Meeting date: Wednesday, September 4, 2019
Location: Main Library, 1001 Arapahoe Ave. – Canyon Meeting Room
Meeting start time: 6 p.m. (Note: There is no access to the building after 8 p.m.)

1. Approval of agenda

2. Public comment – *commission chair will introduce public comment parameters.*

3. Consent agenda
   a. Approval of August 7, 2019 minutes

4. Library policy update
   a. Review and approve the Photography and Video Recording Policy
   b. Review Privacy and Security Camera Policies

5. Library budget update
   a. 2020 City of Boulder Recommended Budget

6. Library Commission update
   a. Interesting upcoming dates from ALA website
   b. Items from commission (verbal)
      i. Update on the status of Library Champions’ efforts (Gomez/O’Shea)
         • The scoop on the Boulder budget
         • Aug 26th budget event at Main
      ii. Discussion of City budget / Library budget 2020 and beyond
         • 2021 impacts with North Boulder branch library (NoBo), Full Time Equivalent (FTEs) staff positions and related new costs
         • City projections via Master Plan compared to G.K. Baum study
      iii. Commission’s role in shaping public process regarding sustainable library funding
         • Candidate dialogues
         • Council member meetings
         • Public involvement strategies
   c. Boulder Library Foundation (BLF) update (verbal: Sykes-Wilson)
   d. Updates from commissioners representing the Commission in other venues (verbal)
      i. Alpine Balsam update (Gomez)
   e. Update on emails and phone call to Library Commission
   f. Review of Library Commission Master Calendar

7. Library and Arts Director’s Report
   a. Main Library restroom renovation project
   b. North Boulder branch library project
   c. Civic Ares restroom project
   d. 5th Annual Zee Jaipur Literature Festival
   e. Community engagement resources
f. Follow Up: Meeting with City Council candidates

g. Review of Library Commission application questions

8. Adjournment

2019 Library Commissioners
Tim O’Shea        Juana Gomez       Joel Koenig       Jane Sykes Wilson    Steven Frost
**Name of Board/Commission:** Library Commission  
**Date of Meeting:** August 7, 2019 at the Main Boulder Public Library, 1001 Arapahoe Ave.  
**Contact information preparing summary:** Celia Seaton, 303-441-3106  
**Commission members present:** Tim O’Shea, Jane Sykes Wilson, Steven Frost, Juana Gomez  
**Commission members not present:** Joel Koenig  
**Library staff present:** Jennifer Phares, Deputy Library Director  
**Celia Seaton, Administrative Specialist**  
**City staff present:** None  
**Members of the public present:** None  
**Type of Meeting:** Regular  
*Note: this meeting commenced with an informative tour of the Main Library for the commissioners (see packet).*

### Agenda Item 1: Call to order and approval of agenda  
[0:00:11 Audio min.]  
The meeting was called to order and O’Shea asked if there were any changes to the agenda. Being none, there was a nod of approval from the commission for this agenda.

### Agenda Item 2: Public comment  
[0:01:08 Audio min.]  
None.

### Agenda Item 3: Consent agenda  
[0:01:30 Audio min.]  
- Resolution Concerning the Acceptance of Revenue from the Warner Charitable Trust – background and resolution in packet. Gomez thanked Koenig for drafting the letter of appreciation. O’Shea moved to accept the donation of funds from the Warner Charitable Trust, Frost seconded, and the motion was unanimously approved. O’Shea provided his signature on the agreement and commission signed the thank you letter.

- Approval of June 5, 2019 Meeting Minutes: O’Shea queried whether there were any requested adjustments from the commission. Being none, Frost moved to approve these minutes; O’Shea seconded, and the motion was unanimously approved (Gomez abstained as she was not present at the previous meeting.)

### Agenda Item 4: Library policy update  
[0:12:10 Audio min.]  
- Review updated meeting plan regarding policy review – as schedules have shifted, Phares revamped commission’s meeting plan to stay on track for 3-year review of policy. O’Shea noted that he will not be present at the meeting on October 2nd. Sykes Wilson announced that she plans to be absent at the November meeting. The group assessed planned attendance for future quorum needs. Responding to Gomez’s inquiry about staff presentations, Phares explained that a meeting with lighter agenda might accommodate this type of visit (e.g., a conversation with Laura Hankins, Collection Development Manager). Gomez also inquired about architectural updates about north Boulder. As important dates emerge regarding north Boulder, O’Shea requested that commission be apprised. Gomez wondered about the permissibility of commission engaging with City Council candidates; O’Shea believes that as Boulder residents a commission member’s communication may be “warranted and received;” he and Gomez both clarified their awareness that endorsement would not be allowed. Phares will ask CAO what implications there might be for the commission reaching out as a body to potential council members.

- Review and approve change to the Collection Development Policy – Phares outlined the one change which pertains to limiting the number of new items that a patron can request in a calendar year (limit to 50 with 5 active requests at once). Sykes Wilson wondered how often this upper limit is reached; Phares replied that it is uncommon. Frost noted that he feels the limit of 50 requests is very reasonable. Gomez wondered about the average number of requests. O’Shea, curious about the explanation of purpose and background and identifying the time-consuming
aspect for staff, would appreciate Collection Development staff presence to better understand implications of process and policy. Phares responded that she aims to slate Hankins’ presentation for November’s agenda.

Gomez moved to approve the policy update as written. O’Shea seconded. The motion was unanimously approved.

c. Review update of the Photography and Video Recording Policy – Phares noted that the updated formal language will be more consistent with other policies. Wondered about need to “patron privacy” and Phares noted that the library is a public space and as such, photography can’t be prohibited beyond capturing private patron transactions. Referencing the incident several months ago in which a male person in a female bathroom took photographs of children, commission discussed interpretations of public/private space. Sykes Wilson noted the upcoming unveiling of the aesthetically appealing bathrooms and potential new implications of patrons wishing to document their experience in the new facilities. Emphasized need to have this policy “air-tight.” O’Shea agreed – he wants a “safety net on both sides” and doesn’t want staff members to be “put in an awkward position.” Frost wondered about audio recording – Phares doesn’t believe this library policy yet exists. Discussion of parameters around “casual” vs. “professional” photography, recognizing the intent of the policy. Phares will bring commission concerns back to CAO; a revised draft will be presented at the September meeting for commission review.

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**Agenda Item 5: Library Commission Update**

**a. Items from Commission**

i. Commissioner update on outreach to stakeholders – O’Shea met with members of the CALCON panel with whom he will partner at the Friday, September 20th session. The presentation promises to be a “robust conversation around engagement strategies with local government” – O’Shea will offer information pertaining to districting.

Gomez noted that the Library Champions are strategizing about how to establish sustainable library funding in the near future. Previous commissioner Joni Teter has created a user-friendly guide to the city budget.

Gomez reported on the recent REFORMA meeting held at Main branch; Farnan presented a tour of the library. Description of “Book Rich” events whereby free books flood a space that has been determined as “book-poor.” Extremely well-received experiences for both parents and youth. On May 8, 2020, Denver plans to host the REFORMA conference. REFORMA invites Boulder librarians to join their group. Phares will encourage engagement with the library’s leadership team.

b. Boulder Library Foundation update – Sykes Wilson reported that BLF meeting will occur Thursday, August 8th.

c. Responses to patron emails from the Library Commission

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**Agenda Item 6: Library and Arts Director’s Report**

**a. Main Library restroom renovation project**

b. North Boulder branch library project – Frost noted that the selected artist for the north Boulder branch library will be announced at the August 21st Arts Commission meeting.

c. Civic Area public restroom project

d. 5th Annual Zee Jaipur Literature Festival

e. 2019 Summer of Discovery program

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**Agenda Item 7: Adjournment**

There being no further business to come before the commission at this time, the meeting was adjourned.

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Date, time, and location of next meeting:
The next Library Commission meeting will be at 6 p.m. on Wednesday, September 4, 2019, in the Canyon Meeting Room at the Main Library, 1001 Arapahoe Ave., Boulder, CO 80302.
DATE: August 30, 2019  
TO: Library Commission  
FROM: David Farnan, Library and Arts Director  
       Jennifer Phares, Deputy Library Director  

SUBJECT: 2020 City Recommended Library Budget

2020 RECOMMENDED BUDGET

The 2020 City of Boulder Recommended Budget was submitted to City Council on August 29, 2019.

The City Manager’s budget message begins on page 13 and is an overview of the 2020 City of Boulder Recommended Budget. An overview of the Library and Arts Department recommended budget 2020 recommended budget begins on page 109. The Library Fund Financial on page 242 is a seven-year outlook for the Library Fund. The Library Fund is comprised of dedicated library revenues including the 0.33 mill property tax as well as grants, gifts and donations. The fund primarily supports collection/materials acquisitions as well as donor-directed spending.

Updated property tax information was received from Boulder County on Tuesday, Aug. 27, 2019 showing that Boulder’s property tax revenues are expected to increase by ten percent. The 2020 City of Boulder Recommended Budget was built based upon a 15 percent increase projected in April 2019 by the Colorado Department of Local Affairs. The General Fund property tax revenue were adjusted in the budget document. The Library’s property tax revenue projection will be adjusted down by $59,128 and its impact determined prior to City Council’s first reading of the budget on Oct. 1, 2019.

2020 LIBRARY BUDGET ADDITIONS

In 2019, City Council approved funding the 2018 Library Master Plan objectives in the Maintain Service Levels / Fiscally Constrained category except for two one-time, Main Library capital projects that were not requested because Library and Facilities and Asset Management staff project management resources were committed to the Main Library restroom renovation project and the north Boulder branch library planning in 2019. These unfunded projects are reconfiguration of the first-floor banquet seating and the second-floor public computer area. The priority of these project will be evaluated along with other unfunded needs for the 2021 budget.

For the 2020 library budget, staff recommended several items from the 2018 Library Master Plan category Address Community Demand / Action Item category as well as one-time funding to reconfigure community space and collections at the George Reynolds Branch Library. The additions recommended for the 2020 library budget are as follows:
North Boulder Branch Library Manager Position Regrade
The current, full-time Corner Library Manager position is vacant with recruitment planned for January 2020. Since it is vacant, staff requested funding to regrade the position and increase the salary to same grade as the other branch manager positions. In addition to overseeing the NoBo Corner Library, the successor will assist the Public Services Manager with the new branch project implementation, planning programs and services, and recruiting the additional staff for the new north Boulder branch library when it opens in 2021.

Bilingual Youth Services Specialist
A full-time Bilingual Youth Services Specialist will support the Library’s mission regarding serving Spanish-speaking community members. The Library, like other city departments, is challenged to provide the same service excellence to these community members as it does to English speakers. A bilingual staff member with a consistent schedule who can present programs in Spanish like story times will ensure the Library is welcoming to all and will be able to cultivate relationships and engagement with members of this user group.

Volunteer Services Specialist
The recent growth of the volunteer program is supporting the Library as a hub for community engagement. Volunteers are integral partners in programs, services and resources the Library provides for the community. The volunteer program engages community members to contribute more hours than any other city department currently with only a full-time coordinator. The addition of a half-time volunteer specialist will enable staff to further increase engagement, grow the program to involve more community members, increasing capacity to support programs and services.

George Reynolds Branch Library Collection and Public Space Reconfiguration
The George Reynolds Branch Library is home library to many patrons who reside in south Boulder. The facility reached 50 years in 2018. The public spaces and collection layout have not been updated for several years. The current floor plan and furnishings do not meet the needs and expectations of its users. Public spaces need reconfiguration to align with the ways the community wants to use the library.

