County Grand Jury reports on:
 - Compensation Study of Orange County Cities;
 - County of Orange Compensation Disclosure;
 - Compensation Survey of Orange County Water and Sanitation Districts.
- Reviewed 54 city, water & sanitation districts and county government response letters³⁰ to the findings and recommendations of the three previous 2010-2011 Orange County Grand Jury reports.
- The 53 entities in the 2010-2011 studies were the 34 Cities of Orange County, one County government and 18 Water & Sanitation Special Districts.
- The 34 cities included Aliso Viejo, Anaheim, Brea, Buena Park, Costa Mesa, Cypress, Dana Point, Fountain Valley, Fullerton, Garden Grove, Huntington Beach, Irvine, La Habra, La Palma, Laguna Beach, Laguna Hills, Laguna Niguel, Laguna Woods, Lake Forest, Los Alamitos, Mission Viejo, Newport Beach, Orange, Placentia, Rancho Santa Margarita, San Clemente, San Juan Capistrano, Santa Ana, Seal Beach, Stanton, Tustin, Villa Park, Westminster and Yorba Linda.
- The 18 Water and Sanitation Special Districts were Costa Mesa Sanitation District, East Orange County Water District, El Toro Water District, Irvine Ranch Water District, Laguna Beach County Water District, Mesa Consolidated Water District, Midway City Sanitary District, Moulton Niguel Water District, Municipal Water District of OC, Orange County Sanitation District, Orange County Water District, Rossmoor/Los Alamitos Area Sewer District, Santa Margarita Water District, Serrano Water District, South Coast Water District, Sunset Beach Sanitary District, Trabuco Canyon Water District and Yorba Linda Water District.
- Discussed in conversations, both in person and by phone, with selected Orange County cities and county governments about their 2010-2011 responses.
- Expanded the 2012 study to include 7 additional special districts, 1 joint power authorities (JPAs), and eliminated 3 water and sewer district to make a total of 58 governmental web sites to be reviewed.
 - The 8 additions are the:
 - Joint power authority of the Orange County Fire Authority;
 - 6 Special (non-water and sanitation) Districts of Buena Park Library District, Orange County Cemetery District, Orange County Vector Control, Placentia Library District,

³⁰ 54 letters were received from 53 entities (34 cities, 18 water & sanitation districts and 1 county government) since the city of Laguna Hills sent a separate minority and majority response. All response letters to the 2010-2011 Orange County Grand Jury reports can be found at www.ocgrandjury.org/reports.asp.

COMPENSATION COST TRANSPARENCY

APPENDIX E: Methodology Details – Page 2 of 2

Rossmoor Community Services District and
Silverado/Modjeska Recreation & Parks District.

- 1 Special (transportation) District, which is the Orange County Transportation Authority.
 - The 3 eliminations are Rossmoor/Los Alamitos Sewer District (no longer has a web site), Sunset Beach Sanitary District (which doesn't have a web site) and Laguna Beach County Water District, (now a part of the City of Laguna Beach).
- Corresponded with the OC local governments to be studied –
 - Re: the establishment of this study to examine the local government web sites for the level of CCT, in terms of accessibility and content & clarity – by letters
 - Dated January 9 & 10, 2012 to 34 cities & 23 special districts/joint power authorities
 - Dated January 24, 2012 to Orange County CEO
 - Re: the frequently asked questions (FAQ's) concerning the Compensation Cost Transparency study – by letters
 - Dated February 23, 2012 to 34 cities & 23 special districts/JPAs
 - Dated March 8, 2012 to Orange County CEO
- Expanded the web assessment rating criteria to be more precise and objectively defined to build upon the previously more subjective rating criteria.
- Researched on the CalPERS web to obtain the OC cities' and special districts' individual public employer contribution annual percentage rate of employee salary that CalPERS requires the OC cities & special districts to contribute for their employee members' pensions.
- Solicited OCERS and obtained the OC individual public employer contribution annual percentage rate of employer salary that OCERS requires the county agencies, county JPAs and some city & special districts to contribute for their employee members' pensions.
- Reviewed, documented and assessed the transparency & content & clarity of each OC local government web site multiple times.
- Initiated explanatory phone conversations in March, 2012 with several special districts/joint power authorities, selected cities and County CEO office.
- Initiated February & March, 2012 phone conversations with the California State Controller Office's Bureau of Local Government Policy and Reporting to understand the state's local government compensation reporting requirements and future plans.
- Compiled data, charts & assessments from documentation & web reviews.
- Drafted and published study background, facts, analysis/findings & recommendations.

October 2, 2012

The Honorable Thomas J. Borris, Presiding Judge
Superior Court
700 Civic Center Drive West
Santa Ana, CA 92701

RE: Placentia Library District's Response to the 2011-2012 Orange County Grand Jury Report, *"Transparency Breaking Up Compensation Fog – But Why Hide Pension Costs?"*

Dear Judge Borris:

Pursuant to Penal Code Sections 933 and 933.05, the Placentia Library District submits the following response to the 2011-2012 Orange County Grand Jury Report released on April 27, 2012 entitled *"Transparency Breaking Up Compensation Fog – But Why Hide Pension Costs?"* I am writing to provide you with the Placentia Library District's response to Findings #4 & #5 and recommendations #4 & #5 contained in the report.

FINDING #4

FA. "Transparency of Employer Pension Contribution Rates – Many Orange County local government web sites do not generally post their employer pension annual contribution rates prominently to their web sites as part of their compensation cost disclosure for public disclosure. Specifically, these employer contribution percentages refer to the annual percentages of employee salary that CalPERS (California Public Employees Retirement System) or OCERS (Orange County Employee Retirement System) requires of Orange County local governments to fund their employee guaranteed pension plans. OCERS has the employer pension contribution rates buried in detailed actuarial reports and presentation on the OCERS website or requires member passwords to access these annual governmental funding rates. Thus, there is limited transparency for the public of these governmental pension contribution rates."

Response: The Placentia Library District respectfully disagrees with the finding. While we have not had the employee rates displayed as a percentage of the total compensation posted on the website, we have had the actual dollar amount the District contributes towards the employee's pension plan. The District's detailed compensation information is easily accessible through the District's website and also available at our Administration Office.

FINDING #5

F5. "Inclusion of Overtime and On-Call Pay in Employee Compensation Costs. The Orange County "de facto" standard for CCT in the county, cities, districts and JPA now contains all employees, including a page for executives and all elected officials. Two key categories are missing from compensation cost reporting. They are overtime pay and on-call pay. They have become important as the new "de facto" compensation cost reporting standard which now includes all employees. These two cost categories can be significant for public safety employees. However, it is recognized that these cost categories generally do not apply to elected officials. On the other hand, if overtime does not occur for various employee positions, it is important for citizens to be aware of the aware of that in the annual reporting."

Response: The Placentia Library District has not had to incur overtime pay for several years and therefore overtime is not factored in the District's compensation information. The pay rates for substitute employees are computed similarly to that of regular employees and dependent on job classifications. There is no pay difference between regular and substitute employees.

RECOMMENDATION #4

R4. "Transparency of Employer Pension Contribution Rates – The Grand Jury recommends that all Orange county cities, districts and joint power authority, as well as the County of Orange, post their employer pension annual contribution rates prominently and transparently on their web sites. Current and recent rates would be instructive and informative. It is recognized that some already do. The Grand Jury recommends that OCERS display their member organizations annual contribution rates in a transparent way to the general public without password access on their web site. For a suggested model, see <http://calpers.ca.gov> and enter "public agency employer contribution search."

Response: The Placentia Library District respectfully disagrees with the finding. While we have not had the employee rates displayed as a percentage of the total compensation posted on the website, we have had the actual dollar amount the District contributes towards the employee's pension plan. We believe the actual

dollar amount provided is much more transparent than a percentage figure for understanding the total compensation contributed by the District. The District's detailed compensation information is easily accessible through the District's website and also available at our Administration Office.

RECOMMENDATION #5

R5. "Transparency of Overtime Pay and On-Call Pay in Employee Compensation Cost Reporting – The Grand Jury recommends that all Orange county cities, districts and joint power authority, as well as the County of Orange, include overtime pay and on-call pay in compensation cost reporting on their employees' compensation pages. See Appendix D for a suggested full disclosure model for these new compensation cost reporting categories."

Response: The Placentia Library District has not had to incur overtime pay for several years and therefore overtime is not factored in the District's compensation information. The pay rates for substitute employees are computed similarly to that of regular employees and dependent on job classifications. There is no pay difference between regular and substitute employees.

As pointed out by the Grand Jury in its 2011-2012 *Transparency* report, the Placentia Library District received the highest rating possible, the Gold Honor Roll, in all three categories of transparency – accessibility, content and clarity for Elected/Executive and Employee compensation. We have consistently strived to provide clear and comprehensive information to the public regarding all costs associated with the District. As part of our efforts, the District continues to include costs related to employee compensation during budget public discussions and hearings and in our approved budget, a document that is readily available at our Administration Office. We thank you for the opportunity to provide a response to the Grand Jury's findings and recommendations.

Respectfully submitted,

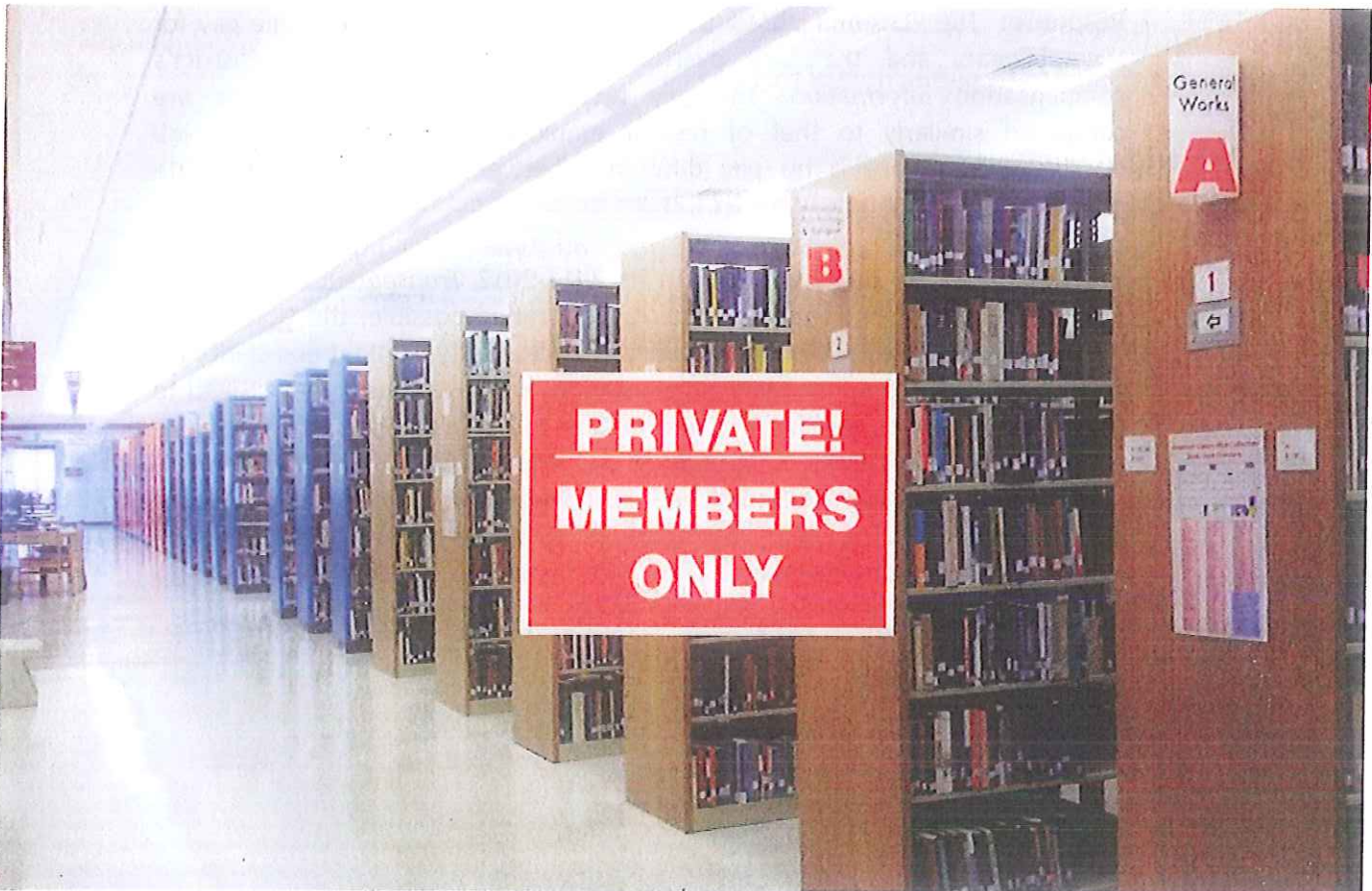
Jeanette Contreras
Library Director



EDUCATION

Calabasas and Other Towns Reject Privatized Libraries

Published on July 29, 2015
By Donald Cohen



Earlier this month, in yet another win for local control, leaders in one central Florida county rejected a proposal from a for-profit library management company to take over their public library. The company, Library Systems & Services (LSSI), operates at least 80 public libraries across the country, but Marion County joins a growing list of municipalities that realized that LSSI's claim to do more with less while still making a profit was a greater fiction than even Stephen King's best stories.

In 2010, the chief executive of LSSI admitted to the *New York Times* that the company saves money by cutting overhead and replacing unionized employees. "Cutting overhead" can mean fewer services and reduced hours. Privatized libraries make up for less professional staff by depending on unpaid volunteers and automation. Of course, when outsourcing relies on cutbacks in wages and benefits to realize savings, the local economy suffers and income inequality continues to grow. The company claims efficiencies from buying materials at the national level, but critics contend this sacrifices a local branch's ability to adapt to the needs and interests of patrons.

Even LSSI's basic sales pitch that it can operate libraries for less than public ones is suspect. When the town of Dartmouth, MA, evaluated a proposal to privatize its libraries, it found there was no evidence that privatization saved communities money. San Juan, TX, remunicipalized its libraries after contracting with LSSI for five years, due to frustrations with the company's refusal to divulge its profit margin. After bringing their libraries back under local control, town leaders were able to extend branch hours, giving residents better flexibility and access. The California town of Calabasas canceled its contract with LSSI and saved \$68,000 in its first year back with public library service.

Back in Marion County, residents and Friends of the Ocala Library are celebrating their win to keep a critical public good under public control. In an inspiring act of solidarity, the local firefighters union, Professional Firefighters of Marion County, criticized the privatization proposal: "Strong libraries are essential to strong communities." When neighbors join together to protect common resources, they strengthen their communities as well as democracy. And that's no fiction.

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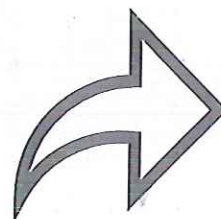
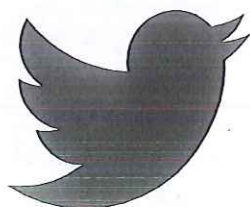
Column: A handy sign that a local government is shirking its public duty: privatizing the library



Bakersfield's original Beale Memorial Library, circa 1920s. The building has been replaced several times, but the area's public library system now faces more urgent questions about its future. (Online Archive of California)

By MICHAEL HILTZIK BUSINESS COLUMNIST

FEB. 1, 2016 12:41 PM PT



The list of responsibilities that a local government must shoulder isn't an especially long one. Typically it includes keeping streets paved and the streetlights lit, maintaining adequate police and fire services, inspecting buildings, sometimes providing water. One hallmark of almost every local jurisdiction is the free public library. Attachment H Page 319

So the proposal before the Kern County supervisors to turn over the county library system to a private company operating out of suburban Maryland marks a major step. If you're looking for a sign that local political leaders are intent on giving up all pretense of working for the public interest, look no further.

You can go to a library for 35 years and never have to do anything and then have your retirement. We're not running our company that way.

LSSI FOUNDER AND EX-CEO FRANK PEZZANITE, IN 2010

The competing proposals facing the supervisors, who will be meeting in Bakersfield on Tuesday, are whether to proceed with a plan to turn over the county's 24 branches and two bookmobiles to Library Systems & Services Inc., or to place a sales tax increase of one-eighth of a cent to fund the libraries as a public service by bringing in an estimated \$15 million a year. LSSI is a private-equity-funded firm that currently manages 20 library systems across the country, including the Riverside County system.

ADVERTISING

It isn't clear that the sales tax increase would pass. What is clearer is that a majority of residents polled oppose privatizing the library system.

The issue really is about nothing but money. LSSI says that it doesn't impose its own library policies on its clients. A study for the American Library Assn. observed, however, that LSSI contracts subtly put the company in the driver's seat in mapping out long-term strategies for the libraries placed under its control, often because the public officials handing over their systems didn't understand enough about libraries to know where to push back.

But LSSI holds out the prospect of squeezing employees harder to extract efficiencies. In 2010, its founder and then-CEO Frank A. Pezzanite, raised hackles by expressing unalloyed contempt for the public employees who staff public libraries: of libraries are atrocious. he told the New York Times. "Their policies are all about job security. You can go to a library for 35 years and never have to do anything and then have your retirement. We're not running our company that way. You come to us, you're going to have to work." Pezzanite made his remarks shortly after LSSI won a contract to take over the Santa Clarita system.

Among other changes, LSSI typically replaces public-employee pensions with 401(k) plans, which are cheaper for employers. But as a private company, it turns away questions about how much profit it earns on its library management deals.

There aren't widespread signs that library services deteriorate under LSSI management; complaints on that score haven't surfaced in Riverside or Santa Clarita. But improvement of library services isn't typically on the agenda of local officials who opt for privatization: They're trying to save money or to avoid the investments necessary to bring their systems up to snuff.

Library privatization is an artifact of the long slide in spending in public infrastructure, the result of viewing the public budget as an expense item instead of a source of investment. In California, the difficulty of managing local investments has only become more acute in the wake of Proposition 13, which took a huge chunk of revenue out of local hands. The Kern County libraries are an object lesson. With spending of \$9 per capita, the system is the worst-funded of its size in California, according to Advocates for Library Enhancement, a local group fighting the privatization plan and campaigning to place the sales-tax increase on the ballot. The statewide average, the group says, is \$25 per capita.

Chronic underfunding and repeated budget cuts have allowed the Kern County libraries to deteriorate physically, while the county spends money instead on an 822-bed expansion of its jail. Library employees are among the lowest paid public workers in Kern County, the advocacy group says.

Turning management over to a firm that will add its own profits to all the other expenses incurred by a library system doesn't seem on the surface to be a path to improved library services. The money will still have to be found to improve and maintain the physical plant, acquire books and magazines, and upgrade the system's electronic access.

Something more fundamental is lost when a system such as libraries becomes privatized. The sense that government exists in part to provide infrastructure and services that should be immune from the influence of private interests. Sometimes that means providing a service at a price that a private company would treat as a loss on its financial statements. That's the folly of trying to run public services "like a business," the mantra that also leads to proposals to privatize the post office. The post office, like a free public library, is a service that binds a community together. It's not a business.

You can be sure that LSSI wouldn't be operating the Kern County libraries at a loss, but the compromises it imposes to avoid red ink won't be visible to the average taxpayer. The Kern County supervisors favoring privatizing their libraries need to ponder this more basic question: If a local government body won't deliver a service as fundamental to community interests as a library, what is it good for?

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As Escondido prepares to outsource its library, another city drops firm



People opposing the plan to outsource library services hold up signs and wave to traffic outside Escondido City Hall before a council meeting August (Eduardo Contreras / San Diego Union-Tribune)



By **J. Harry Jones**

JANUARY 13, 2018, 5:00 AM | ESCONDIDO

Less than a week before Escondido is scheduled to transfer management of its public library to a private company, a city 140 miles to the north is doing the opposite by opting to end its contract with the same Maryland-based firm.