North Boulder Branch Library Project Construction
Site review for the north Boulder branch library project began in the summer 2019. The project cost estimate will be revised and updated in the fall following completion of the site review process. The total project budget is $10 million. The project team anticipates finalizing the construction contract before the end of 2019 which requires the remaining unspent budget to be allocated for the encumbrance.
Table 1. 2020 Library Budget Additions

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NEXT STEPS

The following dates for the 2020 city budget review:

- Tuesday, Sept. 10, 2019: 2020 budget study session
- Tuesday, Oct. 1, 2019: 1st reading of the 2020 City of Boulder Budget
- Tuesday, Oct. 15, 2019: 2nd reading of the 2020 City of Boulder Budget

Staff will provide information in the Oct. 2, 2019 Library Commission packet regarding the property tax revenue adjustment.

QUESTION FOR LIBRARY COMMISSION

Does the Library Commission have any questions about the 2020 City of Boulder Recommended Budget?
Date: Aug. 30, 2019

To: Boulder Library Commission

From: David Farnan, Library and Arts Director
        Jennifer Phares, Deputy Library Director

Subject: Review and approval of the Photography and Video Recording Policy

BACKGROUND

At the Aug. 7, 2019 meeting, the Library Commission accepted changes from staff and recommended several additional changes to the Photography and Video Recording Policy. Janet Michels, Senior Assistant City Attorney and the Library Leadership Team reviewed those changes.

OUTCOME OF STAFF REVIEW

The updated draft policy (Attachment A) includes the following changes:

- First sentence in second paragraph was struck with related wording changes made in the sentences that follow. The struck sentence was extraneous.
- Third bullet point referencing photos and video being taken in restrooms and staff only areas was separated into two bullet points. Audio was added to the recordings prohibited. Clarification was made to both bullet points that no recording of other persons is permitted in those areas.
- Staff recommended striking the ability to obtain consent to make recordings of other persons in the areas in the bullet point above.

Commissioner Gomez asked for clarification of the Library’s role in addressing issues that may arise between one patron making a recording of another who does not consent. Ms. Michels responded, “Privacy of User Records, CRS 24-90-119, prohibits the library from disclosing information that discloses a patron’s library use, so no, a third party engaged in photographing a title, etc., is not a violation of the statute. If there is a disagreement [between patrons], if it raises to the level of disrupting other patrons, it is a Library Rules violation.”

Commissioner O’Shea requested the link to the Library Rules of Conduct be included for reference.

QUESTIONS FOR COMMISSION

1. Does the commission have any questions or additional changes to recommend?

2. Will the commission make a motion at the Sept. 4, 2019 meeting to approve the Photography and Video Recording Policy as amended?
Photography and Video Recording Policy

Approved by the Library Commission on Sept. __, 2019.

As public buildings library facilities are subject to similar rules associated with a sidewalk or a public park, meaning that there are few restrictions that can be placed on a photographer when they wish to take photos or video in open, public areas of a facility. That being said, library staff members have the right to impose certain time, place, or manner restrictions for safety reasons and for continuous library operations.

Visitors may take casual photographs or video recordings in the library. The uses of additional photographic equipment – such as tripods or lighting – are not permitted because of safety, liability and other issues, unless previously authorized by library leadership. Library staff members may stop any photography or video recording that appears to interfere with the library’s ability to conduct business, or that compromises public safety or security.

Photographers/videographers are asked to be respectful of other library users and to observe the following:

- Refrain from disturbing other library users (examples: using tripods or flash photography).
- Taking photos/video of specific, copyrighted (or otherwise protected) materials for the purpose of redistribution is not permitted.
- Taking photos/video, or audio of any other person in restrooms is not permitted, unless the subject of the photography gives the person taking the photograph video written consent to do so. Library staff will endeavor to make consent forms available at all information desks.
- Taking photos/video, or audio of any other person in non-public areas (restrooms or staff-only areas) is not permitted, unless given written consent by staff to do so. Library staff will endeavor to make consent forms available at all information desks.
- Members of the media are asked to notify the library’s communication specialist or administrative staff prior to or upon entering the library to alert staff of the intent to photograph or video inside the library. When possible, staff in the facility will be notified in advance to avoid potential interruption of library services and operations.

Please note that Boulder Public Library staff may photograph and record programs and events for library publicity and promotional purposes. Library staff will make every effort to notify members of the public when photography and video recording is taking place, and any patrons who do not want to be photographed or recorded will be respected.
**Date:** Aug. 30, 2019  
**To:** Boulder Library Commission  
**From:** David Farnan, Library and Arts Director  
Jennifer Phares, Deputy Library Director  
**Subject:** Review staff recommended changes to the Privacy and Security Camera Policies

**BACKGROUND**

The current Privacy Policy and Security Camera Policy were last updated in 2015. Keeping with the Master Plan Goal in the Organizational Readiness category to review public policies every three years, staff reviewed and updated these policies. Janet Michels, Senior Assistant City Attorney will review these updated policies after the Library Commission’s input is incorporated.

**STAFF RECOMMENDED CHANGES**

The updated Privacy Policy is Attachment A with changes accepted for ease of reading. The changes include simplifying the language, corrections, and a new section about disposal of personal information. Attachment B shows the policy with all changes tracked.

The Security Camera Policy was simplified and updated for consistent language (Attachment C).

Staff requests the Library Commission’s review and comment on these changes.

**NEXT STEPS**

Staff will incorporate the commission’s input and submit another draft for approval at the Oct. 2, 2019 Library Commission meeting.

**QUESTION FOR COMMISSION**

Does the commission have any questions or additional changes to recommend to Privacy or Security Camera Policies?
Privacy Policy

Boulder Public Library patron account records are strictly confidential. C.R.S. section 24-90-119, requires public libraries to guarantee the privacy of patron records except in limited circumstances established by state law. The following information may only be disclosed pursuant to subpoena, upon court order, or where otherwise required by law:

- Borrowing, searching, or reading history
- Records or information identifying a person as requesting or obtaining specific materials or services or as otherwise using the library.

Library account information

The following information is retained in patron library or computer use accounts:

- Name, home address, and current telephone number
- Birth date or year
- Library or computer use card number
- Issue and expiration date
- Total number, not titles, of checkouts, renewal and items claimed returned
- Email address, work or business telephone number to receive courtesy due date notifications is optional.
- Email address to receive the library newsletter is optional.

If patrons do not bring their library card or remember their account number may check out items and retrieve account information with photo identification. Patrons are asked to immediately report the loss or theft of their library or computer use card to the library.

Borrowed items

A record of borrowed library items is retained on the patron’s account so the library may contact them if items are not returned. A system identification number indicating that borrowed items were the last checked out on the patron account is retained until the items are checked out and returned by the next patron. This is necessary to attribute any damage to an item to the appropriate patron. Once the next patron returns the item, the item’s association with the previous patron account is removed.

A history of the replacement charges or fines paid is maintained for a minimum of 6 months to provide data for disputed charges. Replacement charges are assessed after items become 21 days overdue. Items billed to the patron for replacement remain checked out on the account until the bill is reconciled.

Optional library account features
- **Reading History**: tracks an ongoing list of items patrons have checked out even after they have been checked in. The reading history begins from the date of opt-in and cannot be applied retroactively.
- **Search History**: tracks the search criteria patrons have used to search the library catalog when they are logged into their account.
- **My Lists**: tracks lists of items created by patrons.

**Disposing of Patron Information**

Pursuant with [CRS, section 24-73-101](https://council.colorado.gov/bill/24-73-101), Personal Information Statute, when paper or electronic documentation containing personal identifying information is no longer needed, the library shall destroy or arrange for the destruction of such paper and electronic documents within its custody or control that contain personal identifying information by shredding, erasing, or otherwise modifying the personal identifying information in the paper or electronic documents to make the personal identifying information unreadable or indecipherable through any means.

Approved by the Library Commission on October __, 2019.
Privacy Policy

At the Boulder Public Library, patron’s library account records are strictly confidential. The Boulder Public Library follows C.R.S. section 24-90-119, Colorado Revised Statutes, which requires all public libraries to guarantee the privacy of patron records except in limited circumstances established by state law. The following information may only be disclosed pursuant to subpoena, upon court order, or where otherwise required by law:

- about patrons’ borrowing, searching, or reading history,
- and records or other information that identifies a person as having requested or obtained specific materials or services or as otherwise having used the library, may only be disclosed pursuant to subpoena, upon court order, or where otherwise required by law.

Library account information

When patrons open a The following information is retained in patron account with the Boulder Public Library by applying for a library or computer use account, the following information is retained:

- Name, home address, and current telephone number
- Birth date or year
- Library or computer use card number
- Issue date and expiration date
- Total number, not titles, of checkouts, renewal and items claimed returned
- Patrons are given the option to provide an email address, work or business telephone number to receive courtesy due date notifications is optional.
- Email address to receive the library newsletter is optional.

If patrons forget their library card or remember their account number, they can check out items and retrieve account information with photo identification. Patrons should be asked to immediately report the loss or theft of their library or computer use card to the library immediately.

Borrowed items

When a record of borrowed library items are borrowed by a patron, a record of these items is retained on the patron’s account so the library can contact patrons if items are not returned. Once items are returned and checked in, a system identification number indicating that these borrowed items were the last checked out on the patron account remains until the items are checked out and returned by the next borrower. This is necessary to make sure any damage to an item can be attributed to the appropriate borrower.
Once the next borrower returns the item, the item’s association with the previous patron account is removed.

Once items become overdue will remain associated with the patron account until the late fee is paid. A history of the replacement charges or fines paid is maintained for a minimum of 6 months to provide data for fees that are disputed charges. Replacement charges are assessed after items that become 5 weeks 21 days overdue. Items billed to the patron for replacement and not returned to the library, replacement costs are billed to the patron account and remain checked out on the account until the bill is reconciled. Any billed or damaged items are saved in the Fines Paid section of the library’s integrated library system for reference.

Optional library account features

**Reading History**: Certain optional account features will result in retaining additional patron information.

- **Maintaining a reading history** is an opt-in feature which tracks an ongoing list of the items patrons have checked out even after they have been checked in. The reading history begins from the date of opt-in and cannot be applied retroactively.
- **Maintaining a search history** is an opt-in feature which tracks a list of the search criteria patrons have used to search the library catalog when they are logged into their account.
- **My Lists**: tracks lists of items created by patrons.

**Disposing of Patron Information**

Pursuant with CRS, section 24-73-101, Personal Information Statute, when paper or electronic documentation containing personal identifying information is no longer needed, the library shall destroy or arrange for the destruction of such paper and electronic documents within its custody or control that contain personal identifying information by shredding, erasing, or otherwise modifying the personal identifying information in the paper or electronic documents to make the personal identifying information unreadable or indiscernible through any means.

Approved by the Library Commission on **October __, 2019.**
Security Camera Policy

Security cameras and the associated recordings are intended to:

- Promote safety and security of the staff, the public/community members and the library facilities;
- Support enforcement of the library’s rules of conduct;
- Discourage inappropriate and illegal behavior;
- Aid in the apprehension and prosecution of offenders.

Recordings will be obtained and used in manner that is consistent with the Library’s privacy policy.

Image Retention

Images from the Boulder Public Library’s security camera recordings are stored digitally on hardware that is under the control of the City of Boulder I.T. Department. The library will generally maintain images for a minimum of 30 days. These images are retained until system capacity is reached, at which point the oldest recordings are automatically deleted to make room for new recordings.

Recordings will remain confidential and secure to the extent permitted by law. Typically, the recordings are not monitored or reviewed. The location of security cameras is limited to areas that do not violate a person’s reasonable expectation of privacy. If an incident comes to the attention of Library Administration, library staff or the contract security officers, the related images recordings may be reviewed, retained, and saved for as long as necessary.