Meanwhile, a request for a temporary restraining order to block the company's contract from beginning next week was denied Thursday by a Vista Superior Court judge.

Santa Clarita Deputy City Manager Darren Hernandez said that city of 225,000 people went with Library Systems & Services LLC in 2011 when it switched from the Los Angeles County library system to a city one.

"For the first four years of our contract, we were happy with the progress we were making," Hernandez said. "After that, we began to see more issues."

He said all 17 full-time librarian positions in the Santa Clarita library system have turned over since the contract went into effect and just a few months ago five positions were vacant, including two of the three branch manager spots.

He said all the librarians, except one who retired, left for mostly lateral positions in other cities for better pay and benefits.

He also said in the past several years the number of patrons served at the Santa Clarita branches has dropped dramatically and that LS&S management has been slow to respond to city complaints.

"In this last year, morale has gotten so bad that it became a downward spiral," he said. "There have been a lot of vacancies and staffing shortages."

Calls to LS&S Chief Operating Officer Todd Frager were not returned.

The Santa Clarita City Council voted unanimously not to renew the contract with the company effective this summer.

Hernandez said Escondido never contacted Santa Clarita for a reference.

Interestingly, however, on Escondido's website, one of about a dozen reference letters endorsing LS&S was written last August by the Santa Clarita City Librarian Matthew Hortt, who is an employee of the private company.

Hortt praises LS&S, calling the company innovative and said he is proud to work for them.

Hernandez said the reference letter was not cleared through Santa Clarita City Hall and he knew nothing about it until recently.

Escondido City Manager Jeff Epp said the reference letters that appear on the website were received unsolicited by the city. He said "informal" inquiries of a number of communities serviced by LS&S were made by staff members, but the city did not actively seek out references. Many of the letters listed on the Escondido website were written by LS&S employees.

Thousands of signatures were gathered last year in Escondido from residents opposed to the library outsourcing plans, but the City Council voted 4-1 to move forward anyway, saying it believed services would be enhanced by the company and that the city can save \$400,000 a year or more by decreasing city staff and their benefits, most importantly pension benefits.

Opponents repeatedly brought up at public meetings how various systems run by LS&S around the country were not happy with the services, but the city maintained they had received almost unanimous good references from

other communities.

In Santa Clarita, they estimate ending the LS&S contract will save the city about \$400,000, mainly because new city employees would be hired under new rules that diminish the city's pension liability.

Meanwhile, on Thursday, a Vista Superior Court judge denied a last-minute request for a temporary restraining order that would have barred the city from enacting the contract, which goes into effect on Tuesday.

If it had been granted, the order would have delayed implementation of the contract with LS&S while a lawsuit filed in October was fully litigated that claims the council exceeded its authority by eliminating the city department.

The lawsuit cites a part of the state's education code that indicates it is up to a Library Board of Trustees, not a City Council, to make such decisions. The Escondido library trustees unanimously agreed to recommend to the council that they not outsource library management.

The city has maintained the code is being misinterpreted and misapplied and they remain confident the lawsuit will eventually be dismissed.

In his ruling Thursday, Judge Earl H. Mass said based on what he has been presented so far, it does not appear the lawsuit will be successful. He also said a restraining order would affect not only the city but numerous people who have made employment plans and decisions, as well as LS&S, none of which are parties to the legal action.

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This article is related to: Vista

SAVE OUR ESCONDIDO LIBRARY COALITION

Together We Will

North County Inland



ECOC
Escondido Chamber of Citizens

July 28, 2017

Chairman Guiles and Library Trustees
Escondido Library Board of Trustees
Via Email csmith@escondido.org

Dear Chairman Guiles and Trustees,

Many members of local community groups including Escondido Indivisible, Together We Will Inland, Escondido Chamber of Citizens, and the Escondido Democratic Club were present at the July 11, 2017 meeting of the Trustees. We found the 'informative' presentation of Library Systems and Services very lacking in any meaningful information about the company, the proposal to take over our library services, or their past track record.

As a result, we have endeavored to conduct some of our own fact-finding and request an opportunity to share it with you. By this letter, the member organizations of the Save Our Escondido Library Coalition are requesting 15 minutes to present an independent vendor assessment of information we have found about LS&S not presented in July. We request this accommodation on the August 8th meeting prior to the Trustee discussion of privatization of our library services or making any recommendation. Ms. Whitney McCoy, an MLIS candidate, will be the presenter. Because the City has, apparently, disallowed our own librarians to discuss the situation, we are grateful that Ms. McCoy is willing to share information with you.

As an example, just one fact we found speaks volumes about what our future might look like under LS&S control. Although they have managed the Riverside library system for years, compared to the comparably sized San Diego Public Library system, LSS employed 77 fewer professional MLIS librarians than the San Diego System and spent over \$500,000 less on children's material.

There are many more insights we hope to share with the Board of Trustees at your August 8 meeting.

Please let us know if you will include our presentation in the agenda by informing us at escondidoindivisible50@gmail.com.

Thank you for your consideration of our request,

*Escondido Chamber of Citizens
Escondido Indivisible
Together We Will Inland
Escondido Democratic Club*

Cc Ms. Cynthia Smith, Staff Representative

FOR IMMEDIATE RELEASE: September 11, 2017

CONTACT: Laura Hunter, 619-997-9983
Chris Nava, 760-715-9053

Scathing report of LS&S performance in Oregon fuels opposition to outsourcing of Escondido library

Concrete evidence demonstrates LS&S poor choice for library operator

Escondido, CA: Despite unanimous opposition from the Escondido Library Board of Trustees, Library Foundation, American Library Association, and in the face of overwhelming objection from the community, the Escondido City Council majority continues its path to execute a contract with Library System and Services (LS&S), a Maryland company, to take over operation of the Escondido library. However, LS&S's competence has been brought into question in a report which surfaced recently.

A 2016 assessment of the performance of Jackson County Oregon libraries run by LS&S can only be described as 'scathing'. The assessment was commissioned by the Jackson County Library District Board to determine how the services delivered by the Library District and its contractor LS&S measure up to minimum standards. Although the new District has only managed the library since mid-2015, LS&S has operated their library for over 10 years. The link to the full report and specific excerpts is below.

The *Jackson County Library Services Performance Review and Quality Assessment*, outlines significant deficiencies in how LS&S is operating the library. Other problems with having LS&S as a contractor, such as would be the case in Escondido, were also evident and very troubling.

Some of the problems highlighted include:

- The library operations failed to meet 63% of the minimum 'essential specifications' for overall performance.
- The report notes that 28% of the fund given to LS&S fall into a category of 'other' and the exact use is not known.
- The lack of transparency makes it *"impossible for the Board to determine if it is getting good value for the dollar."*
- LS&S's definition of proprietary information is extremely limiting and frustrates the ability of the Board to certify that standards are being met.
- The library services grossly underserved the Latino community and *"...gives the overall impression that Spanish speakers are not considered part of the community nor welcome at the Library."*
- The collection does not adequately reflect the diverse interests of the community.
- Staff had the lowest qualifications, salaries and benefits when compared with other Oregon libraries
- LS&S met only 11% of essential specifications in the Staff category.

Save Our Escondido Library Coalition

Especially concerning is the failure to provide for the Latino community. Some areas in Escondido have 38% linguistic isolation (limited English speaking households) and are comprised of 87% Latino families. Escondido residents, overall, are 51% Hispanic. Our library should certainly include quality programs and materials to serve this important and valued part of our community. But, it is clear that LS&S is not the group with the sensitivity or skill to serve them.

Despite the assessment's documented concerns regarding library operation by LS&S, the Escondido City Council majority, consisting of Mayor Sam Abed and Councilmembers Ed Gallo and John Masson, continues to press forward to execute a contract with this same LS&S to operate our library. Hundreds of concerned citizens have attended and spoken out at meetings of the library trustees and at city council meetings, emails and letters of concern have been sent to city officials, and a petition with over 3000 signatures in opposition to contracting with LS&S has been submitted. Abed, Gallo, and Masson have been deaf to appeals to keep library operation in the community and not outsource it to an out-of-state operation.

In addition to concerns about accountability and transparency, this report confirms that LS&S libraries struggle to provide a competent staff that is sensitive to the local constituents. Outsourcing organizations, like LS&S, contract based on minimum service level agreements (like hours of operation), but the contracts fail to govern overall quality of service and proficiency of staff. When these same minimum service levels were found to be insufficient in Jackson County, predictably LS&S said that the additional expenses were outside the scope of the agreement and charged more (called "additional overhead"). Like all for-profit organizations, LS&S looked for ways to increase their fees by charging more for what they determined to be outside the contract.

Last, LS&S appears to suffer from significant turnover in its own leadership. Reports are that LS&S has had four CEO/Presidents and three CFO's over six years. The Council should be advised that this can be signs of a company struggling to satisfy its private equity owners and remain in business.

Coalition organizer Laura Hunter summed it up, "Knowing what we now know about Library Systems and Services, outsourcing our library to them would not only be a mistake, it would be a scandal."

Link to Report and Excerpts

The complete *Jackson County Library Services Performance Review and Quality Assessment* can be found here: <https://wp.me/p8veb5-zp> Here are just a few excerpts from the report (emphasis added):

- "The absence of a written service plan, staffing plan, technology plan, a contemporary collection development and management plan, and the existence of many dated operational policies, is concerning. **Why is this when LS&S has been operating the Library for 10 years?**" Page 6.
- "Based on interviews of Board members, it seems that **the Board is unlikely to continue contracting out library services in the long term.**" Page 7.

Save Our Escondido Library Coalition

- "The Board's confidence that the money is being well spent is limited by the lack of LS&S transparency." Page 5.
- "Latinos make up 12.4% of the population of Jackson County." "Based on the calendar of upcoming programs, there are no storytimes in Spanish (there is outreach to Spanish-speaking childcare). The system offers a Book Club in the Bag collection, but only English titles are offered. There are definite holes in the Spanish-language collection. Spanish language materials written or produced by people from Latino cultures are needed. The slim collection of Spanish-language materials, combined with the lack of programming targeting Spanish speakers or recent immigrants, and the lack of a Spanish-language website, gives the overall impression that Spanish speakers are not considered part of the community nor welcome at the Library." Page 6.
- Statement on whether the library staff meets the desired outcomes set for Oregon's citizens: "The comparatively low number of librarians, in addition to other comparative factors, influenced our "no" rating, despite a "yes" rating given by Library Management." Page 8
- "The Board could pay more money to LS&S and specify staffing levels and compensation, but the Board still would not know the true staffing costs and would likely pay additional overhead." P.23
- "LS&S should be able to provide in its monthly report to the Board who has had training and the nature of the training." Page 24.
- "The management team believes that the essential standards have all been met, but they have not." and "There is no collection management plan and funds cannot be spent or the collection regularly evaluated according to a collection management plan if there is no such plan. A selection policy which the Library has is not a collection management plan. There is a Legacy materials selection policy. This policy is based upon goals established in 1979. The collection does not adequately reflect the diverse interests of the community." Page 25.
- "One would think that LS&S would be able to negotiate economical volume contracts with OverDrive, Hoopla! etc., as well as subscription databases." Page 30.
- "Board input suggests that the programming may not align with the strategic plan focuses." "The programs seem not to be the product of thoughtful consideration of the Strategic Plan, formed to support specific and quantifiable deliverables attached to Strategic Plan goals and measures." P. 34.
- "Technology expertise among staff is generally low, there is not much opportunity for staff to receive formal technology training, and the ability to help patrons with technology and database is inconsistent between locations." Page 35

Keep updated about this issue by joining us at SaveEscondidoLibrary@gmail.com.

About Save Our Escondido Library Coalition: The coalition formed by local Escondido community groups and residents in response to the City of Escondido's move to outsource the Escondido Public Library. The coalition seeks to educate themselves and the public and to provide a conduit for Escondido residents to voice their concerns.

October 16, 2017

Dear Laura,

First let me thank you for an opportunity to weigh in on this discussion.

As noted, I was the architect for the Jackson County Library District Campaign and worked closely with LSSI (now LS&S) during that effort. At that time they were a family-run entity and quite helpful. Since then, they have come under the ownership of a hedge fund and have endured significant, and repeated, leadership turnover.

By way of background, Jackson County, Oregon closed its libraries in 2007 and then brought in LSSI to manage them upon reopening.

Now a decade later, Jackson County Library District is still under outside management and will be for another three years, because the District Board and their (now former) attorney missed that the contract did not provide for cancellation without cause.

In 2015, after witnessing staff turnover and hearing of profound discontent, the library district board hired a renowned public library expert to evaluate the management of the Jackson County Library System. That report is available online and speaks for itself as to the efficacy of the outside management firm and its ability to manage our libraries over its eleven-year tenure.

Since the report, the JCLD board has repeatedly urged for higher salaries and better benefits for staff as a way to quell staff turnover and offered more money to execute that action. Yet, the outside management team has lumbered to meet that request.

Clearly, to meet expectations of hedge fund investors, management has relied on volunteers and minimum-wage employees to ensure profits and overhead are met while simultaneously meeting minimum requirements for hours and staffing levels.

Libraries are a critical link between local government and the community; and library staff is foremost in that relationship. As a political consultant who authored the book, *The Campaign Manage; Running and Winning Local Elections*, I advise that elected who underestimate the importance of that relationship, do so at their own peril. Library supporters are among the few bastions of public service that transcend political party and demographics. The volunteers willing to work on a campaign to save and buoy libraries is truly humbling. I have worked on hundreds of campaigns chronicled in my book and can attest that library volunteers are a unique breed. They are a well-educated constituency who are typically registered voters with long memories.

Think long and hard about this decision. Once made, the lack of transparency of the private equity firm will make a return to a community-held asset, difficult to recreate. And if a decision of this magnitude is forced upon an unwilling and unreceptive community, the backlash may be swift and decisive.

Please feel free to contact me.

With Kind Regards,

Cathy Shaw

541 301 6414; cathyshaw@mind.net

Roy Garrett
Attorney at Law
225 E. Third Ave.
Escondido, CA 92025
Ph. 760.807.2251 Fx. 760.747.3816

October 15, 2017

Honorable Mayor Sam Abed
Escondido City Council Members
Escondido City Attorney
Escondido City Manager
Escondido Library Board of Trustees

Re: LS&S Contract Proposal

Ladies and Gentlemen:

Please note that this contract is for 10 years, not five years as represented earlier by the City Manager. Except for a \$500,000 termination fee, it will last for the 10 years unless we, the city of Escondido, are willing to buy LS&S out of the contract. The cost of the buyout will be \$500,000. (page 9)

While the Library Board of Trustees has opined that it did not want to outsource the library operations, paragraph 9 of the contract maintains that they have rights, duties, and responsibilities provided for in California Education Code §18900 et. seq. "...and as otherwise provided for in state and local law." Inasmuch as the local law seems to be that the library board of trustees is advisory only, this provision is contradictory. Notably, the library board of trustees is not a signator to the contract. If its participation is 'advisory,' then the provision of paragraph 9 (page 4) is illusory inasmuch as California Education Code §18910 gives the board of trustees the power of management, and this contract clearly contradicts that power.

Regarding indemnification, notably the contract does not require LS&S to indemnify the City of Escondido for all costs incurred in litigation that may arise regarding the city's power to enter into this contract. Library Systems gets a free ride in litigation that it has induced, the taxpayers will be on the hook while Library Systems stands by. The City of Escondido will be defending Library Systems' business plan for libraries all over the state of California and, although Library Systems will probably be eternally grateful, it will not be indemnifying the City of Escondido for the expenses or possible eventual judgment. Also, please note that the City of Escondido warrants its capacity to enter into this contract (page 8) and will be liable to Library Systems if its authority is vitiated by judicial decree.

FISCAL SHORTCOMINGS

It appears that except for staffing (22 full-time employee equivalents), almost the entire budget to operate the library will be City of Escondido money and based upon fiscal year 2017-18 budget which is attached to the contract. Library Systems will pay various membership fees in various associations.

All technology, software, and maintenance costs will be billed to the City of Escondido.

Library Systems will pay gas, electric, water, and sewer charges at a base rate of \$137,900. All amounts over that will be the city's responsibility.

Somewhere, there is a reference to the purchase of library materials that the city budgets at \$250,000 per year. Presumably, that will continue using city money, but Library Systems will do the ordering and will bill the City of Escondido cost plus 5% for a 'materials handling fee.' That fee will be \$12,500 per year. (page 13 of Attachment A)

The annual out of pocket cost payable to Library Systems for fiscal year 2018-19 will be \$2,545,000. That is not, however, the cost of operating the library. Using the fiscal year 2017-18 library budget, it appears that the City of Escondido will be spending \$653,275 in addition to the \$2,545,000 payable to Library Systems. Total budget for Library Systems operating the library with 22 full-time employee equivalents will be \$3,198,275.

ANALYSIS OF LIBRARY BUDGET VIS-À-VIS LIBRARY SYSTEMS CONTRACT

The City of Escondido agrees to pay \$2,545,000 per year (escalating each year after June of 2019) for 22 full-time library employees and continued membership in various systems, probably including ILS which costs about \$47,000 per year, and janitorial service for the inside of the building. The City of Escondido is responsible for providing virtually everything else.

The 2017-18 operating budget includes the director of library and community services at 100% pay, but for the library, it is reasonable to allocate ½ of that sum, \$61,000. The other \$61,000 will still be payable by the City of Escondido to the community services director whatever his or her status may be. That should not be charged to the library.

The 2017-18 budget carries a PERS unfunded one time liability payable in 2017-18 of \$340,535. **This is not an operating budget item**, it is an ongoing accrued city liability that should not be charged to the library all in one year. It is also not an operating cost for 2017-18.

Although Library Systems cannot use volunteers to perform its duties, it includes a 'city volunteer coordinator' in its employee list (page 14 of Exhibit A) and the City of Escondido budgets that at $\frac{3}{4}$ of an employee for \$40,000 per year. It is difficult to know whether Library Systems is actually going to pay a volunteer coordinator to coordinate volunteers it cannot use. Perhaps this could use some clarification.

The City of Escondido budgets \$311,000 for temporary and part-time employees who are not included in Library Systems' proposed operation.


Exhibit 1 (attached) includes the operating expenses that will be payable by the City of Escondido. Exhibit 1 is based upon Library Systems paying the ILS maintenance agreement (\$47,460) per year and relieving the City of Escondido of that expense.

The net effect of the Library Systems contract plus the agreed library operating budget excluding the one time Cal Pers expense, the ILS maintenance fee, and $\frac{1}{2}$ of the library/community services director's salary (\$61,000) is a City annual cost of \$2,545,000 plus \$653,275, total of \$3,198,275 for the first year.

The total cost of the entire library budget, excluding the one time Cal Pers contribution and $\frac{1}{2}$ the librarian city recreation salary is \$3,670,045 minus \$61,000 minus \$340,535, a total of \$3,268,510. **The alleged savings with Library Systems is only \$70,235. But the City provides in its budget 22 temporary and part time employees, Library Systems does not.**

The above analysis may have some errors but hopefully some of the council members will go over the numbers themselves. The main point is that savings from this contract are illusory, and any minor savings are far offset by loss of faith with the community and our employee base. Whatever small savings might appear, they will be grossly exceeded by the reduction in donations and volunteer time.