Signage

The Library shall post and maintain signs at the entrance of library facilities giving notice of the use of security cameras for monitoring and recording activity in public areas of the library property.

Liability

This policy shall not impose any responsibility on the Library, its employees, or the Library Commission to protect against or prevent personal injury or loss of property.

Public Disclosure

Pursuant to state law C.R.S. 24-90-119, members of the public are prohibited from viewing security camera footage that contains personally identifying information about library users. There are very limited circumstances under which this information will be disclosed. If the Library receives a request from a member of the general public to inspect security camera footage, the requestor will be advised as to whether they qualify for any of the listed
exceptions. Images/Recordings are subject to Colorado Open Records Act (CORA) § 24-72-200, et al.

Approved by the Library Commission on October __, 2019.
Interesting Upcoming Dates (from ALA Website)

Library Card Sign-up Month - September

September is Library Card Sign-up Month - a time when the American Library Association and libraries across the country remind parents that the most important school supply of all is @ your library® - it's your library card. September was first so designated in 1988, as a continuation of a national campaign launched the previous year. The name of the 2016 Honorary Chairperson as well as free promotional tools (PSA, banners for use with social media, etc) featuring the 2016 Honorary Chairperson will be available at the official page, September is Library Card Sign-up Month (see Library Card Sign-Up Month History for names of prior Honorary Chairpersons/Spokespersons).

Banned Books Week - September 22-28, 2019; September 27 - October 3, 2020

Banned Books Week, an annual celebration of the freedom to read since 1982, is observed the last week of September. Each year, librarians, booksellers, teachers and countless others take this opportunity to highlight the importance of intellectual freedom and remind us not to take this precious democratic freedom for granted. Contact ALA's Office for Intellectual Freedom (OIF) with questions.

Banned Websites Awareness Day - Wednesday of Banned Books Week

In an extension of the observance of Banned Books Week, the American Association of School Librarians (AASL) designated Wednesday, September 28, 2011, as the first annual Banned Websites Awareness Day. By doing so, it's AASL's hope to bring attention to the overly aggressive filtering of educational and social websites used by students and educators. Contact ALA's American Association of School Librarians (AASL, a division of ALA) with questions.
1. Items from Commission (verbal)
   a. Update on the status of Library Champions’ efforts (Juana/Tim)
      i. The Scoop on the Boulder Budget
         1. Attachment A: The Scoop on Boulder’s Budget, a plain-English explanation of how the city budget is organized, why revenue shortfalls are anticipated, and what unfunded needs were identified by city departments earlier this year.
         2. Attachment B: The Scoop on Sustainable Funding for Our Library
            ii. August 26th Budget Event at Main
   b. Discussion of City Budget / Library Budget 2020 and beyond
      i. 2021 Impacts with NoBo, FTEs and related new costs
      ii. City Projections via Master Plan compared to GK Baum study
   c. Commission’s Role in Shaping public process regarding sustainable library funding
      i. Candidate dialogs
      ii. Council Member meetings
      iii. Public Involvement strategies
         1. Michael & Marsha Kaplan
         2. Staff provided public engagement process docs
         3. Possible Working Group around funding strategies
   d. CALCON Panel Update (Tim)

2. BLF Update (verbal; Jane)
   a. The BLF approved additional funds for Library Champions

3. Updates from Commissioners Representing the Commission in other Venues (verbal)
   a. Alpine Balsam update (Gomez)

4. Update on Emails & Phone Calls to Library Commission
   None to date.

5. Review of Library Commission Master Calendar (Attachment C)
The Scoop on Boulder’s Budget

Prepared by

[Logo]

We are the Boulder Library Champions, a grassroots group of community volunteers who have come together in support of our library and our community’s vision for its future.

https://www.boulderlibrarychampions.org
What is the City’s total budget today? 3
Where do city revenues come from? 6
What portion of the City operating budget can City Council influence or control? 11
Where do General Fund Revenues come from and what are they used for? 18
Why are future budget shortfalls projected? 21
Why are future sales tax revenues a source of concern? 24
What are the City’s “Unfunded Needs?” 27
Where has City expenditure growth occurred over time? 47
Where has FTE growth occurred over time? 54
How are priorities in spending determined? 58
What is the City’s current sales tax rate? 60
What is the City’s current property tax rate? 62
The City’s budget process 65
What is the City’s total budget today?\(^1\)

The City’s budget is made up of two principal components: capital and operating. The Capital Budget (Capital Improvements Program, or CIP) focuses on physical infrastructure that is owned or managed by the City. Capital projects addressed through the CIP typically cost $50,000 or more. In 2018, the City reported that it owned or maintained 385 buildings (including recreation centers, libraries, fire stations and parking structures); 1800 acres of parks; 46,210 acres of Open Space and Mountain Parks; 305 miles of streets; 159 miles of bike facilities; 80 underpasses; 2 water treatment facilities; one wastewater treatment facility; 11 dams; and over 800 miles of water and wastewater piping. The CIP identifies capital funding needs over a six year planning horizon. The most current CIP reflects anticipated funding for maintenance, improvements and new projects over the six year period from 2019-2024 at an estimated cost of $488,970,385.

The Operating Budget reflects costs for facility operations, city programs and services, and costs to maintain the City’s workforce. In 2019, the City’s operating budget is $303,128,021. The 2019 budget includes approved funding for about 1438 FTEs citywide. (One FTE is equivalent to one employee working full-time.) The \textit{2019 mid-year budget adjustment} added 15.65 FTE, for a total of 1454 FTE. The City workforce accounts for expenditures of about $149 million per year.\(^3\)

The following charts are from the 2019 approved budget. Dollar amounts do not reflect the May 2019 budget adjustments.

\(^1\) Special thanks to Kady Doelling, Executive Budget Officer, City of Boulder, and Steve Fisher, Former Budget Director, City of Boulder for assistance and peer review.

\(^2\) * Including \textit{May 21, 2019 mid year adjustments} (Adjustment to Base, or ATB) of $15,569,358 to the General Fund and $4,810,519 to restricted funds, p.3.

\(^3\) “2019 budget, p. 42.
This bar chart shows 2019 expenditures by department in a comparative format. The detailed spreadsheet underlying this analysis can be viewed or downloaded here.

City Expenditures by Department 2019

<table>
<thead>
<tr>
<th>Department</th>
<th>2019 Approved/adjusted</th>
</tr>
</thead>
<tbody>
<tr>
<td>Governance &amp; administration*</td>
<td>$39,323,621</td>
</tr>
<tr>
<td>Police</td>
<td>$37,793,054</td>
</tr>
<tr>
<td>OSMP</td>
<td>$29,640,763</td>
</tr>
<tr>
<td>Parks &amp; Rec</td>
<td>$29,569,029</td>
</tr>
<tr>
<td>Utilities</td>
<td>$29,223,438</td>
</tr>
<tr>
<td>HHS</td>
<td>$23,716,312</td>
</tr>
<tr>
<td>Devel</td>
<td>$23,577,940</td>
</tr>
<tr>
<td>Fire</td>
<td>$20,898,793</td>
</tr>
<tr>
<td>Transport</td>
<td>$19,116,656</td>
</tr>
<tr>
<td>Com Vit</td>
<td>$11,598,738</td>
</tr>
<tr>
<td>Alpine Balsam</td>
<td>$11,850,000</td>
</tr>
<tr>
<td>Energy/Utility</td>
<td>$8,834,202</td>
</tr>
<tr>
<td>Climate &amp; Sust</td>
<td>$9,662,459</td>
</tr>
<tr>
<td>Library</td>
<td>$9,780,166</td>
</tr>
<tr>
<td>Arts</td>
<td>$1,648,337</td>
</tr>
<tr>
<td>Court</td>
<td>$2,171,477</td>
</tr>
</tbody>
</table>
Where do city revenues come from?

Funding for the City budget comes from a variety of sources, including sales and use taxes, property taxes, fees, and federal and state grants. Funds are managed through a variety of funds. Some are set up to track internal transfers and expenditures while others track revenue streams that are required by law to be used for specific purposes. separate.

Proprietary funds, special revenue funds, capital project funds and the general fund account for the bulk of the city budget.4

Enterprise funds are supported entirely or predominantly by user charges. These funds include the water, wastewater and flood utilities and the Downtown, University Hill and Boulder Junction commercial districts. They provide services based on user fees, and these uses are strictly governed by state law. Some internal City funds are also proprietary, including funds to replace vehicles and equipment, workers compensation and the City’s insurance fund.5

Capital Project funds are used for for acquisition, construction, and improvement of buildings and properties whose use was earmarked when voters passed the ballot measure. These include parks and recreation, Boulder Junction and projects funded through the Community Culture and Safety tax.

Special Revenue (or “restricted”) funds are used to account for revenues whose use is limited to specific purposes through legal requirements established through a public vote. These include funding received from outside sources for specific uses (like State lottery funds) and local dedicated (or earmarked) funds with revenues from tax or fee-based programs whose use is limited by the language of the ballot measure was passed by the community when the program was established. Examples include transportation, open space, climate action, library, parks and recreation and the sugary beverages programs.

The amount of revenue dedicated to various departments varies substantially. The vast majority of funding for transportation, open space, parks and recreation, housing, energy future and climate action comes from dedicated sources. The .333 mill property tax dedicated to the library generated about 15% of the library’s budget in 2018.

Fiduciary funds account for pension funds managed by the city on behalf of former city employees.

The General Fund is most flexible in terms of shifting dollars as priorities change. All other funds have varying degrees of restrictions on how they can be used. The General Fund supports basic community programs and services such as police, fire, library, human services as well as much of the City’s administrative costs. The General Fund also partially funds some departments which rely primarily on special revenue funds, including planning and development, community vitality and parks and recreation. The 2019 budget for the General Fund is $168,166,785.6

---

4 See p. 221 of the 2019 Budget for definitions and a list of City funds. The term “funds” is used in two ways: as “money” and as accounting buckets to receive and spend money.

5 The City is self insured.

6 Including May 2019 mid-year budget additions.
City of Boulder Fund Accounting

Governmental Funds
- General Fund
  - Capital Development
  - Lottery
  - Planning & Development Services
  - Affordable Housing
  - Community Housing Assistance Program
  - 0.25 Cent Sales Tax
  - Boulder Municipal Property Authority
- Special Revenue Funds
  - Open Space
  - Sugar-Sweetened Beverage Distribution Tax
  - Airport
  - Transportation
  - Transportation Development
- Capital Project Funds
  - Library
  - Boulder Junction Access GID TDM
  - Recreation Activity
  - Community Development Block Grant
  - Climate Action Plan
- Capital Improvement Funds
  - Permanent Park & Recreation
  - Boulder Junction Improvement
  - HOME Investment Partnership Grant

Proprietary Funds
- Enterprise Funds
- Internal Service Funds
- Pension Trust Fund
- Fire Pension
- Workers’ Compensation Insurance
- Stormwater/Flood Management Utility
- University Hill Commercial District
- Boulder Junction Access GID Parking
- Computer Replacement
- Facility Renovation & Replacement

Fiduciary Funds
- Water Utility
- Telecommunication
- Police Pension
- Wastewater Utility
- Property & Casualty Insurance
- Downtown Commercial District
- Compensated Absences
- Fleet Operations & Replacement
- Equipment Replacement
## City Revenue by Funds Summary from 2019 Budget (in thousands)

<table>
<thead>
<tr>
<th>Major Source of Revenue</th>
<th>Fund</th>
<th>1/1/2019 Beginning</th>
<th>Estimated Revenues</th>
<th>Appropriations</th>
<th>12/31/2019 Ending</th>
<th>Variance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sales/use and property taxes</td>
<td>General</td>
<td>$45,957</td>
<td>$152,597</td>
<td>$158,160</td>
<td>$40,394</td>
<td>$(5,563)</td>
</tr>
<tr>
<td>Sales tax dedicated to parks &amp; rec</td>
<td>.25 Cent Sales Tax</td>
<td>$2,478</td>
<td>$8,601</td>
<td>$7,574</td>
<td>$3,505</td>
<td>$1,027</td>
</tr>
<tr>
<td>Cash in lieu development funds</td>
<td>Affordable Housing</td>
<td>$5,331</td>
<td>$5,052</td>
<td>$6,347</td>
<td>$4,036</td>
<td>$(1,295)</td>
</tr>
<tr>
<td>Rents &amp; leases</td>
<td>Airport</td>
<td>$1,988</td>
<td>$641</td>
<td>$455</td>
<td>$2,174</td>
<td>$186</td>
</tr>
<tr>
<td>Dedicated property tax w/in district</td>
<td>Boulder Junction GID Parking</td>
<td>$226</td>
<td>$446</td>
<td>$575</td>
<td>$97</td>
<td>$(129)</td>
</tr>
<tr>
<td>Dedicated property tax to fund transit bus passes, bike &amp; car share programs, infrastructure for properties w/in Boulder Junction district</td>
<td>Boulder Junction Access GID TDM</td>
<td>$414</td>
<td>$1,057</td>
<td>$663</td>
<td>$808</td>
<td>$394</td>
</tr>
<tr>
<td>Development fee proceeds - excise and impact fees</td>
<td>Boulder Junction Improvement</td>
<td>$1,976</td>
<td>$1,267</td>
<td>$350</td>
<td>$2,893</td>
<td>$917</td>
</tr>
<tr>
<td>Development fee proceeds - excise and impact fees</td>
<td>Capital Development</td>
<td>$8,566</td>
<td>$1,519</td>
<td>$19</td>
<td>$10,066</td>
<td>$1,500</td>
</tr>
<tr>
<td>Community Culture &amp; Safety tax - dedicated sales &amp; use tax</td>
<td>Capital Improvement CCS</td>
<td>$99</td>
<td>$10,125</td>
<td>$6,965</td>
<td>$3,260</td>
<td>$3,160</td>
</tr>
<tr>
<td>Tax on electrical use</td>
<td>Climate Action Plan</td>
<td>$113</td>
<td>$2,067</td>
<td>$2,104</td>
<td>$76</td>
<td>$(37)</td>
</tr>
<tr>
<td>Federal HUD grants</td>
<td>Community Development Block Grant (CDBG)</td>
<td>-</td>
<td>$732</td>
<td>$732</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Dedicated property tax, housing excise tax and fees</td>
<td>Community Housing Assistance Program</td>
<td>$49</td>
<td>$2,953</td>
<td>$2,965</td>
<td>$37</td>
<td>$(12)</td>
</tr>
<tr>
<td>Internal fund</td>
<td>Compensated Absences</td>
<td>$2,617</td>
<td>$900</td>
<td>$901</td>
<td>$2,617</td>
<td>$(1)</td>
</tr>
<tr>
<td>Internal fund</td>
<td>Computer Replacement</td>
<td>$8,551</td>
<td>$2,842</td>
<td>$3,619</td>
<td>$7,775</td>
<td>$(777)</td>
</tr>
</tbody>
</table>
## City Revenue by Funds Summary from 2019 Budget (in thousands)

<table>
<thead>
<tr>
<th>Major Source of Revenue</th>
<th>Fund</th>
<th>1/1/2019 Beginning</th>
<th>Estimated Revenues</th>
<th>Appropriations</th>
<th>12/31/2019 Ending</th>
<th>Variance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dedicated property tax w/in district</td>
<td>Downtown Commercial District</td>
<td>$9,418</td>
<td>$10,247</td>
<td>$7,322</td>
<td>$12,343</td>
<td>$2,925</td>
</tr>
<tr>
<td>Internal fund</td>
<td>Equipment Replacement</td>
<td>$6,771</td>
<td>$1,254</td>
<td>$1,135</td>
<td>$6,891</td>
<td>$119</td>
</tr>
<tr>
<td>Internal fund</td>
<td>Facility Renovation and Replacement</td>
<td>$5,649</td>
<td>$3,490</td>
<td>$4,821</td>
<td>$4,318</td>
<td>$(1,331)</td>
</tr>
<tr>
<td>Internal fund</td>
<td>Fleet Operations and Replacement</td>
<td>$17,057</td>
<td>$9,671</td>
<td>$7,013</td>
<td>$19,714</td>
<td>$2,658</td>
</tr>
<tr>
<td>Federal HUD grants</td>
<td>HOME Investment Partnership Grant</td>
<td>-</td>
<td>$1,095</td>
<td>$1,095</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Property tax dedicated to library</td>
<td>Library</td>
<td>$865</td>
<td>$1,516</td>
<td>$1,460</td>
<td>$921</td>
<td>$56</td>
</tr>
<tr>
<td>State Lottery proceeds</td>
<td>Lottery</td>
<td>$114</td>
<td>$1,007</td>
<td>$1,007</td>
<td>$114</td>
<td></td>
</tr>
<tr>
<td>Sales tax dedicated to OS</td>
<td>Open Space and Mountain Parks</td>
<td>$16,935</td>
<td>$30,043</td>
<td>$29,213</td>
<td>$17,765</td>
<td>$830</td>
</tr>
<tr>
<td>Property tax dedicated to parks &amp; rec</td>
<td>Permanent Park and Recreation</td>
<td>$1,428</td>
<td>$3,381</td>
<td>$4,042</td>
<td>$767</td>
<td>$(661)</td>
</tr>
<tr>
<td>Development &amp; bldg service fees &amp; permits</td>
<td>Planning and Development Services</td>
<td>$7,049</td>
<td>$12,103</td>
<td>$13,081</td>
<td>$6,071</td>
<td>$(978)</td>
</tr>
<tr>
<td>Internal fund</td>
<td>Property and Casualty Insurance</td>
<td>$4,820</td>
<td>$2,146</td>
<td>$2,535</td>
<td>$4,430</td>
<td>$(389)</td>
</tr>
<tr>
<td>Rec center, golf &amp; rez fees</td>
<td>Recreation Activity</td>
<td>$1,902</td>
<td>$10,327</td>
<td>$10,757</td>
<td>$1,472</td>
<td>$(430)</td>
</tr>
<tr>
<td>Enterprise fund - service charges</td>
<td>Stormwater/Flood Management Utility</td>
<td>$13,921</td>
<td>$13,754</td>
<td>$9,917</td>
<td>$17,759</td>
<td>$3,837</td>
</tr>
</tbody>
</table>
## City Revenue by Funds Summary from 2019 Budget (in thousands)

<table>
<thead>
<tr>
<th>Major Source of Revenue</th>
<th>Fund</th>
<th>1/1/2019 Beginning</th>
<th>Estimated Revenues</th>
<th>Appropriations</th>
<th>12/31/2019 Ending</th>
<th>Variance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proceeds from sales of sugary drinks</td>
<td>Sugar Sweetened Beverage Distribution Tax</td>
<td></td>
<td>$3,800</td>
<td>$3,800</td>
<td></td>
<td>$0</td>
</tr>
<tr>
<td>Internal fund</td>
<td>Telecommunications</td>
<td>$2,206</td>
<td>$583</td>
<td>$513</td>
<td>$2,275</td>
<td>$70</td>
</tr>
<tr>
<td>Dedicated property tax to fund bus transit passes for Forest Glen</td>
<td>Transit Pass GID</td>
<td>$19</td>
<td>$17</td>
<td>$17</td>
<td>$18</td>
<td>$0</td>
</tr>
<tr>
<td>Sales taxes, County Road and Bridge tax, State Highway Users’ tax, State Auto Registration fees</td>
<td>Transportation</td>
<td>$6,856</td>
<td>$39,454</td>
<td>$41,579</td>
<td>$4,731</td>
<td>$(2,125)</td>
</tr>
<tr>
<td>Development fees - excise &amp; impact fees</td>
<td>Transportation Development</td>
<td>$1,623</td>
<td>$1,109</td>
<td>$843</td>
<td>$1,889</td>
<td>$266</td>
</tr>
<tr>
<td>Enterprise fund - property tax w/in district</td>
<td>University Hill Commercial District</td>
<td>$900</td>
<td>$563</td>
<td>$596</td>
<td>$867</td>
<td>$(33)</td>
</tr>
<tr>
<td>Enterprise fund - service charges</td>
<td>Wastewater Utility</td>
<td>$7,494</td>
<td>$27,649</td>
<td>$27,092</td>
<td>$8,050</td>
<td>$557</td>
</tr>
<tr>
<td>Enterprise fund - service charges</td>
<td>Water Utility</td>
<td>$29,378</td>
<td>$36,272</td>
<td>$35,870</td>
<td>$29,780</td>
<td>$402</td>
</tr>
<tr>
<td>Internal fund</td>
<td>Worker’s Compensation Insurance</td>
<td>$1,929</td>
<td>$2,270</td>
<td>$2,729</td>
<td>$1,469</td>
<td>$(459)</td>
</tr>
<tr>
<td>Projected Citywide Fund Balance</td>
<td><strong>Projected Citywide Fund Balance</strong></td>
<td><strong>$214,699</strong></td>
<td><strong>$402,550</strong></td>
<td><strong>$397,866</strong></td>
<td><strong>$219,382</strong></td>
<td><strong>$4,684</strong></td>
</tr>
</tbody>
</table>

The data shows the revenue summary for various funds and projects, including the budgeted and actual revenues, appropriations, and ending balances, with variances highlighted for budget performance.
What portion of the City operating budget can City Council influence or control?

Use of revenues collected by utilities (water, wastewater and stormwater/flood management) is governed by Colorado state law. Utilities typically represent about 20% of total City expenditures.
Utility revenues cannot be redirected to fund programs or services not directly related to the service for which the fee is collected.

### 2019 Total Expenditures with Utilities

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total expenditures</td>
<td>$353,745,978</td>
</tr>
<tr>
<td>Utilities</td>
<td>$(69,002,470)</td>
</tr>
<tr>
<td>Total w/o utilities</td>
<td>$284,743,508</td>
</tr>
</tbody>
</table>
This table and the following charts show expenditures by department and their relative share of total expenditures without utilities, based on the approved 2019 budget (($353,745,978, before the May 2019 adjustments)

Citywide Uses w/o Utilities 2019 (rounded)

<table>
<thead>
<tr>
<th>Department</th>
<th>From Budget Office</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Governance</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Citywide Debt</td>
<td>$ 8,465</td>
<td>3%</td>
</tr>
<tr>
<td>Att, Clerk, Council</td>
<td>$ 4,476</td>
<td>1%</td>
</tr>
<tr>
<td>CMO</td>
<td>$ 2,619</td>
<td>1%</td>
</tr>
<tr>
<td>General Government</td>
<td>$ 3,304</td>
<td>1%</td>
</tr>
<tr>
<td>Communication</td>
<td>$ 1,949</td>
<td>1%</td>
</tr>
<tr>
<td>Community Vitality</td>
<td>$ 11,184</td>
<td>4%</td>
</tr>
<tr>
<td>Energy Strategy</td>
<td>$ 8,834</td>
<td>3%</td>
</tr>
<tr>
<td>Housing &amp; Human Services</td>
<td>$ 23,218</td>
<td>8%</td>
</tr>
<tr>
<td>Internal Services</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Citywide</td>
<td>$ 15,177</td>
<td>5%</td>
</tr>
<tr>
<td>IT</td>
<td>$ 7,332</td>
<td>3%</td>
</tr>
<tr>
<td>Finance</td>
<td>$ 6,144</td>
<td>2%</td>
</tr>
<tr>
<td>HR</td>
<td>$ 4,047</td>
<td>1%</td>
</tr>
<tr>
<td>Library</td>
<td>$ 9,718</td>
<td>3%</td>
</tr>
<tr>
<td>Arts</td>
<td>$ 1,649</td>
<td>0.5%</td>
</tr>
<tr>
<td>OSMP</td>
<td>$ 27,551</td>
<td>10%</td>
</tr>
</tbody>
</table>
Citywide Uses w/o Utilities 2019 (rounded)