Yours truly,


Roy Garrett

What we cover under the contract	Our Cost per the library budget	
Office supplies	26400	based on city purchases
Security System	4000	
Equipment Maintenance	6000	
Computer Replacement	10000	
Volunteer Data Base	500	
ILS Maintenance (paid by LL&S per contract)		
Internet Access for Public	24000	
Duplicating, brochures, etc.	2000	
Volunteer Recognition	1000	
Parking Lot Maintenance	4000	
Building Maintenance	252000	
Duplicating general costs	20000	
Automation	173000	
Property Insurance	38000	
MATERIAL HANDLING FEE (\$12,500)	12500	
TOTAL PLANNED CITY COSTS UNDER CONTRACT	573400	
First Year Contract with LS&S	2545000	
TOTAL CONTRACT COSTS	3118400	
LIBRARY BUDGET 17-18	3670055	
ONE TIME COSTS IN BUDGET		
community services director		61000
one time Cal Pers unfunded liability		340535
Total one time charges to budget	401535	
TOTAL OPERATING BUDGET FOR LIBRARY	3268520	
TOTAL PLANNED CITY COSTS UNDER CONTRACT	3118400	
ALLEGED SAVINGS BY LS&S CONTRACT	150120	
ITEMS NOT TO BE PROVIDED BY LS&S BUT IN OUR BUDGET		
temporary and part time employees		311700
Subtract temp and part time from our budget	2956820	
difference if we provide same items as LS&S	161580	
Difference if we provide same items as LS&S	161580	Less
FOR SAME SERVICE WE CAN PROVIDE OURSELVES		

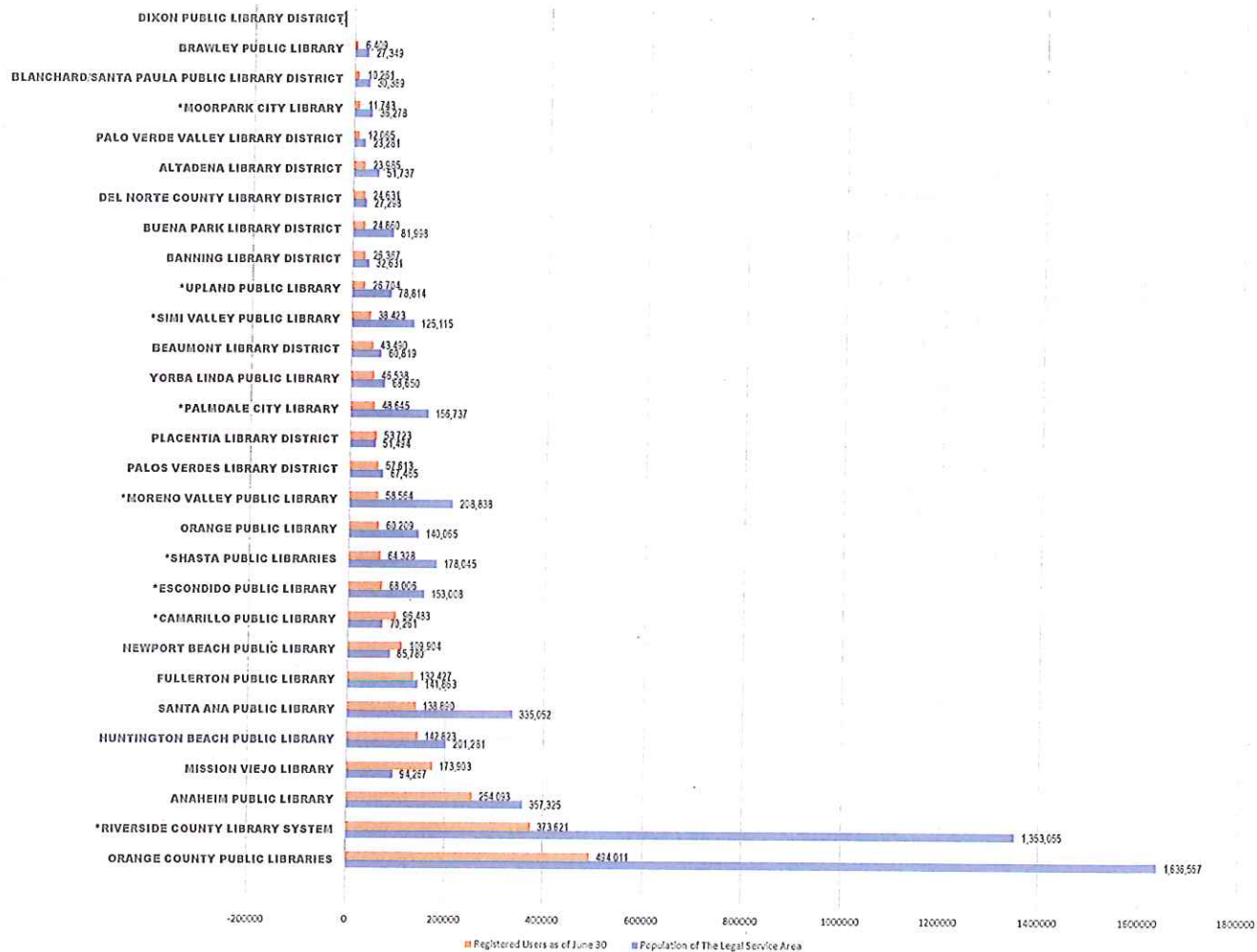
Note, since LS&S cannot use volunteers, unclear how they can pay volunteer unteer coordinator, \$40,000 budgeted.

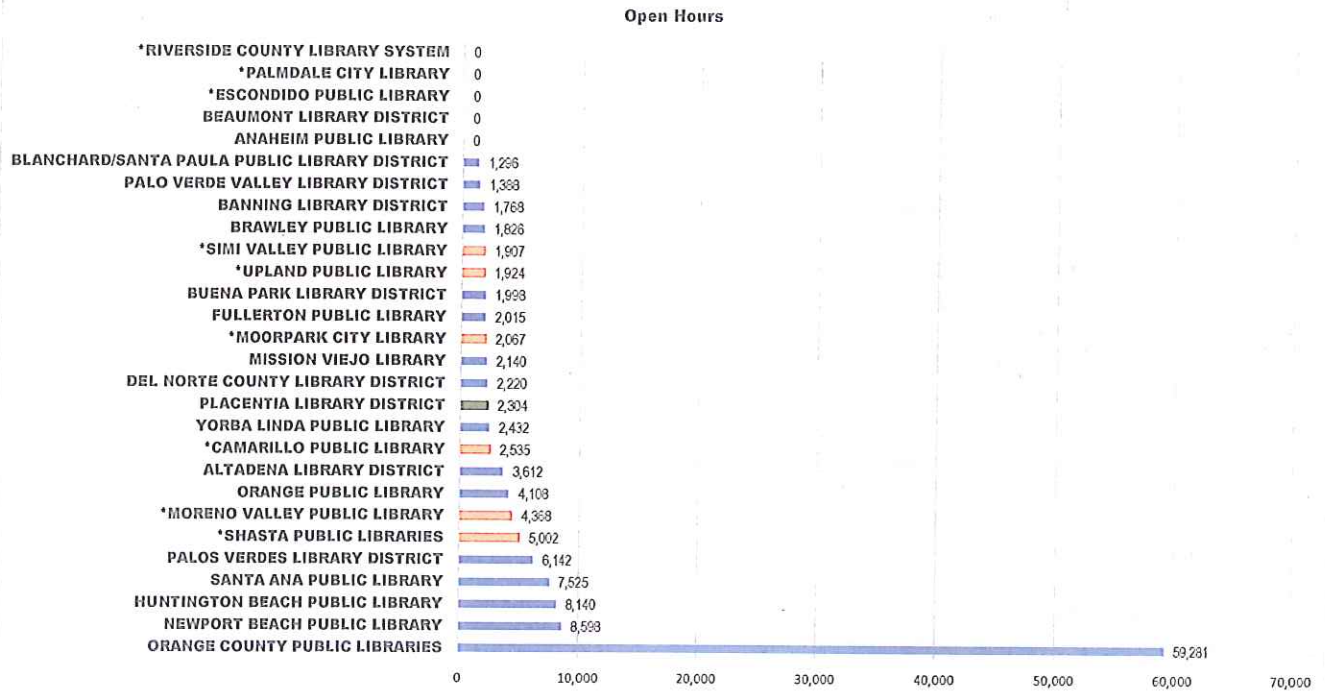
NOTE, OUR LIBRARY HAS RUN UNDER BUDGET FOR 7 CONSECUTIVE YEARS AND RETURNED MONEY TO THE GENERAL FUND.