<table>
<thead>
<tr>
<th>Department</th>
<th>From Budget Office*</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parks &amp; Rec</td>
<td>$ 26,494</td>
<td>9%</td>
</tr>
<tr>
<td>Planning &amp; Sustainability</td>
<td>$ 8,714</td>
<td>3%</td>
</tr>
<tr>
<td>Public Works</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Transportation</td>
<td>$ 40,924</td>
<td>14%</td>
</tr>
<tr>
<td>Dev &amp; Support Services</td>
<td>$ 14,738</td>
<td>6%</td>
</tr>
<tr>
<td>Public Safety</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Police</td>
<td>$ 36,457</td>
<td>13%</td>
</tr>
<tr>
<td>Fire</td>
<td>$ 20,599</td>
<td>7%</td>
</tr>
<tr>
<td>Court</td>
<td>$ 2,171</td>
<td>1%</td>
</tr>
<tr>
<td>Total</td>
<td>$ 285,764</td>
<td>100%</td>
</tr>
<tr>
<td>Total w/o utilities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total expenditures</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* Library budget adjusted to reflect Council 2019 additions (not reflected in the 2019 budget chart, above)
Citywide Uses w/o Utilities 2019 by Department
Another way to look at how much of the budget Council can control is through how much funding is restricted overall. The following charts include utilities as well as taxes and fees that have been earmarked by a community vote. Typically, only about 30% of the total city budget is unrestricted.\(^7\)

![Pie chart showing 72% Total budget and 28% Unrestricted portion of the budget]

### Citywide uses - Restricted & Unrestricted Funding

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total budget</td>
<td>$353,745,978</td>
</tr>
<tr>
<td>Unrestricted portion of the budget</td>
<td>$(141,000,000)</td>
</tr>
<tr>
<td>Restricted portion</td>
<td>$212,745,978</td>
</tr>
</tbody>
</table>

Although utility funding must be used for utility services, funds that have been restricted by the community can be undedicated or re-allocated to a different purpose through a community vote.

---

\(^7\)2019 Budget, p. 40; 2019 unrestricted portion from city budget office.
Where funding is restricted, by department

<table>
<thead>
<tr>
<th>Department</th>
<th>% of total budget</th>
<th>% restricted</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transportation</td>
<td>20%</td>
<td>100%</td>
</tr>
<tr>
<td>Governance and administration</td>
<td>15%</td>
<td>0%</td>
</tr>
<tr>
<td>Utilities</td>
<td>12%</td>
<td>100%</td>
</tr>
<tr>
<td>Police</td>
<td>10%</td>
<td>0%</td>
</tr>
<tr>
<td>OSMP</td>
<td>8%</td>
<td>100%</td>
</tr>
<tr>
<td>Parks &amp; Rec</td>
<td>8%</td>
<td>80%</td>
</tr>
<tr>
<td>Fire</td>
<td>7%</td>
<td>0%</td>
</tr>
<tr>
<td>Housing &amp; Human Services</td>
<td>7%</td>
<td>60%</td>
</tr>
<tr>
<td>Library</td>
<td>3%</td>
<td>10%</td>
</tr>
<tr>
<td>Community vitality</td>
<td>3%</td>
<td>80%</td>
</tr>
<tr>
<td>Energy Strategy</td>
<td>2%</td>
<td>100%</td>
</tr>
<tr>
<td>Planning &amp; Sustainability</td>
<td>2%</td>
<td>80%</td>
</tr>
<tr>
<td>Court</td>
<td>1%</td>
<td>0%</td>
</tr>
<tr>
<td>Arts</td>
<td>0.5%</td>
<td>60%</td>
</tr>
</tbody>
</table>
Where do General Fund Revenues come from and what are they used for? 

General Fund Sources 2019

<table>
<thead>
<tr>
<th>Source</th>
<th>2019 approved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sales &amp; Use Taxes</td>
<td>$60,085,373</td>
</tr>
<tr>
<td>Property Tax</td>
<td>$37,105,960</td>
</tr>
<tr>
<td>Cost allocation</td>
<td>$11,259,608</td>
</tr>
<tr>
<td>Franchise Taxes</td>
<td>$9,103,529</td>
</tr>
<tr>
<td>Accommodation Tax</td>
<td>$6,932,729</td>
</tr>
<tr>
<td>Marijuana (one time)</td>
<td>$3,853,000</td>
</tr>
<tr>
<td>Licenses, permits &amp; fines</td>
<td>$3,814,950</td>
</tr>
<tr>
<td>Charges for services</td>
<td>$7,503,000</td>
</tr>
<tr>
<td>Specific ownership &amp; tobacco tax</td>
<td>$2,673,081</td>
</tr>
<tr>
<td>Photo enforcement</td>
<td>$1,600,000</td>
</tr>
<tr>
<td>Other revenue</td>
<td>$1,202,000</td>
</tr>
<tr>
<td>Intergovernmental revenue</td>
<td>$635,027</td>
</tr>
<tr>
<td>Interest on Investments</td>
<td>$502,000</td>
</tr>
<tr>
<td>Leases, Rents &amp; Royalties</td>
<td>$250,000</td>
</tr>
<tr>
<td>Misc. Sales of Materials &amp; Goods</td>
<td>$60,000</td>
</tr>
<tr>
<td>Interfund transfer in</td>
<td>$29,000</td>
</tr>
<tr>
<td>Total</td>
<td>$141,601,796</td>
</tr>
</tbody>
</table>

8 Source: 2019 budget with percentages rounded. Total excludes revenues dedicated to special revenue funds (Municipalization, Short-term Rentals, Food Service Tax, Accommodation Tax, PEG Fees, Meters-Within Parking Districts, Transfers, Grants).
GENERAL FUND USES (EXPENDITURES) FOR 2019 (in $1,000s)

- Community Vitality: $2,442 (2%)
- Planning & Sustainability: $2,414 (2%)
- Public Safety: $59,227 (17%)
- Police: 23%
- Fire: 13%
- Municipal Court: 1%
- Parks & Recreation: $4,475 (3%)
- Library & Arts: $8,885 (5%)
- Public Works: $8,016 (5%)
- Human Services: $8,629 (5%)
- Transfers Out: $8,730 (6%)
- Energy Strategy: $8,834 (6%)
- General Governance: $20,814 (13%)
- Citywide Debt: 5%
- City Attorney, Clerk, Council: 3%
- City Manager's Office: 2%
- General Government: 2%
- Communications: 1%

TOTAL = $158,159,813
Why are future budget shortfalls projected?

Short answer: Revenue growth is not keeping pace with the costs to maintain City facilities and deliver existing programs and services. In addition, new programs and services are continually added to the City’s workplan, as new City Councils establish policy priorities following each 2-year election cycle.

This is not a new problem. In 2006, after a severe downturn followed by five years of declining revenue and service levels, City Council appointed two Blue Ribbon Commissions to examine the City’s financial structure and make recommendations about how to address the community’s long term revenue needs. In 2008, the first Blue Ribbon Commission summarized the challenge:

Specifically, the BRC found that sales tax productivity will continue to decrease due to a flat inflation rate associated with durable [tangible] goods, durable goods diminishing as a percentage of personal consumption, changing demographics leading to fewer purchases of sales tax eligible products, and continuing increases in e-commerce. Conversely, the cost of municipal inputs will outpace revenue growth due to inflation rates associated with energy (to operate offices, recreation centers, libraries and fleets), building materials (oil for streets, cement for sidewalks), and personnel (salaries, pensions, health care). These diverging trend lines create an ever expanding gap.….

Another way of looking at this is that revenues are generally projected to grow at approximately three percent per year whereas expenditures are projected to grow at approximately four percent per year. This sounds like a small difference. However, expenditures are growing at a rate one-third faster and compounded each year for 24 years.”

This “gap” remains today. The 2008 and 2010 BRC reports made a number of recommendations, most of which the City has implemented over time. Primary strategies include:

- **Decrease dependence on sales taxes.**
  - Shift towards revenue streams that are more stable and more likely to grow at a pace equal to expenditure inflation: property taxes, fees and sales taxes on services.
  - “De-Bruce” property taxes
  - Increase the development excise tax (DET) to a rate competitive with surrounding communities.

The BRC commented at the time: “Unfortunately, these changes will not eliminate the gap entirely and increasing the total amount of revenue generated must also be accomplished.”

- **Renew expiring sales tax increments.** The community has voted to renew expiring sales taxes every time the issue has been placed on the ballot. The community has also voted to support new increments of sales tax dedicated to specific purposes: transportation and open space (2013) and the community, culture and safety capital measures (supporting a mix of city infrastructure needs and community projects) in 2014 and 2017. Additional increments of sales tax are scheduled to expire over the coming years.

- **Use dedicated funds sparingly.** “The commission concluded that basic city services not covered by specific dedicated funds...have to compete with other city departments for limited resources in the general fund. Because of that practice, the commission found that it’s not uncom-

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8 Sales taxes apply to tangible goods, not just durable goods. Durable goods are defined as those with an expected life of over a year.
mon for one department or service area to be cutting service levels while another is adding new programs.” Although several increments of sales tax have been “undedicated” since the VRC report, the problem of general fund departments competing over limited General Fund resources remains.

• “Use a priority-based ranking system based on the community's expectations (instead of ranking services as essential, desirable or discretionary).” Priority based budgeting was introduced in the 2011 budget cycle. All programs and services were placed into “quartiles” (1st, 2nd, 3rd and 4th priority) based on perceived community desires. Library programs and services were ranked “3rd & 4th priority” in 2012 and have remained there since. Rankings are now done by staff, with little or no discussion outside the executive budget team.

• “Be more proactive in managing City assets (city owned land, facilities, vehicles and equipment), and not delay scheduled maintenance on buildings or equipment.” The City established FAM (Facility Assets and Management Program) to address this need. However, FAM has never had sufficient funds to keep up with maintenance demands, and the City has a large and growing backlog of deferred maintenance spread across all departments. The City has been building up reserve funds (used to address unexpected, one-time costs or to temporarily fill a dip in revenue due to a recession) with a goal of reaching 20% of annual general fund costs by 2020.

• “The full cost of every city service should be calculated on a regular basis, and should include the direct program costs, department overhead, capital and facility costs and citywide administrative costs.” The City's cost allocation system was created to address this need. Non-general fund departments pay fees for internal city services, reported annually as a contribution to the general fund.

• “Shift personnel compensation to a performance-based model.” Management and non-union personnel were moved to a performance based system in 2010. The City has since renegotiated its union contract the Boulder Municipal Employees Association (BMEA) shortly thereafter.

• “Centralize administrative services (overhead services such as accounts payable, purchasing, computer support, media relations and facility maintenance) and avoid internal duplication of activities.”
• **“Become more of a partner than a provider of all services.”** For example, the city could coordinate services through community nonprofits or provide seed money to assist an outside organization in establishing a service, rather than provide it directly.” Examples of this strategy in action include Parks and Recreation shifting delivery of most recreation programs to contractors rather than city employees. A more recent example is the coordinated system of mostly non-profit services used to deliver services to people experiencing homelessness.

• **“Develop a Comprehensive Financial Plan,”** reviewed annually, with a five year comprehensive look at “the gap.” Examples of changes made to the City’s financial planning include increasing reserves, continually assessing ongoing revenues versus ongoing expenditures, and ensuring that one-time revenues only fund one-time expenses.

In a [recent memo to Council](#), the City reported “As a result [of changes made to address the BRC recommendations], the city is in an improved financial position with dedicated reserves, and a favorable bond rating…[however] While the “gap” first identified in the Blue Ribbon Commission has been substantially reduced, it is clear that there are mounting pressures over the past several years on our current service delivery and a desire to expand/enhance existing programs throughout the city.”
Why are future sales tax revenues a source of concern?

Sales and use tax revenues fund more than 1/3 of the city's spending (including the general fund, transportation, parks & recreation and open space funds). Retail sales make up more than 75% of the total sales and use tax; taxes on sale of construction goods (use taxes) comprise a significant portion of the remainder. Both sources are volatile, and can vary substantially from year to year based on a number of economic factors. Retail and construction use revenues have been growing modestly over the last 10 year, but at a rate less than inflation. Retail sales tax projections for 2019-2025 continues this trend: up to 2.0 percent for 2019 and 2020 and potentially up to 3.0 percent by 2021 - assuming no recession in that timeframe.

Factors affecting sales tax revenues

Changing shopping patterns are likely to impact sales tax revenues. Boulder residents report shopping more frequently in Boulder for all retail categories except apparel, and a strong preference for dining in Boulder, with a significant number (40% or greater) of respondents indicating that they do not patronize fast food or food truck establishments. Spending patterns for residents are also changing, however, due to an aging population and anticipated expansion in households with fixed incomes, which is expected to reduce spending overall. Some lower income residents report lack of affordable goods and apparel and food store options within Boulder, a factor affecting the overall affordability of living in Boulder.

Workers who do not live in Boulder report different patterns than residents. Workers don't prefer to shop in Boulder for any retail category except dining, with significant preference for family style restaurants and, to a lesser extent, fast casual restaurants, bars, food trucks and fast food outside of Boulder.

Cities compete for sales tax dollars, so the ability of retailers to operate successfully in Boulder (instead of moving to another nearby town) is a factor to consider. Small retailers report that it is getting more difficult to do business in Boulder. While rents, vacancy rates, energy costs and retail under construction is similar for Boulder and its neighbors, Boulder’s plan review and permitting costs, and the complexity of its parking requirements appear to be significant barriers for small businesses operating here.

Sales tax collected from online retail (internet sales) are increasing and will likely continue to grow with implementation of new State requirements mandating collection of local sales taxes.11 Boulder’s out of state sales tax revenues rose from $11.2 million in 2015 to $16.1 million in 2018.

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10 Citywide Retail Study Final Report, July 2019

11 How this new state law will apply to home rule cities like Boulder is still being determined.
**Expanding Sales Taxes**

A full 1% of sales tax increments currently being collected are scheduled to expire in coming years. These expiring sales tax increments offer the opportunity to lower taxes or re-purpose the expiring increment to support the general fund or other specific programs, services or projects.

![CITY OF BOULDER SALES TAX RATE 2019-2035](chart.png)
<table>
<thead>
<tr>
<th>Year expiring</th>
<th>Program</th>
<th>Amount</th>
<th>Net sales tax rate (if not renewed)</th>
<th>Projected Annual Revenue (2019)</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>2019 sales tax rate</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2020</td>
<td>Transportation</td>
<td>0.15%</td>
<td>3.71%</td>
<td>$5,100,000</td>
<td>* Transportation portion is expiring. A portion of the Open Space portion sunsetting in 203 is transferring to Transportation. Total sales tax will drop unless a vote reinstates the .15%</td>
</tr>
<tr>
<td>2021</td>
<td>Community, Culture, and Safety Tax Fund</td>
<td>0.30%</td>
<td>3.41%</td>
<td>$10,200,000</td>
<td>Capital improvements: Citywide radio infrastructure Fire station #3 Four Mile Creek Canyon Greenways North Boulder Library Public Art Scott Carpenter Pool replacement Community Cycles (funds matched) Growing Gardens (funds matched) Meals on Wheels (funds matched) KGNU (&quot;significant progress&quot; on matching funds) ReSource Central (&quot;significant progress&quot; on matching funds) Studio Arts Boulder (&quot;significant progress&quot; on matching funds) BMOCA (matching fund status not reported)</td>
</tr>
<tr>
<td>2022</td>
<td>Utility Occupation Tax - Energy Strategy</td>
<td></td>
<td></td>
<td>$5,080,000</td>
<td>Municipalization funding $2.8M 2020-2022</td>
</tr>
<tr>
<td>2022</td>
<td>Utility Occupation Tax - General Fund</td>
<td></td>
<td></td>
<td>$4,610,000</td>
<td>General Fund, including energy reduction programs. (Formerly utility franchise fee.)</td>
</tr>
<tr>
<td>2023</td>
<td>Climate Action Plan tax</td>
<td>Tax on electrical use</td>
<td></td>
<td>$1,720,000</td>
<td>Climate programs</td>
</tr>
<tr>
<td>2024</td>
<td>General Fund</td>
<td>0.15%</td>
<td>3.26%</td>
<td>$5,100,000</td>
<td></td>
</tr>
<tr>
<td>2035</td>
<td>Parks &amp; Recreation</td>
<td>0.25%</td>
<td>3.01%</td>
<td>$8,500,000</td>
<td></td>
</tr>
<tr>
<td>2039</td>
<td>Open Space/Transportation</td>
<td>0.15%</td>
<td>2.86%</td>
<td>$5,210,000</td>
<td>* In 2013, voters approved shifting the .15 OSMP tax to transportation beginning 2020</td>
</tr>
<tr>
<td>Total expiring sales tax</td>
<td></td>
<td></td>
<td>1%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
What are the City’s “Unfunded Needs?”

On April 9, 2019, City staff presented Council with a list of unfunded projects above $1 million, compiled from across all non-enterprise fund departments. These “unfunded needs” are over and above the existing City budget. The list contains capital projects (buildings and facilities) and ongoing operational costs for new and existing projects, programs and services.

As presented to Council, the list was sorted into staff’s priority categories, with a note indicating whether the expense was ongoing or one time. In the analysis below, the unfunded needs are sorted by department or nature of the project; whether the costs are one time or ongoing; and when costs are projected to accrue.

In the May 21 mid-year budget adjustment, Council approved funding from some items on the April 9 list. Those additional funds are reflected in the following data. The detailed spreadsheet underlying this analysis can be viewed or downloaded here.

12 An Enterprise Fund is a government facility or service that is self-supporting through the fees associated with operating that particular service. The City currently has six Enterprise Funds (Downtown Commercial District, University Hill Commercial District, Boulder Junction Access General Improvement District, Storm/Flood Management Utility, Wastewater Utility, and Water Utility).

13 Critical Facilities, End of Life Cycle Technology Replacement, Increase in Community Demand, Climate Initiatives, Public Space Amenity Improvements, New City Service/Business Opportunities, Workforce Recruitment/Retention
City of Boulder Unfunded Needs

- Total 2019-2020 Unfunded
- Total 2021-2024 Unfunded
- Total 2025 on Unfunded

- $40,636,000
- $131,876,100
- $164,618,000
Ongoing Unfunded Needs

- Property/Facilities low
- Property/Facilities high
- City administration
- Personnel - low
- Personnel - high
- Climate
- Small Biz
- Police - low
- Police - high
- Fire
- Library
- Parks & Recreation
- Transportation
- Housing

2019-2020 Ongoing
2021-2024 Ongoing
2025 or no specific time frame ongoing
One Time Unfunded Needs

- Property/Facilities low
- Property/Facilities high
- City administration
- Police
- Fire - low
- Fire - high
- Library
- Parks & Recreation
- OSMP
- Transportation
- Housing

2019-2020 One time
2021-2024 One time
2025 or no specific time frame one time

Amounts in millions:

- Property/Facilities low: 2021-2024 (30,000,000) and 2025 or no specific time frame (90,000,000)
- Property/Facilities high: 2021-2024 (30,000,000) and 2025 or no specific time frame (90,000,000)
- City administration: 2021-2024 ($30,000,000) and 2025 or no specific time frame ($90,000,000)
- Police: 2021-2024 ($30,000,000) and 2025 or no specific time frame ($90,000,000)
- Fire - low: 2021-2024 ($30,000,000) and 2025 or no specific time frame ($90,000,000)
- Fire - high: 2021-2024 ($30,000,000) and 2025 or no specific time frame ($90,000,000)
- Library: 2021-2024 ($30,000,000) and 2025 or no specific time frame ($90,000,000)
- Parks & Recreation: 2021-2024 ($30,000,000) and 2025 or no specific time frame ($90,000,000)
- OSMP: 2021-2024 ($30,000,000) and 2025 or no specific time frame ($90,000,000)
- Transportation: 2021-2024 ($30,000,000) and 2025 or no specific time frame ($90,000,000)
- Housing: 2021-2024 ($30,000,000) and 2025 or no specific time frame ($90,000,000)
Narrative Summary of Unfunded Needs

Property & Facilities

A. City office space

New Britain and Park Central deconstruction and staff relocation

- The two city office buildings in the civic area, New Britain and Park Central, are located in the high hazard flood zone and have been slated for removal for many years. The unfunded needs list includes $2M to demolish and remove these buildings. Staff now located in these buildings, including planning, development services, transportation and utilities, will need to be relocated to leased commercial space if renovation of the Pavilion office building on the former hospital site (aka Alpine Balsam) does not proceed. The unfunded needs list includes $2M to renovate private leased space and $800K/year in ongoing lease costs. These are General Fund costs in the 2021-2024 timeframe.

Alpine-Balsam (former Community Hospital site)

When the City purchased this site in 2015, primary objectives included:

- Unique opportunity for direct city control over redevelopment of an 8.8 acre parcel in central Boulder (on Broadway, between Alpine and Balsam streets).
- Opportunity to combine City offices, especially departments with direct public engagement, in one location on a major transit corridor in central Boulder. Other city departments are dispersed in city owned space (like the Atrium Building on 13th Street) and in leased commercial space. Consolidating city offices in city owned buildings was seen as a long term financial benefit to control escalating rent prices.
- Opportunity to build a substantial amount of affordable housing on a major transit corridor in central Boulder.

The $40M purchase price was financed through a 30 year debt service agreement, with payments of ~$3M/year.

Costs to deconstruct the hospital and renovate the Pavilion office building are higher than originally projected. The April unfunded needs list includes $15.2M to deconstruct the site; the May 2019 budget adjustment allocated $11.850 to this project, bringing the unfunded portion down to $3.45M. Deconstruction is a General Fund cost in 2019-2020.

Another $12M in unfunded needs is identified to construct new infrastructure on the site (utilities, roads, additional garage parking).

The remainder of the project (including a portion of infrastructure costs) could be funded through a debt service agreement, through a private-public partnership (depending on decisions about how the rest of the site will be redeveloped) or the General Fund.

Open Space & Mountain Parks

Staff are currently located in commercial office space on 55th St. The unfunded needs list includes $8M (shortfall from the $12M estimate) to construct a new campus and consolidate staff in one location. These are OSMP Fund costs in the 2021-2024 timeframe.
Police
A space needs study at the Public Safety Building (on 33rd St.) determined the need for a 25,000 square foot expansion at a cost estimate of $25 to $30 million. The projected $30M cost for renovation is a General Fund cost in 2025 or later.

B. City Facilities

Municipal Building entry
The Municipal building has been gradually renovated over the last few years. One item remains: creation of a new Broadway-facing, flood-proofed entry at a cost of $700M (General Fund, 2019-2020 timeframe).