MATERIAL HANDLING FEE (\$12,500) BSED ON CITY PURCHASE OR \$250,000- FEE PAID TO LS&S TO ORDER BOOKS AND PERIODICALS

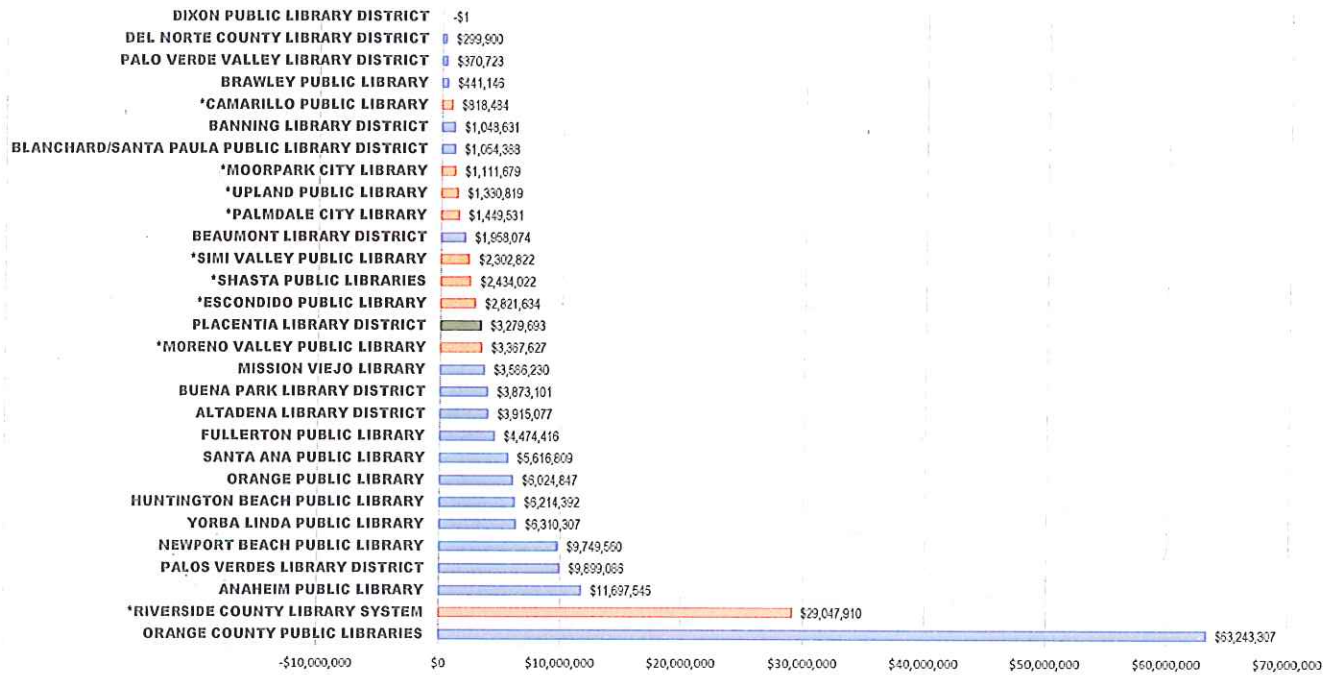
IF CITY PROVIDES SAME SERVICE AS LL&S, WE SAVE 168,580

Population vs Registered Users

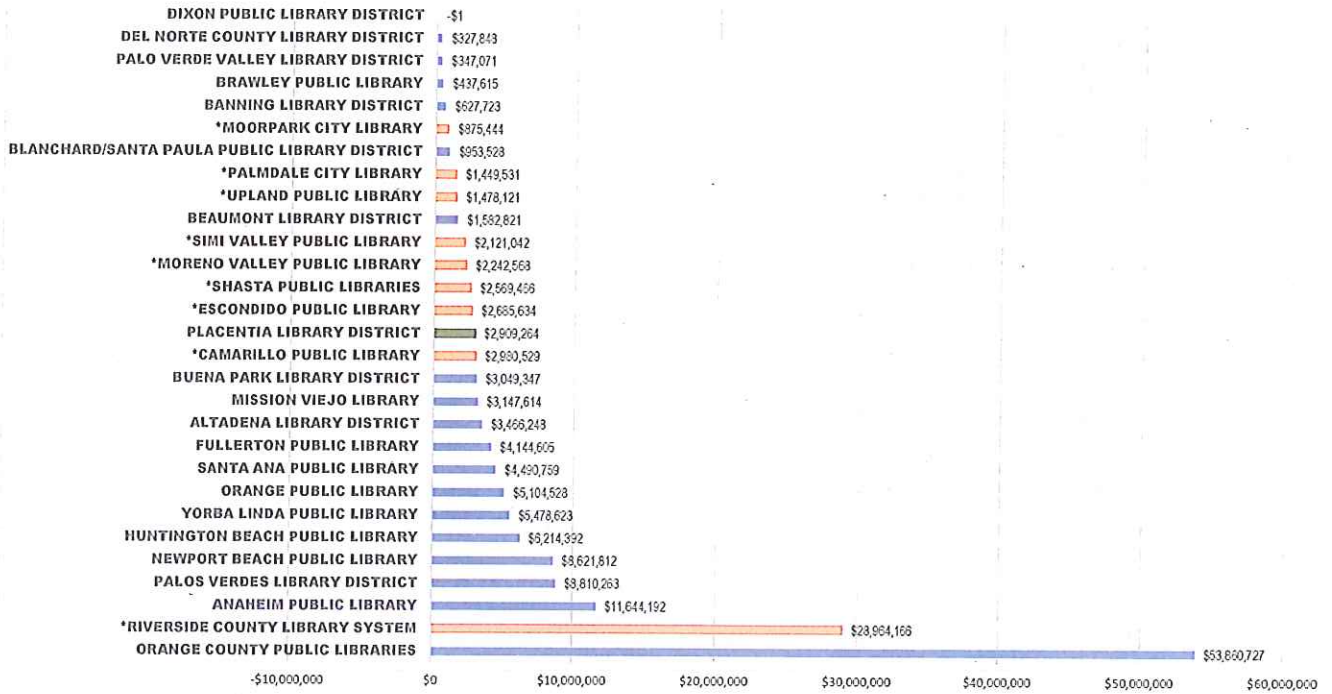




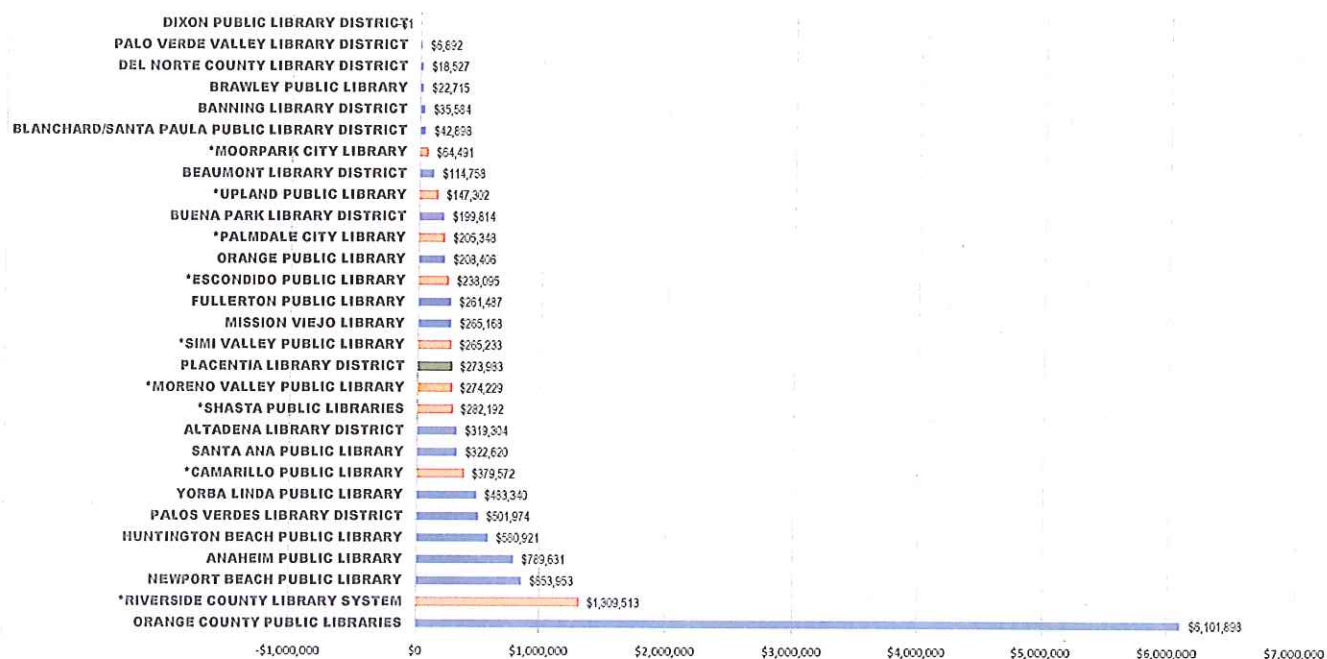
Operating Income

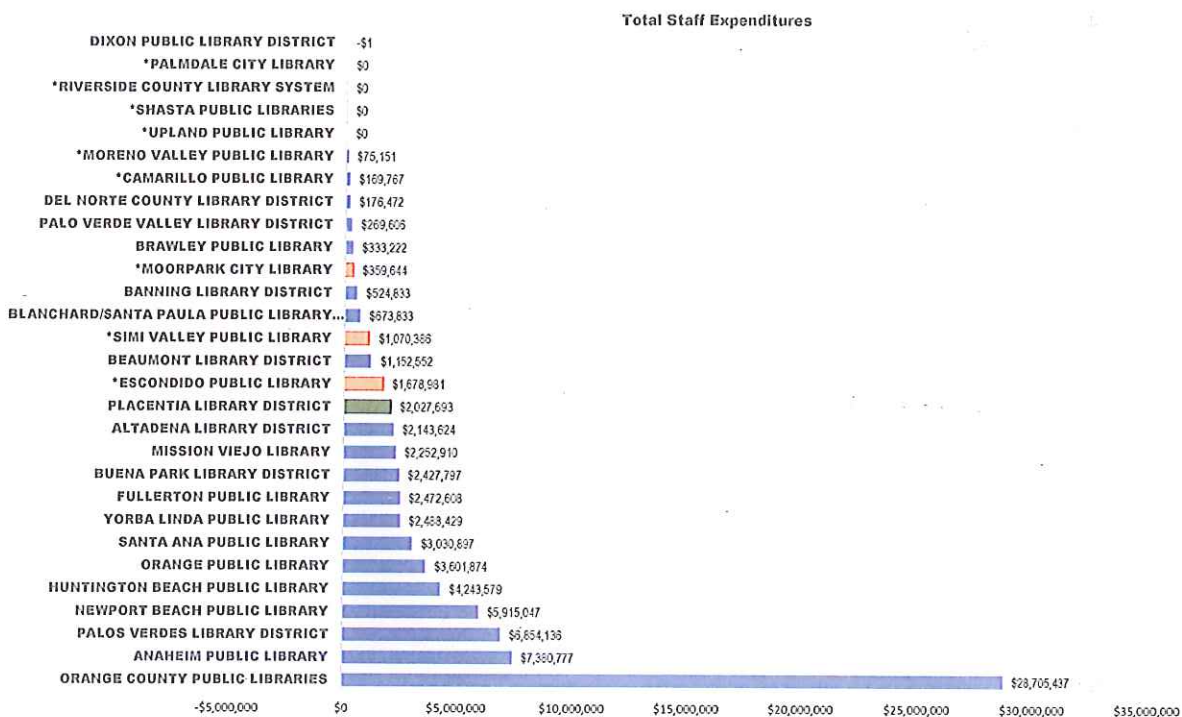


Total Operating Expenditures

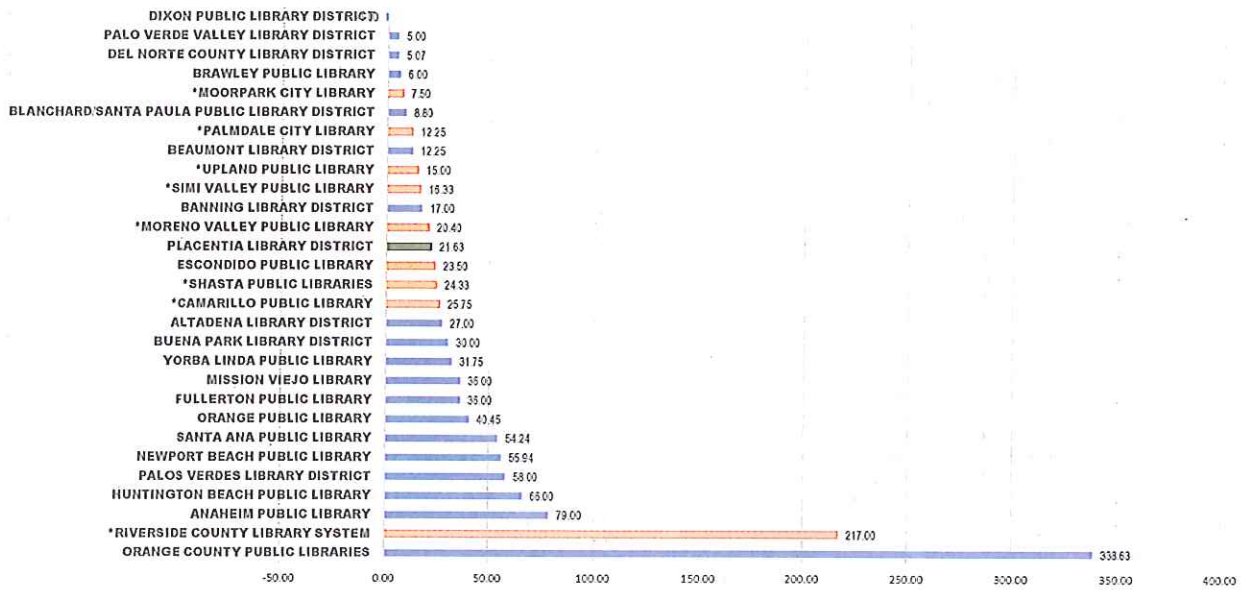


Total Collection Expenditure

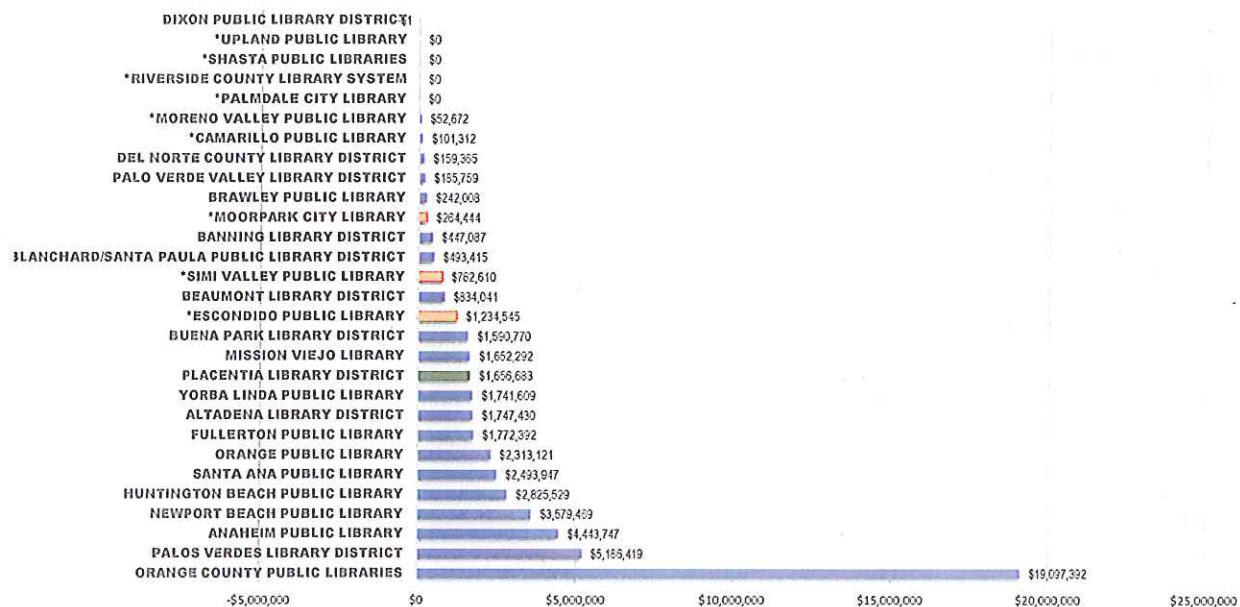




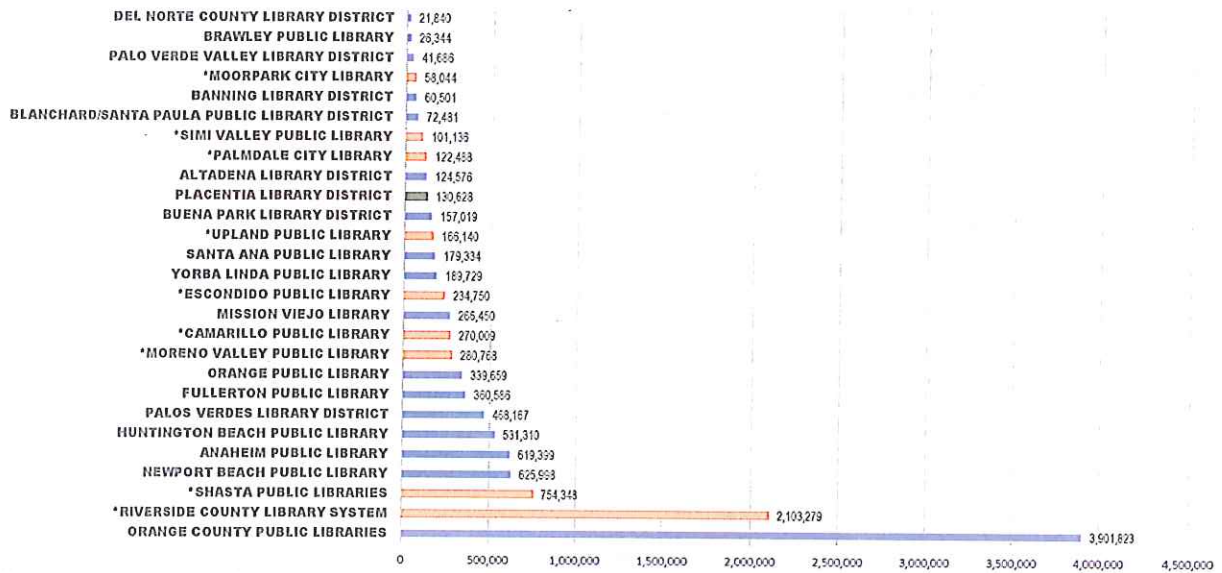
Staff FTE



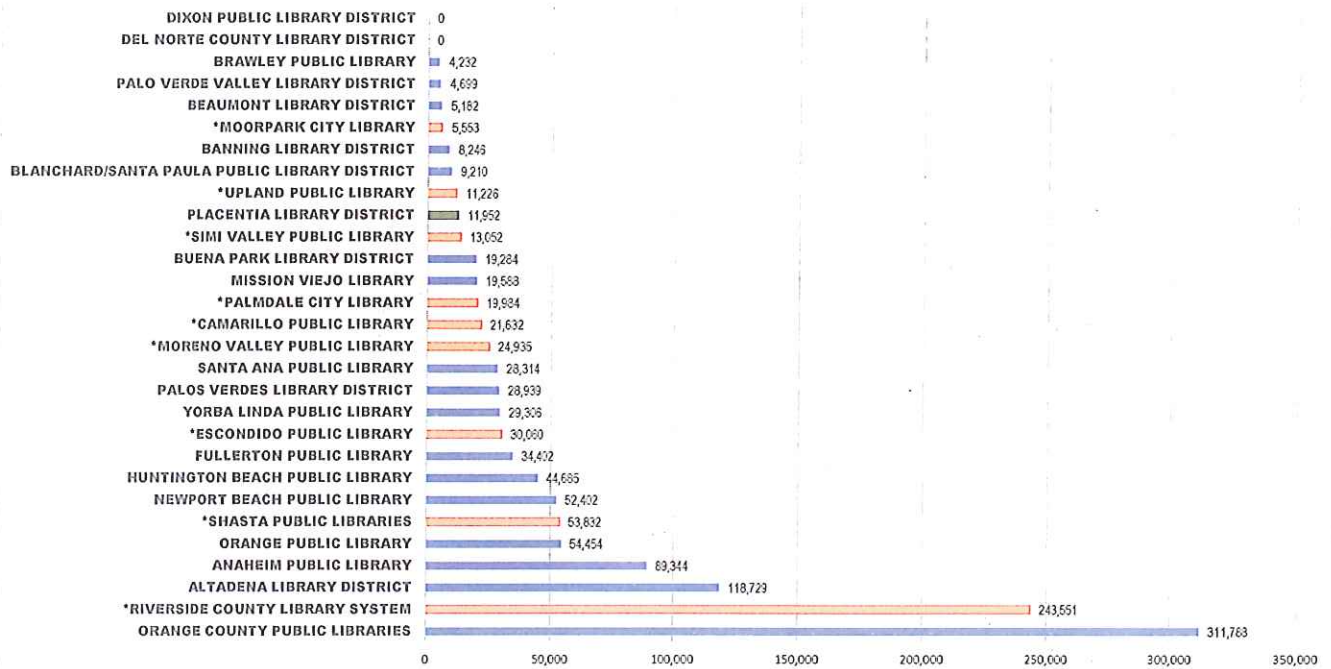
Salaries & Wages



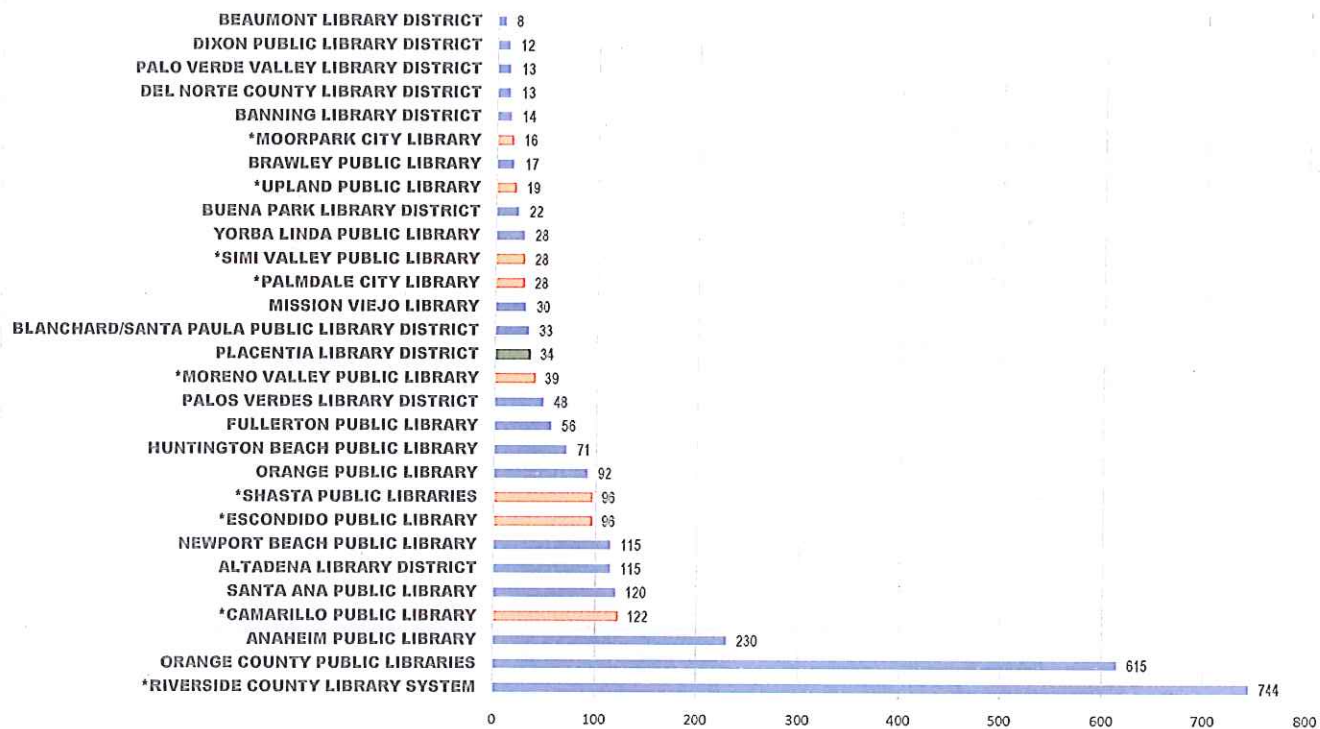
Patron Library Visits



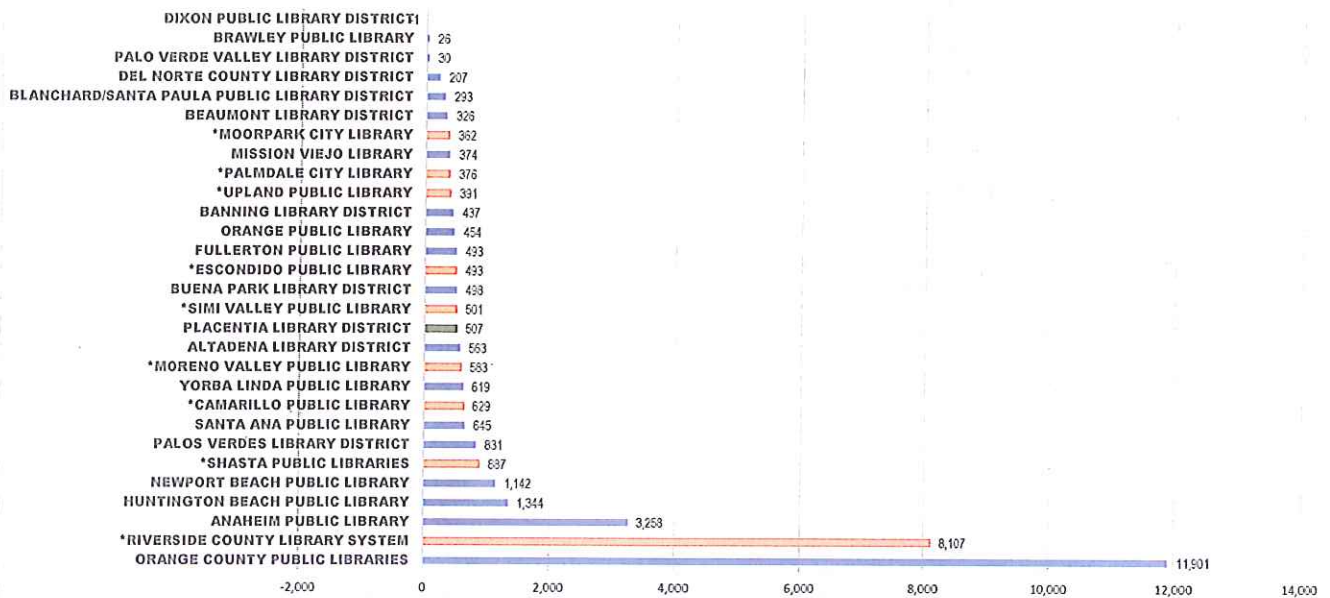
Annual Uses of Public Internet Computers