Facilities Maintenance backlog
The City has a substantial backlog of maintenance needs on facilities in every department, and is currently developing the first Facilities Master Plan for all city facilities. The Facilities and Asset Management department (FAM) is primarily responsible for maintenance of City buildings. Facility maintenance for General Fund departments are paid for from the General Fund. Facility maintenance on facilities owned by departments funded through dedicated departments are funded through those dedicated funds. FAM has identified these challenges in maintaining city facilities:

• Funding for operations and maintenance and renovation and replacement has not been budgeted in annual budget cycles, resulting in a constantly increasing cost for deferred facility maintenance. The current deferred facility maintenance cost is estimated at $15.3 million – with approximately $6.4 million unfunded. (Comment: Expect this cost to go up as the Master Plan proceeds.)

• Energy code requirements and Climate Action Plan goals for net zero buildings are unfunded (no cost identified).

• Capital funds have not been allocated for alterations and new city service facilities. Some of these costs are reflected in departmental unfunded needs.

Best practice standards recommend that the City maintain 2% of the value of each facility’s annual replacement cost for facility maintenance. Current costs for the backlog of facility maintenance are much higher. This item represents funding needed to reduce backlog costs to the recommended standard. 2019 beginning balance in Facilities Replacement and Renovation fund is $5.6M, with $3.5M additional projected by 2019 end.

The FRR fund applies only to general fund departments. Funding for facilities owned by Parks and Recreation, OSMP, Transportation, Utilities and the Commercial Districts come from those restricted funds, with FAM performing the maintenance.
C. Community Space

Pearl St. Mall
Repair and replacement of infrastructure, lighting and walkways, at an estimated cost of $4M. Ongoing maintenance of the Downtown Mall is financially sustained through dedicated special revenue funds. Parks and Recreation handles physical maintenance and may contribute funding as well.

Uni Hill
Two items are identified for the Hill.

- Planned improvements to City infrastructure in street rights of way (under-grounding utilities, alleyway improvements, new trash/recycling bins) and relocation assistance to small businesses (presumably related to anticipated dislocation if the Hill hotel development proceeds). The $1.2M cost would be funded through the special revenue fund dedicated to the Hill. This fund has not been “de-Bruced,” so revenue collection is not robust.

- A $3M City contribution towards construction of the public plaza included in the Hill hotel development plan. This cost could be covered by sales of the parking lot on Pleasant St. or the Hill’s special revenue fund.

Civic Area
A portion of the 2014 Community Culture and Safety Tax was used to fund improvements to the park in the west side of the Civic Area. This project was planned as Phase 1 of a three phase plan. The unfunded needs list includes $8M to address Phase 2 (2025 or later), including renovation of the Atrium Building as a market Hall and improvements to the park on the east side of Broadway. Phase 2 costs could be paid for through a public-private partnership aimed at redeveloping a portion of the 13th St. corridor, through a sales tax secured debt service arrangement, or the General Fund. Planning for the Civic Area has been delayed as the City’s focus shifted to the Alpine Balsam development.

Long’s Gardens
The City currently has an easement for public uses of Long’s Gardens. Some Council members have requested that the City purchase a conservation easement for the entire property, or purchase the property (which would place maintenance costs on the City, most likely Parks and Recreation). This purchase is included as an estimated $4.8M cost in the 2021-2024 timeframe. Purchase costs would come from the General Fund.

CU South
CU South is owned by the University, which plans to develop a portion of the site for staff and student housing and recreation facilities. The site currently presents a substantial flood risk to downstream houses (across US36). Development negotiations are underway, including planning for flood mitigation. Some Council members have suggesting purchasing the site as Open Space ($18M cost), which would place costs for acquisition, flood improvements and ongoing maintenance on the Open Space Fund.
City Administration

All of the costs identified in this category are related to replacement (one time and ongoing) of software systems used to manage city business. Current systems are outdated or no longer supported by vendors. Identified systems include Inquire Boulder, municipal court software, HR, radio services infrastructure (used by police and fire) and conference room technology. One time costs are estimated at $4.05M in the 2019-2024 timeframe, with ongoing costs ~$250K/year. This is a General Fund expense.

Personnel

Costs related to the City workforce include base compensation, living wage adjustments, and required contributions to the State retirements system (PERA). Increases to contractor services (janitors, landscape personnel and ambulance) are also included. These ongoing costs are estimated at $1.825M beginning in 2019-2020.

Council is exploring whether to bring these contractor services in house; the additional incremental living wage adjustment cost for these services is estimated at $196-613K annually. (One time and ongoing costs to bring EMS services in house are included with Fire, below.) This is a General Fund expense.

Climate

The City's Climate Action Plan is funded through a tax charged on electricity use. This fee is set to expire in 2023. Staff has estimated $5.025M in projects that will not be funded (2025) if the tax is not renewed.

Small Business Strategies

Staff proposed a new program to support small, local businesses, providing grants and low-interest loans, affordable commercial pilot program, support pop-up retail for underutilized space, allowing the build-out of spaces that small and entrepreneurial type businesses typically cannot afford to rent. Proposed cost is $1.15M/year beginning in the 2021-2024 timeframe. This is a General Fund expense.

Police

An update to the Police Master Plan is schedule to begin in early 2020. In addition to the building expansion discussed above (which was included in the April unfunded needs list), the department has provided additional cost projections. These are all General Fund expenses.

• An increase of 25 officers, at least five more vehicles, plus training and uniforms at a cost of $1M to $2.5M annually. This cost is included in the analysis presented here.

• Several pieces of equipment related to hazardous events (i.e. bombs) are unfunded including bomb suits and bomb robots, with a range of funding between $400K to $650K for each robot. The number of robots was not identified, so this cost is NOT included in the present analysis.

Fire

Fire and Rescue is funded from the General Fund.

• All seven of the City’s fire stations are in need of immediate renovation/modifications to accommodate equipment and provide gender equity. Estimated one time cost is $1.75M-$2.25M in the 2019-2020 timeframe.

• Three fire stations are outdated with no room onsite for renovation or expansion.
• Funding to replace Station #3 (Arapahoe and 30th) was part of the 2017 Community Culture and Safety tax. The April unfunded needs list identified a $7.5M funding shortfall due to higher land purchase and construction costs. The May 2019 budget adjustment allocated $1.5M to this project, bringing the unfunded portion down to $6M.

• Costs to relocate Station 2 (Baseline & Broadway) and Station 4 (Darley and Broadway) are estimated at $20M each in the 2021-2024 timeframe.

• Bringing ambulance services in house is estimated to cost $4.1M in one time costs (vehicles, equipment and station modifications and $3.3M in ongoing costs, beginning in the 2021-2024 timeframe.

Library

The library master plan was updated and adopted in September 2018. Because the two preceding master plans (2002 and 2007) identified core funding needs that had not been addressed, the Library Commission made the financial sustainability of the library a primary focus of the 2018 master plan. The Commission’s findings and recommendations can be viewed or downloaded here.

Data reported in the April 2018 Unfunded Needs memo understate the library’s true unfunded needs. Data for the April memo were drawn from the 2018 Library Master Plan. Detailed financial analysis performed by GKBaum following adoption of the master plan) provide more accurate projections of unfunded library costs (11/27/2018 Council packet).

For details on the true costs to operate the library, see “The Scoop on Sustainable Funding for Our Library” (view or download at https://www.boulderlibrarychampions.org/why

For consistency with other City data reported, the analysis below uses numbers reported in the April Unfunded Needs memo. Summary descriptions of outstanding needs are accurate, but the associated costs are questionable.

<table>
<thead>
<tr>
<th></th>
<th>2020</th>
<th>2021</th>
<th>2022</th>
<th>2023</th>
<th>2024</th>
</tr>
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<td>Maintain Service Levels</td>
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<td>$1,857,862</td>
<td>$2,320,043</td>
<td>$3,275,954</td>
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<tr>
<td>Meet Community Demand</td>
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<td>$4,242,952</td>
<td>$5,247,445</td>
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<tr>
<td>Service Expansion</td>
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<td>$5,196,972</td>
<td>$6,970,808</td>
<td>$10,258,782</td>
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</tbody>
</table>

“Additional budget needs by service level to fund the gap between base year 2019 compared to each year after 2020-2024.”

Source 11/27/2019 Council packet p.72
Unfunded needs identified in the 2018 library master plan are divided into 3 categories, corresponding to categories required by the City for master plans and the timelines reflected in the unfunded needs list.

- **2019-2020 ongoing**: Our library needs an additional $536,000 per year (over the 2018 budget) to prevent deterioration of current programs and services in the face of ongoing population growth. Council increased funding in the 2019 budget.

- **2021-2024, one time**: The 2017 Community Culture and Safety tax included $5M to construct the North Boulder library branch. A $2M shortfall is projected, based on current estimates, due to increased construction and development review costs. $.5M of this shortfall can be met from the library reserve fund.

- **2021-2024 ongoing**: Our library needs an additional $1.8 to $2 million per year to continue existing programs and services, meet current community demand for youth programming, add operating costs for the NoBo branch, and address the core service shortfalls identified in the 2007 master plan.

- **2025, ongoing**: Operating costs identified in the 2025 timeframe are $3.3 to $3.5 million. This funding would provide for a Gunbarrel Corner Library, making the Canyon Theater more accessible for community use, restoring hours and staff at Carnegie, maker activities & user literacy to all branches, outreach to underserved (especially Latino and senior populations), Increasing the budget for books and materials from ~$7.30 per user to the “best practice” standard of ~$14 per use, Build staff capacity to expand library partnership and volunteer activities, expand partnerships & volunteer activities, and addressing the facility maintenance backlog.

About 85% of funding for library facilities and operations comes from the General Fund, with the remainder coming from a dedicated .333 mills of property tax. More than 90% of library programs are funded by the Boulder Library Foundation, a community non-profit that has been supporting our library for more 45 years.

More information and resources about our library’s funding needs can be found on the library’s web page Funding Our Library Future. A grassroots citizens group, Boulder Library Champions, has organized to pursue creation of a library district, the sustainable funding solution recommended by the Library Commission. The Scoop on Sustainable Funding for our Library, the Champions’ summary of library funding needs, what forming a library district entails, and how a library district can help the city budget can be viewed or downloaded here.

**Parks and Recreation**

The P&R Master Plan was last updated in 2014. Despite having $27.8 million programmed for capital improvements over the next 6 years (averaging $4.6 million per year), the department has a backlog of unfunded projects. In early 2020, Boulder Parks and Recreation will begin the process to update the department Master Plan, including new identification and prioritization of capital and operational funding needs. Currently, P&R has identified the following unfunded needs, all in the 2025+ timeframe. Funding for Parks an Recreation comes from the permanent Parks fund (restricted to capital uses), recreation fees, a .25% dedicated sales tax (scheduled to expire in 2035), State Lottery funds and the General Fund.