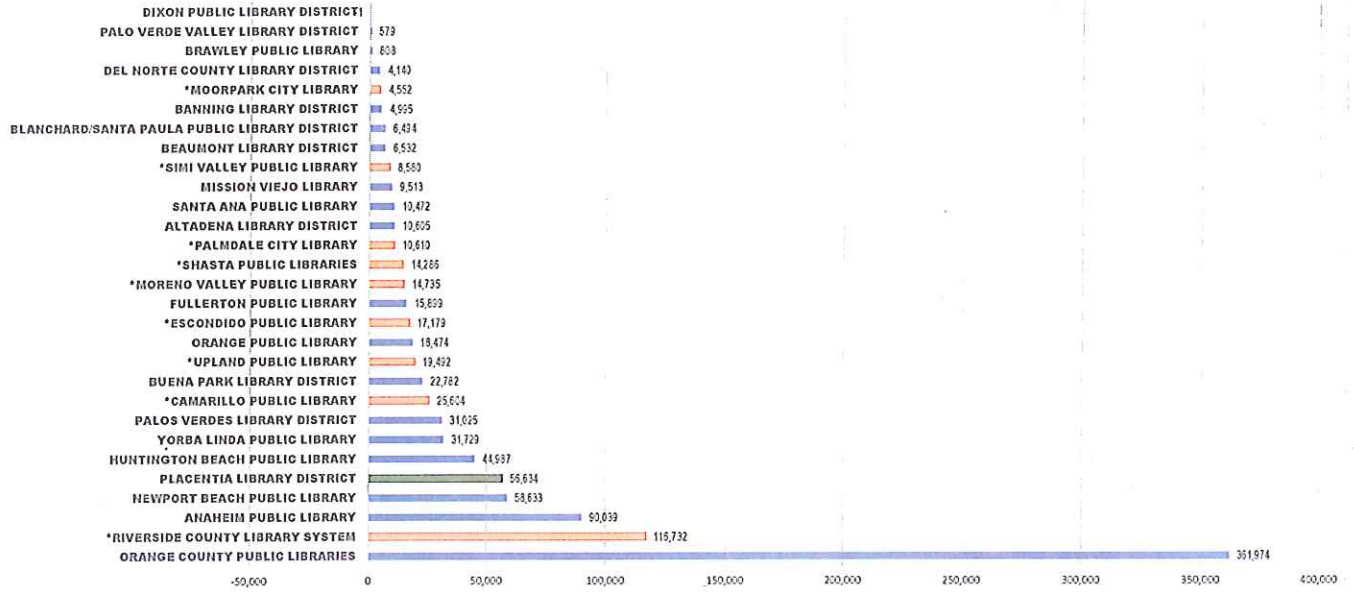
Number of Internet Terminals



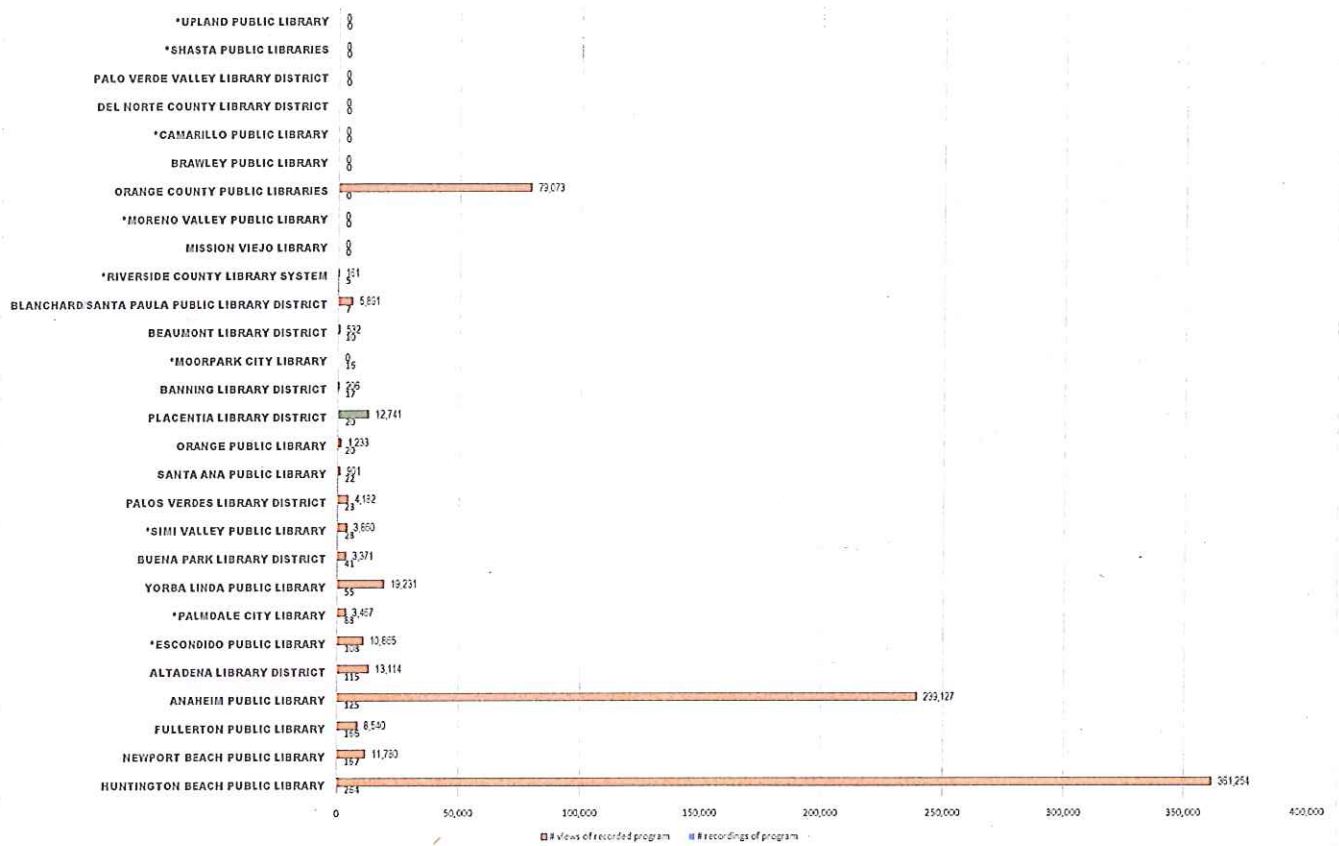
Total Number of Programs



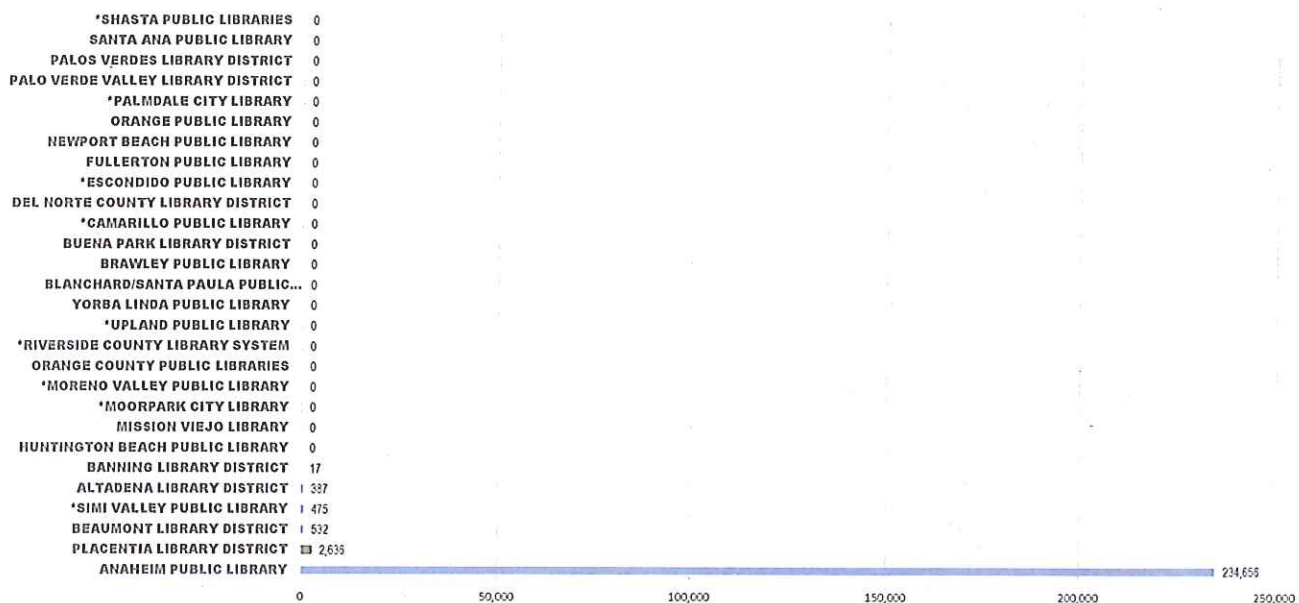
Total Program Attendance



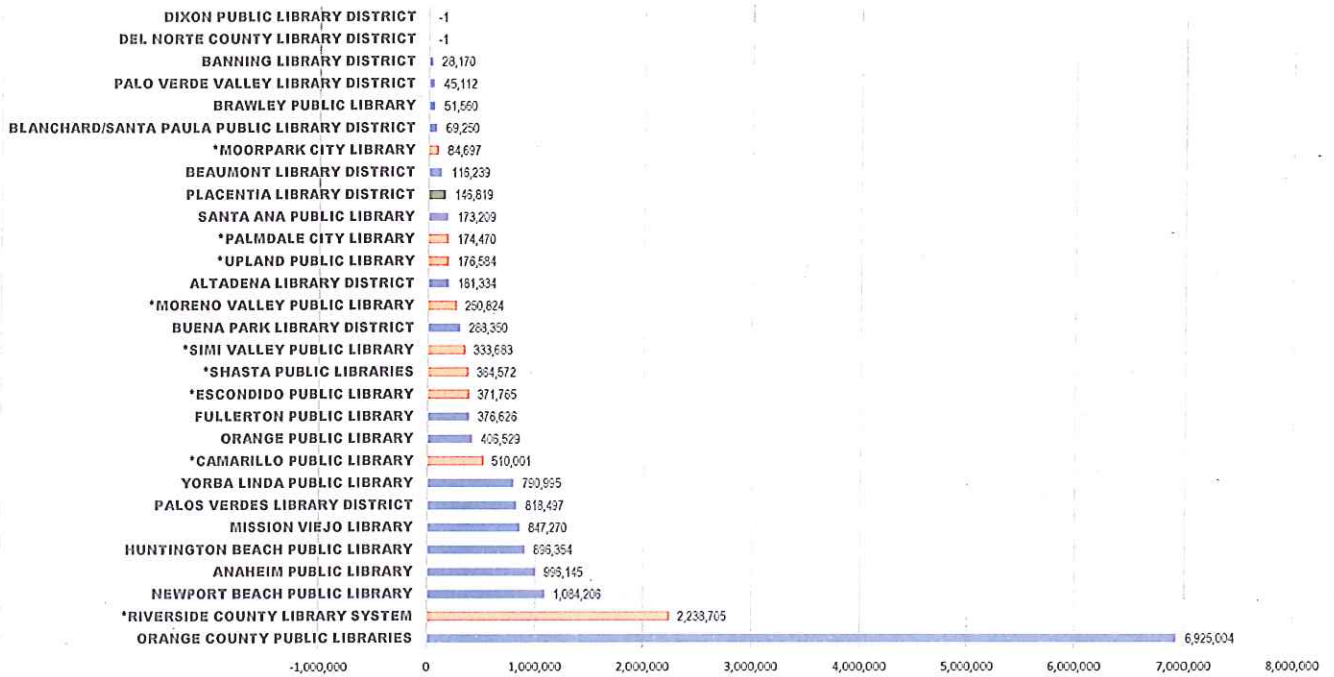
Recorded Programs and Views



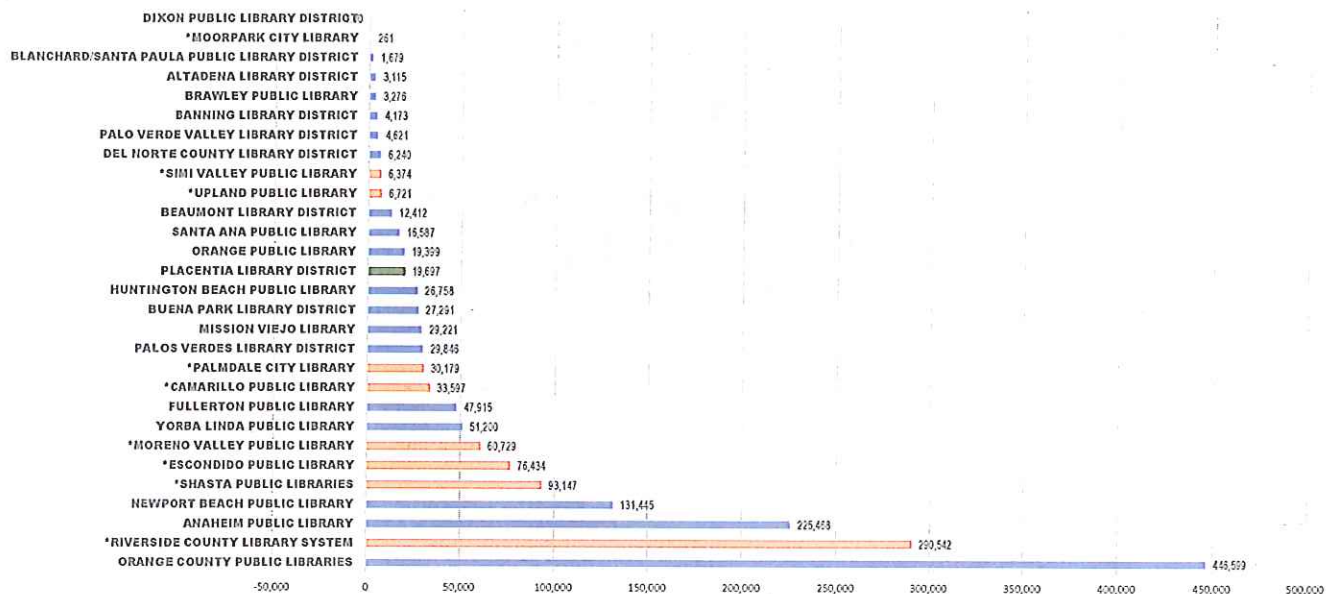
Number on-demand views of recorded live programs

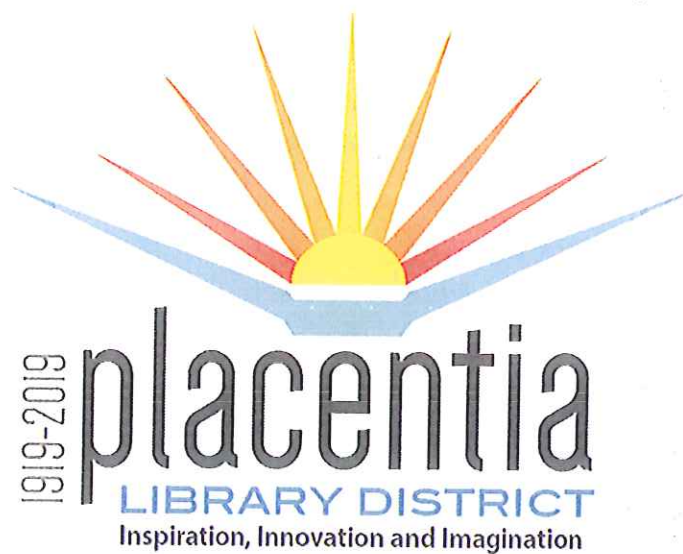


Total Circulation



Reference Questions





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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Library Board of Trustees

FROM: Jeanette Contreras, Library Director

SUBJECT: **Public Records Request and District Emails as Open Source**

DATE: May 17, 2021

BACKGROUND

At the April 19, 2021 Library Board of Trustees meeting, Trustee Shioura requested that an item regarding providing access to all District emails be made available to the public.

The California Public Records Act (the PRA) was enacted in 1968 to:

- 1) Safeguard the accountability of government to the public
- 2) Promote maximum disclosure of the conduct of governmental operations
- 3) Explicitly acknowledge the principle that secrecy is anti-ethical to a democratic system of "government of the people, by the people and for the people."

The PRA's fundamental precept is that governmental records shall be disclosed to the public, upon request, unless there is a legal basis not to do so. The PRA itself contains approximately 76 exemptions from disclosure. Many exemptions are intended to protect privacy rights and the need for the government to perform its assigned functions in a reasonably efficient and effective manner in dealing with private interests. Types of records exempted from the PRA includes:

- Architectural and Official Building Plans
- Attorney-Client Communications and Attorney Work Product
- California Environmental Quality Act (CEQA)
- Code Enforcement Records
- Deliberative Process Privilege
- Drafts (Notes, interagency or intra-agency memorandum that are not retained by the public agency in the ordinary course of business)
- Elections
- Identity of Informants
- Information Technology Systems Security Records
- Law Enforcement Records
- Library Patron Use Records
- Library Circulation Records
- Licensee Financial Information
- Medical Records
- Official Information Privilege

- Pending Litigation or Claims
- Personal Contact Information
- Posting Personal Contact Information of Elected/Appointed Officials on the Internet
- Personnel Records
- Public Contracting Documents
- Real Estate Appraisals and Engineering Evaluations
- Recipients of Public Services
- Taxpayer Information
- Trade Secrets and Other Proprietary Information
- Utility Customer Information

Requests for District records, inclusive of staff emails, can be obtained through the completion of a Public Records Request Form. The form is available at www.placentialibrary.org/departments/administration. The District has 10 days to respond to each request with availability of a 14-day extension if necessary.

Within the past five years, the District has received 12 PRA requests.

Making all Placentia Library District email as an open source to the public would cost the District an estimated \$554,000 - \$900,000 annually. Below is an explanation of the associated costs:

Infrastructure costs:	\$49,000 annually
First year additional startup cost:	\$100,000 annually
Systems management:	\$120,000 annually, low number as no management fees/benefits/taxes included
Legal review:	\$385,000 to review 832,000 emails annually, low number as no management fees/benefits/taxes included

Placentia Library District has 32 active email addresses. On the conservative assumption that each email address writes and receives 100 emails per day, a system to present these emails to the public would need to be able to process and 3,200 emails daily or 832,000 plus any attachments.

Considerations:

- Platform – Azure/AWS Cloud services for web page
- Security – restrict access to Placentia residence only, purge people who move
- Storage – how many months or years of email are retained?
- Redaction – All emails and attachments must be reviewed for personal, non-library related information and redacted accordingly.

Support / Program Requirements:

- Enterprise Relational Database: Oracle Cloud DBCS EE (\$5,000-\$50,000 annually)
Assume \$15,000 annually
<https://cdsiusa.com/oracle-software-sales-and-license-management-services/>
- Support software to manage and monitor DBCS EE (Varies by option) Assume \$10,000 annually
<https://cdsiusa.com/oracle-software-sales-and-license-management-services/>
- Database Administrator \$100,000 annually no benefits, low end assumption, includes Security Management
<https://www.salary.com/research/salary/benchmark/oracle-database-administrator-salary/irvine-ca>
- Java programmer for interface and data migration – \$100,000 annually no benefits, then as needed \$20,000 annually
<https://www.salary.com/research/salary/benchmark/java-developer-salary/irvine-ca>
- Azure/AWS subscription: \$24,000 minimum annually
<https://azure.microsoft.com/en-us/pricing/calculator/>
- Paralegal for email review prior to publishing – Review & redact 1 email and attachment per minute, 3,200 emails per day = 7 FTE @ \$55,000 annually each no benefits.
<https://www.salary.com/research/salary/benchmark/paralegal-i-salary/irvine-ca>

Attachment A - Frequently Requested Information and Records from the League of California Cities.

Attachment B – Oracle Cloud DBCS EE Management Cost

Attachment C – Oracle Database Administrator Salary

Attachment D – Java Developer Salary

Attachment E – Paralegal Salary

RECOMMENDATIONS

1. Discuss the information presented.
2. Motion to not move forward with an open source to District emails due to costs as District records can be obtained through the Public Records Act request form, available on the District website.
3. Roll call vote.

Frequently Requested Information and Records

This table is intended as a general guide on the applicable law and is not intended to provide legal advice. The facts and circumstances of each request should be carefully considered in light of the applicable law. A local agency's legal counsel should always be consulted when legal issues arise.

INFORMATION/RECORDS REQUESTED	MUST THE INFORMATION/RECORD GENERALLY BE DISCLOSED?	APPLICABLE AUTHORITY
AGENDA MATERIALS DISTRIBUTED TO A LEGISLATIVE BODY RELATING TO AN OPEN SESSION ITEM	Yes	Gov. Code, § 54957.5. For additional information, see p. 63 of "The People's Business: A Guide to the California Public Records Act," "the Guide."
AUDIT CONTRACTS	Yes	Gov. Code, § 6253.31.
AUDITOR RECORDS	Yes, with certain exceptions	Gov. Code, § 36525(b).
AUTOMATED TRAFFIC ENFORCEMENT SYSTEM (RED LIGHT CAMERA) RECORDS	No	Veh. Code, § 21455.5(f)(1).
AUTOPSY REPORTS	No	Gov. Code, § 6254(f); <i>Dixon v. Superior Court</i> (2009) 170 Cal. App.4th 1271.
CALENDARS OF ELECTED OFFICIALS	Perhaps not, but note that there is no published appellate court decision on this issue post- Prop. 59. ¹	See <i>Times Mirror Co. v. Superior Court</i> (1991) 53 Cal.3d 1325 and <i>Rogers v. Superior Court</i> (1993) 19 Cal.App.4th 469 for a discussion of the deliberative process privilege. For additional information, see p. 32 of the Guide.
CLAIMS FOR DAMAGES	Yes	<i>Poway Unified School District v. Superior Court</i> (1998) 62 Cal.App.4th 1496.
CORONER PHOTOS OR VIDEOS	No	Civ. Proc. Code, § 129.
DOG LICENSE INFORMATION	Unclear	See conflict between Health & Safety Code, § 121690(h) which states that license information is confidential, and Food and Agr. Code, § 30803(b) stating license tag applications shall remain open for public inspection.
ELECTION PETITIONS (INITIATIVE, REFERENDUM AND RECALL PETITIONS)	No, except to proponents if petition found to be insufficient	Gov. Code, § 6253.5; Elec. Code, §§ 17200, 17400, and 18650; Evid. Code, § 1050. For additional information, see p. 34 of the Guide.
EMAILS AND TEXT MESSAGES OF LOCAL AGENCY STAFF AND/OR OFFICIALS	Yes	Emails and text messages relating to local agency business on local agency and/or personal accounts and devices are public records. Gov. Code § 6252(e); <i>City of San Jose v. Superior Court</i> (2017) 2 Cal. 5th 608. For additional information, see p. 12 of the Guide.
EMPLOYMENT AGREEMENTS/CONTRACTS	Yes	Gov. Code, §§ 6254.8 and 53262(b). For additional information, see p. 49 of the Guide.
EXPENSE REIMBURSEMENT REPORT FORMS	Yes	Gov. Code, § 53232.3(e).
FORM 700 (STATEMENT OF ECONOMIC INTERESTS) AND CAMPAIGN STATEMENTS	Yes ²	Gov. Code, § 81008.

INFORMATION/RECORDS REQUESTED	MUST THE INFORMATION/RECORD GENERALLY BE DISCLOSED?	APPLICABLE AUTHORITY
GEOGRAPHIC INFORMATION SYSTEM (GIS) MAPPING SOFTWARE AND DATA	No as to proprietary software. Yes as to GIS base map information.	Gov. Code, § 6254.9; 88 Ops.Cal.Atty.Gen. 153 (2005); see <i>Sierra Club v. Superior Court</i> (2013) 57 Cal.4th 157 for data as a public record; see also <i>County of Santa Clara v. Superior Court</i> (2009) 170 Cal.App.4th 1301 for GIS basemap as public record; <i>Sierra Club v. Superior Court</i> (2011) 195 Cal.App.4th 1537; for additional information, see p. 14 of the Guide.
GRADING DOCUMENTS INCLUDING GEOLOGY REPORTS, COMPACTION REPORTS, AND SOILS REPORTS SUBMITTED IN CONJUNCTION WITH AN APPLICATION FOR A BUILDING PERMIT	Yes	89 Ops.Cal.Atty.Gen. 39 (2006); but see Gov. Code, § 6254(e). For additional information, see p. 29 of the Guide.
JUVENILE COURT RECORDS	No	<i>T.N.G. v. Superior Court</i> (1971) 4 Cal.3d. 767; Welf. & Inst. Code, §§ 827 and 828. For additional information, see p. 39 of the Guide.
LEGAL BILLING STATEMENTS	Generally, yes, as to amount billed and/or after litigation has ended. No, if pending or active litigation and the billing entries are closely related to the attorney-client communication. For example, substantive billing detail which reflects an attorney's impressions, conclusions, opinions or legal research or strategy.	Gov. Code, § 6254(k); Evid. Code, § 950, et seq.; <i>County of Los Angeles Board of Supervisors v. Superior Court</i> (2016) 2 Cal.5th 282; <i>Smith v. Laguna Sun Villas Community Assoc.</i> (2000) 79 Cal.App.4th 639; <i>United States v. Amlani</i> , 169 F.3d 1189 (9th Cir. 1999). But see Gov. Code, § 6254(b) as to the disclosure of billing amounts reflecting legal strategy in pending litigation. <i>County of Los Angeles v. Superior Court</i> (2012) 211 Cal.App.4th 57 (Pending litigation exemption does not protect legal bills reflecting the hours worked, the identity of the person performing the work, and the amount charged from disclosure; only work product or privileged descriptions of work may be redacted). For additional information, see p. 30 of the Guide.
LIBRARY PATRON USE RECORDS	No	Gov. Code, §§ 6254(j) and 6267. For additional information, see p. 40 of the Guide.
MEDICAL RECORDS	No	Gov. Code, § 6254(c). For additional information, see p. 40 of the Guide.
MENTAL HEALTH DETENTIONS (5150 REPORTS)	No	Welf. & Inst. Code, § 5328. For additional information, see p. 39 of the Guide.
MINUTES OF CLOSED SESSIONS	No	Gov. Code, § 54957.2(a). For additional information, see p. 43 of <i>Open and Public V: A User's Guide to the Ralph M. Brown Act, 2d Edition</i> , 2016 (Contact the League of California Cities, 1400 K Street, Sacramento, CA 95814; phone (916) 658-8200; website http://www.cacities.org/Resources/Open-Government).
NOTICES/ORDERS TO PROPERTY OWNER RE: HOUSING/BUILDING CODE VIOLATIONS	Yes	Gov. Code, § 6254.7(c). For additional information, see p. 1 of the Guide.

INFORMATION/RECORDS REQUESTED	MUST THE INFORMATION/RECORD GENERALLY BE DISCLOSED?	APPLICABLE AUTHORITY
OFFICIAL BUILDING PLANS (ARCHITECTURAL DRAWINGS AND PLANS)	Inspection only. Copies provided under certain circumstances.	Health & Saf. Code, § 19851; see also 17 U.S.C. §§ 101 and 102. For additional information, see p. 28 of the Guide.
PERSONAL FINANCIAL RECORDS	No	Gov. Code, §§ 7470, 7471, 7473; see also Gov. Code, § 6254(n). For additional information, see p. 40 of the Guide.
PERSONNEL		For additional information, see p. 46 of the Guide.
<ul style="list-style-type: none"> Employee inspection of own personnel file 	Yes, with exceptions	For additional information, see pp. 29-31 of the Guide. Lab. Code, § 1198.5. This section applies to charter cities. See Gov. Code, § 31011. For peace officers, see Gov. Code, § 3306.5. For firefighters, see Gov. Code, § 3256.5.
<ul style="list-style-type: none"> Investigatory reports 	It depends	<i>City of Petaluma v. Superior Court</i> (2016) 248 Cal.App.4th 1023; <i>Marken v. Santa Monica-Malibu Unified Sch. Dist.</i> (2012) 202 Cal.App.4th 1250; <i>Sanchez v. County of San Bernardino</i> (2009) 176 Cal.App.4th 516; <i>BRV, Inc. v. Superior Court</i> (2006) 143 Cal.App.4th 742.
<ul style="list-style-type: none"> Name and pension amounts of public agency retirees 	Yes. However, personal or individual records, including medical information, remain exempt from disclosure.	<i>Sacramento County Employees Retirement System v. Superior Court</i> (2011) 195 Cal.App.4th 440; <i>San Diego County Employees Retirement Association v. Superior Court</i> (2011) 196 Cal.App.4th 1228; <i>Sonoma County Employees Retirement Assn. v. Superior Court</i> (2011) 198 Cal.App.4th 196.
<ul style="list-style-type: none"> Names and salaries (including performance bonuses and overtime) of public employees, including peace officers 	Yes, absent unique, individual circumstances. However, other personal information such as social security numbers, home telephone numbers and home addresses are generally exempt from disclosure per Gov. Code, § 6254(c).	<i>International Federation of Professional and Technical Engineers, Local 21, AFL-CIO, et al. v. Superior Court</i> (2007) 42 Cal.4th 319; <i>Commission on Peace Officers Standards and Training v. Superior Court</i> (2007) 42 Cal.4th 278.
<ul style="list-style-type: none"> Officer's personnel file, including internal affairs investigation reports 	No	This information can only be disclosed through a Pitchess motion. Pen. Code, §§ 832.7 and 832.8; Evid. Code, §§ 1043-1045; <i>International Federation of Professional & Technical Engineers, Local 21, AFL-CIO v. Superior Court</i> (2007) 42 Cal.4th 319; <i>People v. Superior Court</i> (2014) 228 Cal.App.4th 1046; <i>City of Hemet v. Superior Court</i> (1995) 37 Cal.App.4th 1411.
<ul style="list-style-type: none"> Test Questions, scoring keys, and other examination data. 	No	Gov. Code, § 6254(g).
POLICE/LAW ENFORCEMENT		For additional information, see p. 35 of the Guide.
<ul style="list-style-type: none"> Arrest Information 	Yes	Gov. Code, § 6254(f)(1); <i>County of Los Angeles v. Superior Court (Kusar)</i> (1993) 18 Cal.App.4th 588.
<ul style="list-style-type: none"> Charging documents and court filings of the DA 	Yes	<i>Weaver v. Superior Court</i> (2014) 224 Cal.App.4th 746.
<ul style="list-style-type: none"> Child abuse reports 	No	Pen. Code, §11167.5.

INFORMATION/RECORDS REQUESTED	MUST THE INFORMATION/ RECORD GENERALLY BE DISCLOSED?	APPLICABLE AUTHORITY
POLICE/LAW ENFORCEMENT, Continued		
◦ Citizen complaint policy	Yes	Pen. Code, § 832.5(a)(1).
◦ Citizen complaints	No	Pen. Code, § 832.7.
◦ Citizen complaints -- annual summary report to the Attorney General	Yes	Pen. Code, § 832.5.
◦ Citizen complainant information -- names addresses and telephone numbers	No	<i>City of San Jose v. San Jose Mercury News</i> (1999) 74 Cal. App.4th 1008. For additional information see p.38 of the Guide.
◦ Concealed weapon permits and applications	Yes, except for home/ business address and medical/ psychological history	Gov. Code, § 6254(u)(1); <i>CBS, Inc. v. Block</i> (1986) 42 Cal.3d 646.
◦ Contact information -- names, addresses and phone numbers of crime victims or witnesses	No	Gov. Code § 6254(f)(2). For additional information, see p. 38 of the Guide.
◦ Criminal history	No	Pen. Code, § 13300 et seq.; Pen. Code, § 11105 et seq.
◦ Criminal investigative reports including booking photos, audio recordings, dispatch tapes, 911 tapes and in-car video	No	Gov. Code, § 6254(f); <i>Haynie v. Superior Court</i> (2001) 26 Cal.4th 1061.
◦ Crime reports	Yes	Gov. Code, §§ 6254(f), 6255.
◦ Crime reports, including witness statements	Yes, but only to crime victims and their representatives	Gov. Code, §§ 6254(f), 13951.
◦ Elder abuse reports	No	Welf. and Inst. Code, §15633
◦ Gang intelligence information	No	Gov. Code, § 6254(f); 79 Ops.Cal.Atty Gen. 206 (1996).
◦ In custody death reports to AG	Yes	Gov. Code, § 12525
◦ Juvenile court records	No	<i>T.N.G. v. Superior Court</i> (1971) 4 Cal.3d 767; Welf. & Inst. Code, §§ 827 and 828. For additional information, see p. 39 of the Guide.
◦ List of concealed weapon permit holders	Yes	Gov. Code, § 6254(u)(1); <i>CBS, Inc. v. Block</i> (1986) 42 Cal.3d 646.
◦ Mental health detention(5150) reports	No	Welf. & Inst. Code, § 5328. For additional information, see p. 39 of the Guide.
◦ Names of officers involved in critical incidents	Yes, absent unique, individual circumstances	<i>Pasadena Peace Officers Ass'n v Superior Court</i> (2015) 240 Cal.App.4th 268; <i>Long Beach Police Officers Association v. City of Long Beach</i> (2014) 59 Cal.4th 59; <i>Commission on Peace Officer Standards and Training v. Superior Court</i> (2007) 42 Cal.4th 278; <i>New York Times v. Superior Court</i> (1997) 52 Cal.App.4th 97; 91 Ops. Cal.Atty.Gen. 11 (2008).

INFORMATION/RECORDS REQUESTED	MUST THE INFORMATION/RECORD GENERALLY BE DISCLOSED?	APPLICABLE AUTHORITY
POLICE/LAW ENFORCEMENT, Continued		
<ul style="list-style-type: none"> Official service photographs of peace officers 	Yes, unless disclosure would pose an unreasonable risk of harm to the officer	<i>Ibarra v. Superior Court</i> (2013) 217 Cal.App.4th 695.
<ul style="list-style-type: none"> Peace officer's name, employing agency and employment dates 	Yes, absent unique, individual circumstances	<i>Commission on Peace Officer Standards and Training v. Superior Court</i> (2007) 42 Cal.4th 278.
<ul style="list-style-type: none"> Traffic accident reports 	Yes, in their entirety, but only to certain parties	Veh. Code, §§ 16005, 20012 [only disclose to those needing the information, such as insurance companies, and the individuals involved].
PUBLIC CONTRACTS		
<ul style="list-style-type: none"> Bid Proposals, RFP proposals 	Yes, except competitive proposals may be withheld until negotiations are complete to avoid prejudicing the public	<i>Michaelis v. Superior Court</i> (2006) 38 Cal. 4th 1065; but see Gov. Code, § 6255 and Evid. Code, § 1060. For additional information, see p. 50 of the Guide.
<ul style="list-style-type: none"> Certified payroll records 	Yes, but records must be redacted to protect employee names, addresses, and social security number from disclosure	Labor Code, § 1776.
<ul style="list-style-type: none"> Financial information submitted for bids 	Yes, except some corporate financial information may be protected	Gov. Code, §§ 6254(a),(h), and (k), 6254.15; and 6255; <i>Schnabel v. Superior Court of Orange County</i> (1993) 5 Cal. App.4th 704, 718. For additional information, see p. 51 of the Guide.
<ul style="list-style-type: none"> Trade secrets 	No	Evid. Code, § 1060; Civ. Code, § 3426, et seq. For additional information, see p. 52 of the Guide.
PURCHASE PRICE OF REAL PROPERTY	Yes, after the agency acquires the property	Gov. Code, § 7275.
REAL ESTATE		
<ul style="list-style-type: none"> Property information (such as selling assessed value, square footage, number of rooms) 	Yes	88 Ops.Cal.Atty.Gen. 153 (2005).
<ul style="list-style-type: none"> Appraisals and offers to purchase 	Yes, but only after conclusion of the property acquisition	Gov. Code, § 6254(h). Note that Gov. Code, § 7267.2 requires release of more information to the property owner while the acquisition is pending.
REPORT OF ARREST NOT RESULTING IN CONVICTION	No, except as to peace officers or peace officer applicants	Lab. Code, § 432.7.
SETTLEMENT AGREEMENTS	Yes	<i>Register Division of Freedom Newspapers v. County of Orange</i> (1984) 158 Cal.App.3d 893. For additional information, see p. 44 of the Guide.
SOCIAL SECURITY NUMBERS	No	Gov. Code § 6254.29.

INFORMATION/RECORDS REQUESTED	MUST THE INFORMATION/RECORD GENERALLY BE DISCLOSED?	APPLICABLE AUTHORITY
SPEAKER CARDS	Yes	Gov. Code, § 6255.
TAX RETURN INFORMATION	No	Gov. Code, § 6254(k); Internal Revenue Code, § 6103.
TAXPAYER INFORMATION RECEIVED IN CONNECTION WITH COLLECTION OF LOCAL TAXES	No	Gov. Code, § 6254(i). For additional information, see p. 52 of the Guide.
TEACHER TEST SCORES, IDENTIFIED BY NAME, SHOWING TEACHERS' EFFECT ON STUDENTS' STANDARDIZED TEST PERFORMANCE	No	Gov. Code, § 6255; <i>Los Angeles Unified School Dist. v. Superior Court</i> (2014) 228 Cal.App.4th 222.
TELEPHONE RECORDS OF ELECTED OFFICIALS	Yes, as to expense totals. No, as to phone numbers called.	See <i>Rogers v. Superior Court</i> (1993) 19 Cal.App.4th 469.
UTILITY USAGE DATA	No, with certain exceptions.	Gov. Code, § 6254.16. For additional information, see p. 54 of the Guide.
VOTER INFORMATION	No	Gov. Code, § 6254.4. For additional information, see p. 34 of the Guide.

- 1 *The analysis with respect to elected officials may not necessarily apply to executive officers such as City Managers or Chief Administrative Officers, and there is no case law directly addressing this issue.*
- 2 *It should be noted that these statements must be made available for inspection and copying not later than the second business day following the day on which the request was received.*

Revised April 2017

Oracle Database

Product	Type	Price
<p>Oracle Database Enterprise Edition</p> <p>The latest generation of the world's #1 database is available on a choice of platforms. Includes an architecture that simplifies the process of consolidating databases onto the cloud, enabling customers to manage many databases as one without changing their applications.</p>	Software License	\$4,750.00 – \$47,500.00
<p>Oracle Database Standard Edition 2</p> <p>An affordable, full-featured database for servers with up to four sockets. Also includes Oracle Real Application Clusters for higher availability and Support for one container database for entry level cloud computing and consolidation</p>	Software License	\$700.00 – \$17,500.00
<p>Oracle Database Personal Edition</p> <p>Supports single user development and deployment that require full compatibility with Standard Edition One, Standard Edition, and Enterprise Edition.</p>	Software License	\$92.00 – \$460.00

Enterprise Edition Options

Allows access to a single database from multiple servers on a cluster, insulating both applications and database users from server failures for unbeatable database performance, scalability and reliability.

Software License

\$2,300.00 – \$23,000.00

Oracle Real Application Clusters One Node

The one-node version of Oracle Real Application Clusters providing low cost entry to flexible database consolidation.

Software License

\$1,000.00 – \$10,000.00

Oracle NoSQL Database Enterprise Edition

A distributed, scalable, highly available key-value database.

Software License

\$1,000.00 – \$10,000.00

Oracle Partitioning

Enhances the data management environment for OLTP, data marts, and data warehouse applications.

Software License

\$1,150.00 – \$11,500.00

data managed in transaction processing, data warehousing, and content management environments to maximize storage utilization, reduce costs, and improve performance automatically

Software License

\$1,150.00 – \$1,500.00
Page 362

Oracle Active Data Guard

Enhances quality of service by offloading resource-intensive activities from a production database to one or more synchronized standby databases for complete Oracle-aware database protection.

Software License

\$1,150.00 – \$11,500.00

Oracle Real Application Testing

Helps you test and assess the effect of system changes on real-world applications in test environments before deploying the changes to production for reduced testing efforts and increased ROI.

Software License

\$1,150.00 – \$11,500.00

Oracle OLAP

Complete set of analytical functions for online analytical processing in an Oracle database allowing lower TCO by performing complex analytics.

Software License

\$2,300.00 – \$23,000.00

data in Oracle Database.

Oracle Multitenant

Simplifies the process of consolidating databases and managing many databases as one, but requires no changes to existing applications.

Software License

\$1,750.00 – \$17,500.00

Oracle Database In-Memory

Oracle Database In-Memory delivers in-memory performance without compromises, complexity or risk. It is fully integrated with Oracle Database's scale-up, scale-out, storage tiering, availability and security technologies making it the most industrial-strength offering in the industry.

Software License

\$2,300.00 – \$23,000.00

Oracle TimesTen Application-Tier Database Cache

Improves application transaction response time by caching a performance critical a subset of your Oracle Database tables in the application tier.

Software License

\$2,300.00 – \$23,000.00


Oracle Database Management

<p>Comprehensive set of automatic performance diagnostics and monitoring functionality built into core database engine and Oracle Enterprise Manager.</p>	<p>Software License</p>	<p>\$750.00 – \$7,400.00</p>
<p>Oracle Tuning Pack</p>		
<p>Cost effective solution that automates the entire application tuning process.</p>	<p>Software License</p>	<p>\$500.00 – \$5,000.00</p>
<p>Oracle Database Lifecycle Management Pack</p>		
<p>A comprehensive solution for managing Oracle Database configurations, patching, provisioning and ongoing change management.</p>	<p>Software License</p>	<p>\$1,200.00 – \$12,000.00</p>
<p>Oracle Cloud Management Pack for Oracle Database</p>		
<p>Delivers advanced capabilities for deploying and managing database services in enterprise cloud environments.</p>	<p>Software License</p>	<p>\$750.00 – \$112,500.00</p>

Oracle Database Administrator Salary in Irvine, California

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How much does an Oracle Database Administrator make in Irvine, CA? The average Oracle Database Administrator salary in Irvine, CA is **\$136,958** as of April 27, 2021, but the range typically falls between **\$120,361** and **\$150,576**. Salary ranges can vary widely depending on many important factors, including education, certifications, additional skills, the number of years you have spent in your profession. With more online, real-time compensation data than any other website, Salary.com helps you determine your exact pay target.

				<u>View as table</u>
10%	25%	50%(Median)	75%	90%
\$105,249	\$120,361	\$136,958	\$150,576	\$162,974

You may get higher pay by adjusting the following factors:


Change Search Criteria


 *Enter a job title or keyword*


 *Enter a city or zip code*

Check out **Oracle Database Administrator jobs in Irvine, California**

Java Developer Salary in Irvine, California

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How much does a Java Developer make in Irvine, CA? The average Java Developer salary in Irvine, CA is **\$106,319** as of April 27, 2021, but the range typically falls between **\$89,992** and **\$119,892**. Salary ranges can vary widely depending on many important factors, including education, certifications, additional skills, the number of years you have spent in your profession. With more online, real-time compensation data than any other website, Salary.com helps you determine your exact pay target.

				View as table
10%	25%	50%(Median)	75%	90%
\$75,128	\$89,992	\$106,319	\$119,892	\$132,250

You may get higher pay by adjusting the following factors:

Change Search Criteria






Paralegal I Salary in Irvine, California

 [Search More Jobs](#)

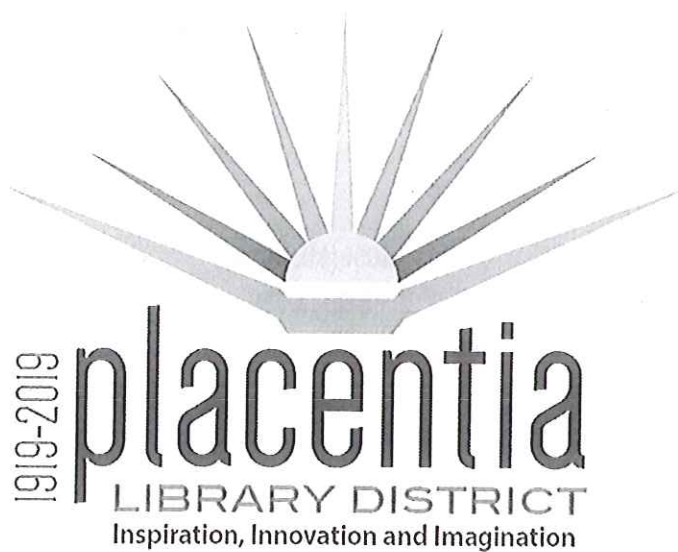
 [Change Country](#) ▾

 [Change City](#) ▾

How much does a Paralegal I make in Irvine, CA? The average Paralegal I salary in Irvine, CA is **\$65,179** as of April 27, 2021, but the range typically falls between **\$57,641** and **\$73,594**. Salary ranges can vary widely depending on many important factors, including education, certifications, additional skills, the number of years you have spent in your profession. With more online, real-time compensation data than any other website, Salary.com helps you determine your exact pay target.

				View as table
10%	25%	50%(Median)	75%	90%
\$50,778	\$57,641	\$65,179	\$73,594	\$81,255

You may get higher pay by adjusting the following factors:



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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Library Board of Trustees

FROM: Jeanette Contreras, Library Director

SUBJECT: **Authorization of an Amendment to Policy 5070 – Rules of Order for Board and Committee Meetings**

DATE: May 17, 2021

BACKGROUND

Policy 5070 – Rules of Order for Board and Committee Meetings was adopted in 2004. Over 100 years serving the community of Placentia and since adoption of Policy 5070, no actions had warranted the need to amend the policy.

Expectations of Board Members are to represent the District in the utmost respect and professional manner while maintaining the highest level of integrity. To ensure meetings are conducted with minimal disruptions and to maintain order, Board Members shall adhere to the meeting decorum as proposed in Policy 5070 – Rules of Order for Board and Committee Meetings. The proposed decorum procedure shall govern affairs of the District while defining the roles of the Board President and Board Members during public meetings.

Administration recommends the following amendments to Policy 5070 as presented. Amendments are bolded and underlined.

5070.5 Decorum

5070.5.2 Upon the conduct or speech becoming disruptive, the Board President shall ask that person to stop the disruptive conduct.

5070.5.2.1 If the disruptive behavior persists, the Board President shall warn the person that if he or she continues they will be escorted from the meeting.

5070.5.2.2 If the disruptive behavior still persists, the Board President shall warn the person that it is a misdemeanor to willfully interrupt the Board meeting and ask the person to leave.

5070.5.2.3 If the disruptive behavior still persists, the Board President shall call a recess. The Board President or Library Director can summon a

police officer and ask the police officer to attempt to persuade the person to voluntarily leave.

50705.2.4 Upon reconvening, if the person has still not left and again engages in disruptive behavior, a second recess shall be called and the police officer will be asked to remove the person from the meeting.

5070.5.3 The Board President may also declare a short recess during any meeting.

5070.6 Use of E-Communication at Public Meetings

5070.6.1 Board members shall not use e-communication during a public meeting at which he or she is in attendance, virtually or in-person. In the event of an urgent family matter, a member wishing to respond during the meeting shall do so during a recess or shall excuse him or herself from the meeting to place the return call or text in a manner that does not disrupt the meeting. E-communication is defined as “electronic text or visual communication and attachments distributed via e-mail, websites, instant messaging, text messaging, twitter, or comparable services.”

Attachment A is the proposed amended Policy 5070 – Rules of Order for Board and Committee Meetings.

RECOMMENDATIONS

1. Discuss the proposed amendments to Policy 5070 – Rules of Order for Board and Committee Meetings.
2. Motion to approve the proposed amendments to Policy 5070 – Rules of Order for Board and Committee Meetings, as presented and inclusive of input from the Library Board of Trustees.
3. Roll call vote.

Placentia Library District

POLICY HANDBOOK

POLICY TITLE: Rules of Order for Board and Committee Meetings

POLICY NUMBER: 5070

5070.1 General.

5070.1.1 Action items will be brought before and considered by the Board by motion in accordance with this policy. If there is a question concerning a rule of order, Robert's Rules of Order shall apply.

5070.1.1.1 If a Trustee believes order is not being maintained or procedures are not adequate, then he/she should raise a point of order - not requiring a second - to the Board President. If the ruling of the Board President is not satisfactory to the Trustee, then it may be appealed to the Board. A majority of the Board will govern and determine the point of order.

5070.2 Obtaining the Floor.

5070.2.1 Any Trustee desiring to speak should address the Board President and request to be recognized. Upon recognition by the Board President, the Trustee may address the subject under discussion.

5070.3 Motions.

5070.3.1 Any Trustee, including the Board President, may make or second a motion. A motion will be brought and considered as follows:

5070.3.1.1 A Trustee makes a motion; another Trustee seconds the motion; and the Board President states the motion.

5070.3.2 Once the motion has been stated by the Board President, it is open to discussion and debate. After the matter has been debated by the Board, the Board President will call for the vote. At any time a Trustee may call for the question if such Trustee has been recognized by the Trustee and has the floor. A motion to call for the question requires a 2/3 vote of the Trustees present and if passed, the main motion shall be considered without further discussion.

5070.4 Secondary Motions. Ordinarily, only one motion can be considered at a time and a motion must be disposed of before any other motions or business are considered. There are a few exceptions to this general rule, though, where a secondary motion concerning the main motion may be made and considered before voting on the main motion.

5070.4.1 Motion to Amend. A main motion may be amended before it is voted on, either by the consent of the Trustees who moved and seconded, or by a new motion and second.

5070.4.2 **Substitute Motion. A substitute motion which replaces the main motion shall be debated and voted upon prior to the main motion provided it has received a second.**

5070.4.3 Motion to Table. A main motion may be indefinitely tabled before it is voted on by motion made to table, which is then seconded and approved by a majority vote of the Board.

5070.4.4 Motion to Postpone. A main motion may be postponed to a certain time by a motion to postpone, which is then seconded and approved by a majority vote of the Board.

5070.4.5 Motion to Refer to Committee. A main motion may be referred to a Board committee for further study and recommendation by a motion to refer to committee, which is then seconded and approved by a majority vote of the Board.

5070.4.6 Motion to Close Debate and Vote Immediately. As provided above, any Trustee may move to close debate and immediately vote on a main motion.

5070.4.7 Motion to Adjourn. A meeting may be adjourned by motion made, seconded, and approved by a majority vote of the Board before voting on a main motion.

5070.5 Decorum.

5070.5.1 The Board President will take whatever actions are necessary and appropriate to preserve order and decorum during Board meetings, including public hearings. The Board President may ask any person or persons whose actions or words that disrupt, disturb or otherwise impede the orderly conduct of the meeting to cease the disruptive behavior.

5070.5.2 **Upon the refusal of the person to cease the disruptive behavior, the Board President may take any or all of the following actions:**

5070.5.2.1 **If the disruptive behavior persist the Board President shall warn the person(s) engaging in the disruptive behavior that if the disruptive behavior continues that the person will be asked to leave the meeting.**

5070.5.2.2 **If the disruptive behavior still persists, the Board President shall warn the person that it is a misdemeanor to willfully interrupt the Board meeting and ask the person to leave.**

5070.5.2.3 If the disruptive behavior still persists, the Board President shall call a recess. The Board President or Library Director may summon a police officer and ask the police officer to attempt to persuade the person(s) engaging in the disruptive behavior to voluntarily leave.

5070.5.2.4 Upon reconvening, if the person has still not left and again engages in disruptive behavior, a second recess shall be called and the police officer asked to remove the person from the meeting.

5070.5.2.5 If a police officer is not available and/or the Board President does not believe the meeting can be continued in an orderly fashion, the Board President may adjourn the meeting.

5070.5.3 The Board President may declare a short recess during any meeting for other reasons not associated with disruptive behavior.

5070.6 Use of E-Communication at Public Meetings

5070.6.1 The Brown Act requires, among other things, that the Board take actions in a noticed and public meeting. The purpose of this requirement is to enable the public to view and hear Trustee discussions on all agenda matters during Board meetings. Communicating with persons in a manner that cannot be seen or heard by the public during Board deliberations on agenda items is inconsistent with the Brown Act. As such, Trustees shall not use e-communication during a public meeting at which he or she is in attendance, virtually or in-person on any item that is on the agenda for the Board's consideration.. E-communication is defined as "electronic text or visual communication and attachments distributed via e-mail, websites, instant messaging, text messaging, twitter, or comparable services."

5070.7 Amendment of Rules of Order.

5070.7.1 By motion made, seconded and approved by a majority vote, the Board may, at its discretion and at any meeting: a) temporarily suspend these rules in whole or in part; b) amend these rules in whole or in part; or, c) both.



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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Library Board of Trustees
FROM: Jeanette Contreras, Library Director
SUBJECT: Authorization of an Amendment to Policy 5020 – Board Meeting Agenda
DATE: May 17, 2021

BACKGROUND

As per Policy 1000, it is the intent of the Board of Trustees of Placentia Library District to maintain a Manual of Policies. The Manual of Policies will serve as a resource for Trustees, staff and members of the public in determining the manner in which matters of District business are to be conducted.

Policy 5020 – Board Meeting Agenda was adopted in 2004 and last reviewed and updated in February 2013. To establish and define clarity with which an item can be placed on an agenda to be discussed at a public board meeting, Administration recommends amendments to Policy 5020 as presented.

Attachment A is the proposed amendments for Policy 5020 – Board Meeting Agenda.

RECOMMENDATIONS

1. Discuss the proposed amendments to Policy 5020 – Board Meeting Agenda.
2. Motion to approve the proposed amendments to Policy 5020 – Board Meeting Agenda, as presented and inclusive of input from the Library Board of Trustees.
3. Roll call vote.

Placentia Library District

POLICY MANUAL

POLICY TITLE: Board Meeting Agenda
POLICY NUMBER: 5020

5020.1 The Library Director, in cooperation with the Board President, will prepare an agenda for each regular and special meeting of the Board of Trustees. Any Trustee may call the Library Director and request any item to be placed on the agenda no later than 2:00 P.M. on the Sunday eight days prior to the meeting date.

5020.2 Placing Items on the Agenda. Any board member or member of the public may request that a matter directly related to District business be placed on the agenda of a regularly scheduled meeting of the Board of Trustees, subject to the following conditions:

5020.2.1 Board members interested in adding an item to a Board meeting agenda may do so during the Agenda Preparation of each Board meeting.

5020.2.1.1 An agenda item requested by Board members to be placed on the Board meeting agenda must meet the following:

- a. Approval from the Board President.**
- b. Approval by a majority vote of the Library Board of Trustees, conducted by a roll call vote.**
- c. Approval from the Library Director.**

5020.2.1.2 Board members requesting an item not formally requested during a board meeting may submit the request in writing to the Board President and Library Director at least fourteen working days prior to the meeting for which item is requested to be placed on the agenda.

- a. The Board President and the Library Director will determine if the requested item is to be placed on the agenda. The Board member who submitted the request will be notified of the decision.**

5020.2.2 A member of the public must submit the request in writing and be submitted to the Library Director together with supporting documents and information, if any, no later than 2:00 P.M. on the Sunday eight days prior to the meeting date.

5020.2.2.1 The Library Director will be the sole judge of whether the public request is or is not a "matter directly related to District business."

5020.2.3 No topic which is legally a proper subject for consideration by the Board in closed session will be accepted under this policy;

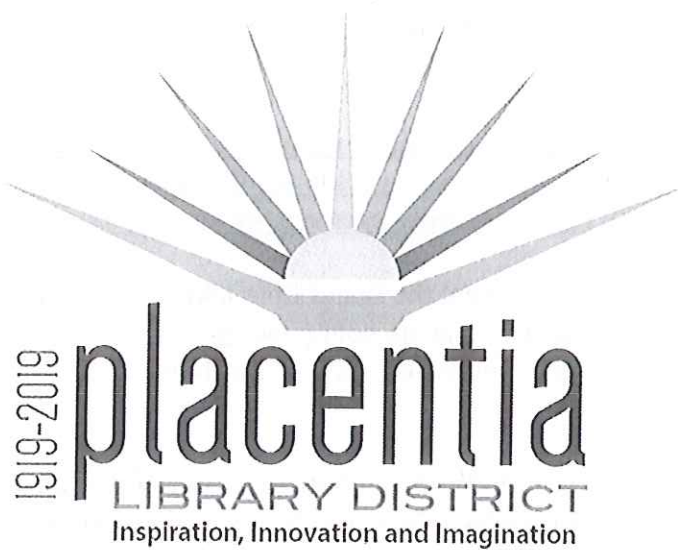
5020.2.4 The Board of Trustees has established a five (5) minute limitation per person on the total time to be devoted to a public request or comment on any given issue at any meeting. A maximum of twenty (20) minutes will be allowed for discussion of each topic matter.

5020.2.5 **The procedures outlined under 5020.2 will enable the Board and Library Director to review the current workload and determine staff's capacity and available resources to dutifully prepare the agenda item.**

5020.3 This policy does not prevent the Board from taking testimony at regular and special meetings of the Board on matters that are not on the agenda that a member of the public may wish to bring before the Board. However, the Board will not discuss or take action on such matters at that meeting.

5020.4 At least 72 hours prior to the time of all regular meetings, an agenda, which includes but is not limited to all matters on which there may be discussion and/or action by the Board, will be posted conspicuously for public review within the District office.

5020.4.1 The agenda for a special meeting will be posted at least 24 hours before the meeting in the same location.



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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Library Board of Trustees

FROM: Jeanette Contreras, Library Director

SUBJECT: **Authorization of Reclassification and Amendments to Policy 2020 – Vacations.**

DATE: May 17, 2021

BACKGROUND

At the March 15, 2021 Budget Work Session, an amendment to Policy 2020 - Vacations was presented, as part of the 2021-2023 Fiscal Year Budget. The Board adopted the 2021-2023 Budget at the April 19, 2021 meeting; however, the amended Policy 2020 was not included in the budget adoption procedure.

As presented at the March 15, 2021 Budget Work Session, Administration recommended the following amendments to Policy 2020 - Vacations:

2020.3 Employees who have completed **probationary** status may take their vacation time all at once, or gradually (current: six months in regular status)

Remove

2020.12 Employees who have taken seventy-five per cent (75%) of the vacation hours that they accrued in the previous twelve months have the option of requesting payment for the remaining twenty-five percent (25%) or any portion thereof.

2020.12.1 These requests may be submitted to the Library Director on November 1 and May 1 of each year with payment to be made with the first pay period of December and June.

2020.12.2 The number of hours paid may not reduce the vacation balance to less than eighty (80) hours at the time of the request.

Attachment A is the proposed amendments to Policy 2020 – Vacations.

RECOMMENDATIONS

1. Discuss the proposed amendments to Policy 2020 - Vacations.
2. Motion to approve the proposed amendments to Policy 2020 - Vacations, as presented and inclusive of input from the Library Board of Trustees.
3. Roll call vote.

Placentia Library District

POLICY MANUAL

POLICY TITLE: Vacations
POLICY NUMBER: 2020

2020.1 This policy will apply to regular full-time and part-time employees in all classifications.

2020.2 Paid vacations will be accrued according to the following schedule on an annual basis:

- (a) During the first four years of continuous work, eighty (80) hours.
- (b) Five through nine years of service, one hundred twenty (120) hours.
- (c) Ten through fourteen years of service, one hundred sixty (160) hours.
- (d) Fifteen through nineteen years of service, one hundred seventy-six (176) hours.
- (e) After twenty years of service, two hundred (200) hours.
- (f) Vacation accrual is based on a forty (40) hour work week. Employees working less than forty (40) hours per week, but working twenty (20) or more regularly scheduled hours per week, will receive a pro-rata allocation of vacation hours.

2020.3 Employees who have completed probationary status may take their vacation time all at once, or gradually.

2020.4 Vacation time is accrued at the second pay period of each month.

2020.5 Vacation time may be accumulated or postponed. The total accumulated vacation time will not exceed 200 hours. The Library Director will require staff members with excessive vacation balances to use them immediately.

2020.6 At termination of employment for any reason, the District will compensate the employee for his/her accumulated vacation time at his/her straight time rate of pay at the time of termination.

2020.7 The District will not require an employee to take vacation time in lieu of sick leave or leave of absence during periods of illness. However, the employee may elect to take vacation time in case of extended illness where sick leave has been fully used.

2020.8 If a holiday falls on a workday during an employee's vacation period, that day will be considered as a paid holiday and not vacation time.

2020.9 Vacations may be scheduled at any time during the year upon approval of the employee's immediate supervisor and the Library Director.

2020.10 Probationary employees will not accrue vacation time during the probationary period. Once regular status has been granted at the completion of the probationary period, vacation time is calculated from the date of employment. No vacation may be taken until the employee has completed at least six months in regular employee status.

2020.11 Vacations are provided by the District to employees as a period of exemption from work with pay for the purpose of rest, relaxation and recreation. This respite is a benefit and is intended as an aid in maintaining the long-term and consistent productivity and contentment of the employee.

REMOVE 2020.12

2020.12 Employees who have taken seventy-five per cent (75%) of the vacation hours that they accrued in the previous twelve months have the option of requesting payment for the remaining twenty-five percent (25%) or any portion thereof.

2020.12.1 These requests may be submitted to the Library Director on November 1 and May 1 of each year with payment to be made with the first pay period of December and June.

2020.12.2 The number of hours paid may not reduce the vacation balance to less than eighty (80) hours at the time of the request.



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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Library Board of Trustees

FROM: Jeanette Contreras, Library Director

SUBJECT: **Introduction and First Reading of Proposed Policy 2011 – Flexible Work Schedule Policy**

DATE: May 17, 2021

BACKGROUND

Workplace flexibility a mutually beneficial arrangement between employees and employers. The changing nature of work and the workforce is driving the need for more innovative and effective work arrangements. The 2020 covid-19 pandemic demonstrated the immediate need for workplace flexibility. The District responded by adopting Policy 2045 – Coronavirus (COVID-19) Leave Policy and approval of the Covid-19 Re-Opening Plan which outlines the different phases of opening inclusive of work schedules.

The 2016 National Study of the Changing Workforce (NSCW) indicated that 94% of respondents say they would benefit from work flexibility with the top advantages being less stress/improved mental health (43%), and better integration of work and personal life (38%).

The Society for Human Resource Management (SHRM) also indicated the following reasons that prompted organization to offer formal flexible work arrangements:

- 68% - Employee requests
- 55% - Employees' difficulties with balancing work and personal life responsibilities
- 50% - To be competitive in attracting and retaining employees.
- 45% - Changing business needs required more flexibility
- 37% - Technological advances that allow for work to be done off-site
- 24% - Desire to become a more socially responsible organization
- 22% - Increasing cost of gas
- 13% - Desire to become a more "green" workplace
- 10% - Success stories of other organizations that had implemented FWAs

Granting a flexible work schedule arrangement is a privilege and should not be considered an entitlement. It is a cooperative effort between the employee and supervisors and must consider both the operational needs of the District and the personal needs of the request. All requests must be approved by the Library Director.

Some positions do not lend themselves to a flexible work schedule.

Some employees are not good candidates for a flexible work schedule arrangement. Good candidates are self-motivated, meet or exceed performance standards, are dependable, work well independently, are well organized, have excellent time management skills, have proven exceptional work habits, are highly disciplined and results oriented. Employee's work history and demonstrated work performance must support the reasons for the request.

According to the U.S. Bureau of Labor Statistics, during the 2014-2024 period, the growth of the labor force will be due entirely to population growth, as the overall labor force participation rate is expected to decrease even further by 2024. With the projected decline, it is now more important for organizations to rethink their productivity incentives and work schedules that are designed more aligned with different generations of workers with different lifestyles.

Administration recommends The Library Board of Trustees' consideration of a Flexible Work Schedule Policy as presented as Attachment A.

RECOMMENDATIONS

1. Discuss the proposed Policy 2011 – Flexible Work Schedule Policy.
2. Motion to approve the First Reading of Policy 2011 – Flexible Work Schedule Policy and to waive future reading of the Policy.
3. Roll call vote.
4. Schedule the Second Reading and Adoption of Policy 2011 at the June 21, 2021 Board of Trustees meeting. The Second Reading and Adoption will require a majority vote of the Board.

Placentia Library District

POLICY MANUAL

POLICY TITLE: Flexible Work Schedule Policy
POLICY NUMBER: 2011

2011.1 The District offers a flexible work schedule that includes provisions for flextime, a compressed workweek, telecommuting, and occasional flexibility use. Flexible work schedule is a management technique that can enhance performance, improve morale among staff, while meeting the business needs of the District. Flexible work schedule is available at the discretion of supervisors and approval from the Library Director. Employees requesting flexible work schedule must ensure said employee's productivity, performance, and job effectiveness are not negatively impacted. Approvals must be balanced accordingly.

Flexible Work Schedule is not an entitlement.

2011.2 Process

2011.2.1 Employees may request a temporary Flexible Work Schedule to their normal work schedule, from their supervisor.

2011.2.1 Employees must complete and submit the Flexible Work Schedule Form to their supervisor and a copy to Administration.

2011.2.2 Flexible Work Schedule must be scheduled within a pay period to minimize excessive long hours, e.g., Board Meeting attendance or library events.

2011.2.3 Requests for flexible work schedule will be considered on a case-by-case basis based on the nature of work, business needs, employee performance record, personal circumstances, etc.

2011.2.4 Requests are not automatically granted as some units and jobs may not be suited to flexible schedules.

2011.2.5 Flexible schedule may be rescinded at any time if it is determined by the supervisor, manager, and/or Library Director, that the schedule has become incompatible with the District's needs and services to the community, or if the employee's performance falls below acceptable standards or no longer meeting expectations.

2011.2.6 Flexible work schedule will cover a period not to exceed 12 months, unless otherwise approved by the Library Director. Employees requesting a renewal of their

flexible work schedule will submit request to their supervisors at least 60 days prior to the end of the period.

2011.3 Flexible Work Schedule Options

2011.3.1 Flextime – Allows employees to request a particular starting and quitting times within limits determined and approved by the Library Director.

2011.3.2 Compressed Workweek – Allows employees to work the equivalent of a full-time week in fewer than 5 days. The total number of hours worked must equal the number of hours per week the employee is required to work or less, with approvals from the Library Director.

2011.3.3 Telecommuting – Allows employees to work off-site such as the home office. Telecommuting employees must be able to perform their usual job duties from their workplace, in accordance with established work agreements. A thorough analysis of the duties of the position and how the work is performed is required for determining whether the position is appropriate for telecommuting. During established telecommuting hours, employees must be reachable via telephone, email, and any other communication devices and be prepared to respond in a timely manner.

2011.3.4 Occasional Flexibility Use – Allows employees to change in his/her start/end times, on a temporary basis.

Please answer the following questions. Please be as specific as possible.

1. How will working under this flexible work schedule allow you to maintain or improve your work performance?

2. How will you accomplish your job under the requested flexible schedule? Be specific.

3. How might working under this flexible schedule impact your department and/or patrons? How will you address any concerns?

Your supervisor and you have agreed that the following performance indicators and measures will be used to evaluate this flexible work arrangement.

- 1.
- 2.
- 3.

I understand that Placentia Library District is not obligated to approve a request for a flexible work schedule for any employee. The decision is at the approval of the Library Director. Flexible work schedules are subject to ongoing review and may be subject to termination at any time based on performance concerns or District needs.

Employee Signature

Date

Supervisor Signature

Date

Library Director Signature

Date

Request Approved

Request Denied

PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Library Board of Trustees

FROM: Jeanette Contreras, Library Director

SUBJECT: **Authorization of Reclassification and Amendments to Policy 2309 – Job Description – Administrative Assistant.**

DATE: May 17, 2021

BACKGROUND

At the March 15, 2021 Budget Work Session, an amendment to Policy 2309 – Job Description – Administrative Assistant was presented, as part of the 2021-2023 Fiscal Year Budget. The Board adopted the 2021-2023 Budget at the April 19, 2021 meeting; however, the amended Policy 2309 was not included in the budget adoption procedure.

As presented at the March 15, 2021 Budget Work Session, Administration recommended the following amendments to Policy 2309 – Job Description – Administrative Assistant:

- Reclassify title to Executive Assistant
- 2309.1 amended to:
The Executive Assistant is a confidential classification under the general direction of and reporting to the Library Director. Works directly with the Library Director, the Library Board of Trustees and the Assistant Library Director. Performs a wide variety of highly responsible, confidential, complex, and varied administrative support to the Library Board of Trustees, Library Director, Assistant Library Director, Business Manager, and overall administration of District operations.

The primary responsibility of the Executive Assistant is to manage the administrative work of the Administration Office and to ensure efficient service for the Administration Office, Library Board of Trustees, and the public. Responsibilities require tact, discretion, diplomacy, initiative and independent judgement, as well as knowledge of District activities and a strong ability to implement District administrative procedures.
- Inclusions / Amendments to Typical Tasks
 - 2309.1.1 Oversees and ensures that the administrative functions of the Administration Office are effectively carried out.
 - 2309.1.4 Maintains District files, materials and information of a confidential nature; maintains the record keeping and information retrieval systems required for the efficient maintenance of records and documents.

- 2309.1.5 Manages the Library Director's calendar; functions as the liaison between the Administration Office and the Library Board of Trustees.
- 2309.1.7 Composes letters, memos, **reports** and other written **confidential** communications on routine matters.
- 2309.1.10 Attends meetings of the District's Board of Trustees, and other meetings as the Library Director specifies from time to time.
- 2309.1.11 Maintains official records and executes administrative policies in conjunction with other officials.
- 1239.1.16 Coordinates, refers, and respond to various inquiries and complains from patrons and officials; prepares draft letters for signature in response to the inquiries/complaints.

- Amendments to Required Qualifications:
Possession of Associate of Arts degree from a business or community college. Four years of progressively more responsible office administrative and secretarial experience – working with management-level staff in dealing with the public. A Bachelor's degree and experience working elected and appointed officials are highly desirable. A valid California driver's license.

Attachment A is the proposed amendments to Policy 2309 – Job Description – Administrative Assistant.

RECOMMENDATIONS

1. Discuss the proposed amendments to Policy 2309 – Administrative Assistant.
2. Motion to approve the proposed amendments to Policy 2309 – Administrative Assistant, as presented and inclusive of input from the Library Board of Trustees.
3. Roll call vote.

Placentia Library District

POLICY MANUAL

POLICY TITLE: Job Description – Executive Assistant
POLICY NUMBER: 2309

2309.1 The Executive Assistant is a confidential classification under the general direction of and reporting to the Library Director. Works directly with the Library Director, the Library Board of Trustees and the Assistant Library Director. Performs a wide variety of highly responsible, confidential, complex, and varied administrative support to the Library Board of Trustees, Library Director, Assistant Library Director, Business Manager, and overall administration of District operations.

The primary responsibility of the Executive Assistant is to manage the administrative work of the Administration Office and to ensure efficient service for the Administration Office, Library Board of Trustees, and the public. Responsibilities require tact, discretion, diplomacy, initiative and independent judgement, as well as knowledge of District activities and a strong ability to implement District administrative procedures.

Typical Tasks

- 2309.1.1** Oversees and ensures that the administrative functions of the Administration Office are effectively carried out.
- 2309.1.2** Maintains the schedule for performance evaluations and merit pay increase recommendations for eligible employees and coordinates these with the Library Director, the Library Services Manager and the Business Manager.
- 2309.1.3** Presents the image of the Placentia Library District to the public by being welcoming, pleasant, courteous and professional.
- 2309.1.4** Maintains District files, materials and information of a confidential nature; maintains the record keeping and information retrieval systems required for the efficient maintenance of records and documents.
- 2309.1.5** Manages the Library Director’s calendar; functions as the liaison between the Administration Office and the Library Board of Trustees.
- 2309.1.6** Prepares monthly and annual reports on the administrative activities of the Library.

- 2309.1.7 Composes letters, memos, **reports** and other written **confidential** communications on routine matters.
- 2309.1.8 Coordinates, designs, revises and maintains overall office systems for records and documents related to District operations.
- 2309.1.9 Responsible for the maintenance and retention of the District's files.
- 2309.1.10 Attends meetings of the District's Board of Trustees, and other meetings as the Library Director specifies from time to time.**
- 2309.1.11 Maintains official records and executes administrative policies in conjunction with other officials.**
- 2309.1.12 Reviews and verifies material in connection with the paying of District bills. May prepare payroll and claim requests.
- 2309.1.13 Participates in Library Board meetings by preparing agenda items assigned by the Library Director, presenting policy matters for Board review, taking notes and preparing the minutes.
- 2309.1.14 Responds to questions from the Library Board of Trustees, District staff and the public involving an understanding of District policies, procedures and regulations.
- 2309.1.15 Performs routine but specialized administrative duties related to District operations including report writing and coordination of special events; edits, proofreads and corrects written materials to ensure correct format, spelling, punctuation and grammar.
- 2309.1.16 Coordinates, refers, and respond to various inquiries and complaints from patrons and officials; prepares draft letters for signature in response to the inquiries/complaints.**
- 2309.1.17 Screens and distributes incoming correspondence to the Library Director and staff members.
- 2309.1.18 Records proceedings of the District Library Board; transcribes, edits, and proofreads notes into the approved style of minutes used by the District following established guidelines and in accordance with general instructions.
- 2309.1.19 Responsible for ordering, receiving and confirming purchases for the Administration Office.

2309.2 Required Qualifications. Possession of Associate of Arts degree from a business or community college. Four years of progressively more responsible office administrative and secretarial experience – working with management-level staff in dealing with the public. A Bachelor's Degree and experience working with elected and appointed officials are highly desirable. A valid California driver's license.

2309.3 Skills and Abilities:

- 2309.3.1** Proficiency in Word, Excel, Publisher, Powerpoint and Quickbooks.
- 2309.3.2** Knowledge of office practices and procedures, office equipment, filing systems, business correspondence methods, and good business English including vocabulary, grammar and spelling.
- 2309.3.3** Knowledge of personal computer hardware and software operations.
- 2309.3.4** Ability to use word processing software accurately by typing from clear copy at a speed of not less than fifty (50) words per minute, and to create and use labels, data and formulas on an electronic spreadsheet.
- 2309.3.5** Ability to manage work flow in an orderly fashion while processing multiple simultaneous projects.
- 2309.3.6** Ability to perform difficult clerical work and make decisions based upon District policies and procedures.
- 2309.3.7** Ability to respond to common inquiries or complaints that may be of sensitive nature from Library customers.
- 2309.3.8** Ability to interpret and communicate effectively the District's policies, procedures, and regulations.
- 2309.3.9** Ability to analyze difficult problems and recommend solutions.
- 2309.3.10** Ability to prepare and present reports that conform to prescribed style and format.
- 2309.3.11** Ability to communicate easily and rapidly in English with the Library Board of Trustees, the Library Director, the Library Services Manager, library staff and customers orally, via telephone and in writing.
- 2309.3.12** Ability to understand and execute both oral and written instructions in English independently.

2309.3.13 Ability to establish and maintain effective relations with co-workers, the public and community organizations.

2309.3.14 Ability to perform mathematical computations rapidly and accurately.

2309.4 Physical Demands:

2309.4.1 The physical demands described here are representative of those that must be met by an employee to successfully perform the typical tasks of this job. Reasonable accommodations may be made to enable individuals with disabilities to perform the typical tasks.

2309.4.1.1 Must possess mobility to work in a standard office setting and to visit meeting sites.

2309.4.1.2 Must possess mobility to operate a motor vehicle.

2309.4.1.3 Must possess hearing and speech to communicate in person, before groups and over the telephone.

2309.4.1.4 The employee is required to sit; use hands to finger, handle, or feel objects; twist and reach with hands and arms.

2309.4.1.5 The employee is required to stand; walk; and stoop, kneel, or crouch.

2309.4.1.6 The employee must be able to push or pull book carts weighing up to 25 pounds and have the strength to pick up and carry supplies weighing up to twenty pounds.

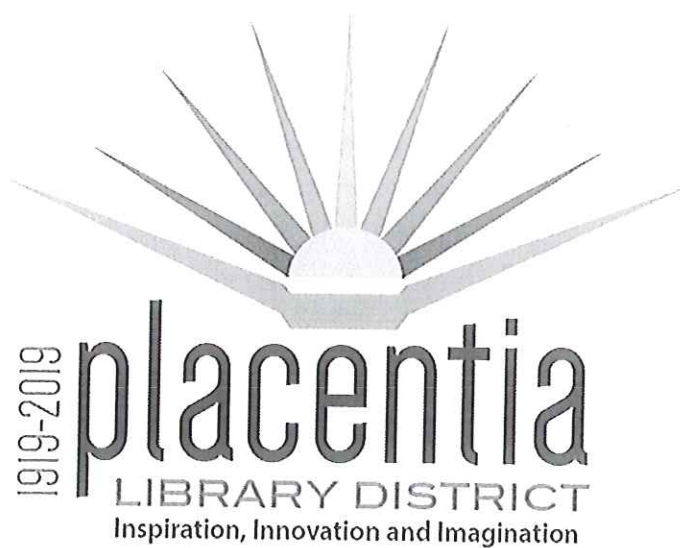
2309.4.1.7 The employee must be able to see to perform data entry. Specific vision abilities required by this job include close vision, distance vision, color vision, peripheral vision, depth perception and the ability to adjust focus.

2309.4.1.8 Attendance at off-hours meetings and occasional travel are required.

2309.5 Work Environment:

2309.5.1 The work environment characteristics described here are representative of those an employee encounters while performing the typical tasks of this job. Reasonable accommodations may be made to enable individuals with disabilities to perform the typical tasks.

2609.5.2 Most work is performed in an office setting, although there may be occasional exposure to inclement weather conditions, noise, dust and potentially hazardous materials.



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PLACENTIA LIBRARY DISTRICT BOARD OF TRUSTEES

TO: Library Board of Trustees
FROM: Jeanette Contreras, Library Director
SUBJECT: Joint-Use Committee Update
DATE: May 17, 2021

BACKGROUND

President Martin will provide a report on the Joint-Use Committee meeting.

Attachment A is the Minutes from the May 6, 2021 Meeting.

MEETING WITH THE PLACENTIA LIBRARY DISTRICT AND CITY OF PLACENTIA
TO DISCUSS TO THE JOINT USE AGREEMENT
MAY 6, 2021

CALL TO ORDER

Members Present: President Jo-Anne Martin, Secretary Gayle Carline, Library Director Jeanette Contreras, Mayor Craig Green, Councilmember Ward Smith, City Administrator Damien Arrula.

Members Absent: None.

Staff Present: Luis Estevez, Director of Public Works; Alyssa Stolze, Administrative Assistant.

Guests: None.

BACKGROUND

By its terms, the Joint Use Agreement, or "JPA," expired on May 21, 2012. The Library and City have now entered into a new agreement governing the use of the Common Area that was executed by notary on October 29, 2019. The Library and the City have continued to meet on a monthly basis to discuss ongoing and upcoming projects pertaining to the Common Area and shared costs.

**CITY OF PLACENTIA
UPDATES**

City Administrator Damien Arrula presented updates on developments throughout the City, a two year park initiative the City is working on, the continued search for a community center, zone changes, budget and positive updates regarding the Fire Department. Moreover, the City reported out that they are partnering with Placentia businesses for mobile POD sites to distribute Pfizer and Johnson & Johnson vaccines. Additionally, the City approved a \$4.3 million street repair initiative for the southeast section of town. Furthermore, Placentia is officially a Tree City USA destination with over 150 trees planted in the last year.

**PLACENTIA LIBRARY
DISTRICT UPDATES**

Director Contreras provided updates on the library's last board meeting, including the Board approving the Fiscal Year 2021-2023 Budget. The budget includes two of the Capital Improvement Plan projects- one per fiscal year. The Board also approved the library to cease rotating schedules and all staff return to the office in addition to approving a closure July 1-July 11, 2021 to prepare for full opening on July 12, 2021. The full opening (Phase 3) will include Bodhi and bookstore open with the library returning to regular hours 7 days a week. Director Contreras also reported that with more libraries opening, it is expected to see the passport line in the mornings lower in the coming months.

Director Contreras also brought up the parking lot being impacted over the past two weeks and reported on the email received from the Placentia Fire Chief assuring fire personnel and engines will park on All America Way street parking. Director Contreras also asked for the fire vehicles to not double park. The issue regarding fire personnel vehicles, in addition to parking lot maintenance due to an abundance of trash and continuation of citations for overnight parking violations, will be addressed by Director Estevez.

LIBRARY OUTSOURCING

Director Contreras informed the Joint Use Committee, per the request of a Board member, privatization of the library will be on the May 17, 2021 agenda. President Martin informed the Committee that some members of the public have noted they

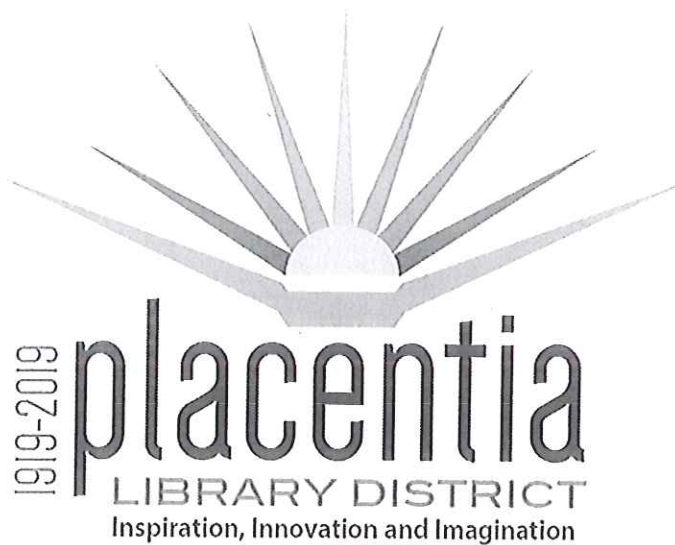
plan to come and community members been very active already on social media sites reiterating the importance of the library and its role in the community.

ACTION ITEMS

Director Estevez will provide Director Contreras a reference to a consultant regarding impact fees and construction index.

NEXT MEETING

The next meeting is scheduled for Thursday, June 3rd at 3:30 p.m. Email Alyssa Stolze with any agenda items.



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