- Recreation Centers and Indoor Pool Improvements: The recreation centers are aging, and the last major renovation was completed 18 years ago and the youngest recreation center (East Boulder) is 27 years old. Collectively the three centers average 1,132 visitors per center per day. This was an increase in attendance of 5 percent from 2017 visits. The cost to operate the centers has increased faster than CPI and direct expenses are up 19.8 percent from 2015 through 2018. $8.64M.
Valmont Park Phase II: Includes sites for local food opportunities, innovative adventure play features, family amenities, additional parking, multi-purpose fields, disc golf and flexible recreation areas. $6.54M

Violet and Eaton Neighborhood Park Development: Several existing park sites are planned and property acquired to satisfy community growth in the Gunbarrel area at Eaton Park; develop Violet Park in north Boulder (adjacent to the new NoBo branch library) to provide park amenities in conjunction with floodplain improvements. $4.965M

East Mapleton Ballfields: Ballfields continue to be a priority for the community and growth continues in sports leagues and programs. This project would relocate ballfields to Stazio Sports Complex and repurpose the existing park to feature children’s play areas, dog park, additional parking, multi-use sports fields a small children’s splash ground, looped sidewalks and paths and community gathering areas. $7.3M

Boulder Reservoir South Shore: Address maintenance backlog on docks, lawns, parking areas and visitor amenities; begin implementation of South Shore Site Plan including paths, reservable pavilions, boat storage, beach improvements, play areas and visitor use amenities. Also include key regional path connections for recreation and commuters. $11.6M

Historical/Cultural Amenities: Conservation and preservation of important historical and cultural assets in the community that are managed by the Parks and Recreation Department including the Columbia Cemetery, Chautauqua Park, Pottery Lab, Harbeck-Bergheim House, Boulder Bandshell, Boyd Smelter Site, Roney House at Valmont Park and the historic locomotive assets housed at the CO Railroad Museum. $2.758M

Sports Complex and Athletic Fields: Provide critical upgrades and new fields to support the growing demand, address backlog of maintenance needs to keep fields open and up to standards while also enhancing parking and other amenities. $5.42M

Neighborhood Park Development: New residential units are increasing, and new neighborhoods are being built that require the department to increase park land provisions through development of new neighborhood parks. Planned improvements include new play areas, shelters, restrooms and other visitor amenities at Tom Watson Park, Foothills Community Park, Harlow Platts Community Park, and East Boulder Community Park. $12M.

Open Space and Mountain Parks

The only unfunded OSMP need identified in the April unfunded needs list is the cost of OSMP office space discussed above ($8M one time, 2021-2024). However, OSMP is developing its first maintenance-focused master plan, scheduled for completion later this year. According to OSMP, “Overall, the cost of maintaining the system has outpaced earlier projections. OSMP recognizes that there is still work to be done to understand total cost of system management, and this will be reflected as a strategy in the financial sustainability focus area of the draft Master Plan Funding priorities identified.”

Some Council members are advocating a 2019 ballot measure dedicating an increment of sales tax to OSMP, before the master plan is complete.

For many years, the Open Space program focused on land acquisition, with purchases funded through the .4% permanent sales tax increment, and other increments approved by voters to fund land acquisition. In 2013, the Boulder community voted to shift portions of Open Space funding to Transportation and the General Fund as OSMP’s acquisition debt was paid off. Staff recently summarized the current status of these dedicated funds as follows:

“In 2013, council was presented with a report from the Transportation Advisory Board expressing concern with the city’s ability to maintain road infrastructure and recommending the imposition of a transportation maintenance fee. The council had several discussions relat-
ed to Transportation funding needs as well as Open Space and Mountain Parks (“Open Space” or OSMP) sales and use taxes that were scheduled to sunset. Ultimately, council approved placing three tax questions on the ballot. The final version of one ballot item asked the voters to renew the 0.33 percent sales and use tax supporting Open Space until 2018 and then beginning in 2019 allocating 0.22 percent to Open Space and 0.11 percent to the General Fund. The 0.22 percent tax to be dedicated to Open Space included 0.05 percent that would take the place of the annual General Fund transfer to OSMP. The ordinance provided for a further reallocation in 2030 when the 0.22 percent to Open Space would be reduced to 0.10 percent with the additional 0.12 percent going to the General Fund. Council considered and unanimously voted for the revised ordinance on third reading on August 5, 2013. The tax was extended and rededicated by 75% of the voters at the November 5, 2013 election. At that time, the rededicated tax was forecast to fully fund the 2013 Open Space Acquisition Plan.

Rather than focus on a transportation maintenance fee, Council also decided to ask the voters to place a temporary 0.15 percent tax for Transportation on the ballot that would be effective from 2014 through 2019. The temporary transportation tax was approved by 66% of the voters. A separate question was asked to renew the 0.15 percent tax dedicated to Open Space through 2019 and then reallocate the revenues to Transportation from January 1, 2020 through December 31, 2029. The tax would then shift to the General Fund from January 1, 2030 until sunsetting December 31, 2039. The renewal and reallocation of the 0.15 percent tax was approved by 72% of the voters.”

Transportation

The Transportation department is in the final stages of an update to the transportation master plan. Based on work done to date, approximately $22.7 million in unmet annual needs related to essential services and $20.8 million in one-time capital expenditures have been identified. The annual unmet needs are concentrated in areas of maintenance and transit service. Details provided in the April 2019 list of unfunded needs:

- 2019-2020 one time:
  - Electrification of Buses - HOP (14 Electric Buses at $1M each (assumes grants will cover 20%). $11.8M

- 2019-2020 ongoing:
  - Core Maintenance and Operations: Deferred and on-going maintenance needs for the following: Street Maintenance (Potholes & repairs), Signal maintenance, increases to provide increased level of service to: Snow/Ice, Medians, Street sweeping and Signs. $3.6M
  - Transit Service Expansion: Jump/Bound Buy-up, HOP Expansion, on-demand micro transit to seniors and first/last mile, additional interregional and regional service enhancements. $5.72M

- 2021-2024 one time:
  - Access Management and Parking Strategy Implementation: Pilot program: new subsidized parking products & alternative transportation for evening and off-hour downtown workers; includes capital support for EV stations at parking garages for shared ride services, with focus on using Boulder Junction as a hub. $1.5M
  - Signal Connection Improvements: Cost estimate to make communication connections between each of our traffic signals and the broadband skeleton. $9.6M

- 2021-2024 ongoing:
• Supplemental Support for Eco Pass Program: RTD notified the City of Boulder of increased contract rates for CAGID users from $1.2 M in 2019 to $2.4 M in 2021. $1.2M
• TMP implementation: Deferred maintenance to Bridges, Sidewalks, Bike Path, Pavement needs, $5M to shorter term TIP Regional project completion. $12M
• TMP implementation/Vision Zero Safety. $1.3M

Transportation is funded primarily through a .6% dedicated sales tax increment (Transportation Fund) and development fees collected to fund new development and growth (Transportation Development Fund).

Affordable Housing
The City’s affordable housing programs are primarily funded through several special revenue funds, including the Affordable Housing Fund (funded through cash-in-lieu payments by developers), Community Housing Assistance Program (CHAP) (funded through property tax, housing excise tax and fees), federal Community Development Block Grants, the Sugar Sweetened Beverage tax, and the General Fund.

2019-2020:
• Middle Income Housing Subsidization: The city will use its bonding capability (or some other mechanism) to create a pool of funds to assist middle-income home buyers to purchase a home in exchange for making that home permanently affordable through a deed restriction. Council is scheduled to discuss this on July 23, as a possible 2019 ballot measure. $3M

2025:
• Affordable housing opportunities currently unfunded by Affordable Housing Fund. $15M
City Budget Unfunded Needs 2019-2020

<table>
<thead>
<tr>
<th>Category or Department</th>
<th>2019-2020 One time</th>
<th>2019-2020 Ongoing</th>
<th>Sources of funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>Property/Facilities</td>
<td>Hospital deconstruction Municipal bldg entry</td>
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<td>General Fund, Bonding, Open Space fund, Commercial districts, Facilities Fund</td>
</tr>
<tr>
<td>City administration</td>
<td>IT technology replacement: CRM, court</td>
<td>Radio infrastructure replacement fund</td>
<td>General Fund</td>
</tr>
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<td>City administration</td>
<td>$ 1,050,000</td>
<td>$ 950,000</td>
<td>General Fund &amp; all dedicated funds with staff</td>
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<td>Personnel</td>
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<td>Personnel</td>
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<tr>
<td>Fire</td>
<td>Fire station 3 replacement (shortfall) Fire station renovations (7 stations) Fire records mgmt system replacement Range: $7,750,000 - $8,250,000</td>
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<td>General Fund</td>
</tr>
<tr>
<td>Fire - low</td>
<td>$ 7,750,000</td>
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<tr>
<td>Fire - high</td>
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<tr>
<td>Library</td>
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<td>Library</td>
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<td>HOP bus electrification Core maintenance Transit service enhancements: Jump./ Bound, HOP, micro transit, “last mile”</td>
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<td>Transportation fund</td>
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<td>Transportation</td>
<td>$11,080,000</td>
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<td>Housing</td>
<td>Middle income housing subsidy</td>
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<td>Bonding, Affordable Housing Fund</td>
</tr>
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<td>Housing</td>
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## City Budget Unfunded Needs 2021-2024

<table>
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<th>Category or Department</th>
<th>2021-2024 One time</th>
<th>2021-2024 Ongoing</th>
<th>Sources of funding</th>
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</thead>
<tbody>
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<tr>
<td>NB &amp; PC deconstruction</td>
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<td>OSMP offices</td>
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<tr>
<td>Pearl St. Mall refresh</td>
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<tr>
<td>Hill ROW improvements</td>
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<tr>
<td>Facility maintenance backlog</td>
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<tr>
<td>Long's Garden purchase</td>
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<tr>
<td>CU South purchase</td>
<td>Range $53,700,000 - $30,900,000</td>
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<td>Alpine Balsam infrastructure</td>
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<td><strong>Property/Facilities low</strong></td>
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<td><strong>Property/Facilities high</strong></td>
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<td>City office space - NB &amp; PC or Pavilion remodel</td>
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<td>General Fund, Bonding, Open Space fund, Commercial districts, Facilities Fund</td>
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<tr>
<td><strong>City administration</strong></td>
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<td>IT technology replacement: enterprise</td>
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<td>General Fund</td>
</tr>
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<td>CRM &amp; court replacement fund</td>
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<td><strong>City administration</strong></td>
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<td>$3,000,000</td>
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<tr>
<td>PERA contribution</td>
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<tr>
<td>Additional cost to bring contractors in house: custodial, landscape, EMS</td>
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<td>Range 696,000 - $2,613,000</td>
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<tr>
<td><strong>Personnel- high</strong></td>
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<tr>
<td><strong>Small Biz</strong></td>
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<tr>
<td>Low interest loans, grants, pilots for small biz &amp; entrepreneurs</td>
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<td>General Fund</td>
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<td><strong>Small Biz</strong></td>
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August 23, 2019
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<td>Police</td>
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<td>$1,000,000</td>
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<tr>
<td>Police - high</td>
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<td>$1,500,000</td>
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<tr>
<td>Fire</td>
<td>Fire stations 2 &amp; 4 replacement</td>
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<td></td>
<td>EMS system in house - one time costs</td>
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<td>NoBo capital construction short-fall</td>
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<td>Youth service programs to meet demand</td>
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<td>Increased materials budget</td>
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<td>Consistent hours</td>
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<td>Master Plan</td>
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<td>Permanent Parks Fund, Facilities Fund</td>
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<td>Downtown workers access/parking mgmt implementation</td>
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<td>Signal connection improvements</td>
<td>$14,500,000</td>
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<tr>
<td>Housing</td>
<td>Bonding, Affordable Housing Fund</td>
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## City Budget Unfunded Needs 2025 or later

<table>
<thead>
<tr>
<th>Category or Department</th>
<th>2025 or no specific time frame one time</th>
<th>2025 or no specific time frame ongoing</th>
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</tr>
</thead>
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<td>Property/Facilities</td>
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<td>Police building</td>
<td>General Fund, Bonding, Open Space fund, Commercial districts, Facilities Fund</td>
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<tr>
<td></td>
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<td>Uni Hill Plaza</td>
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<td></td>
<td></td>
<td>Civic Area Phase 2</td>
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</tr>
<tr>
<td>Property/Facilities</td>
<td>$</td>
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<td>City administration</td>
<td>Conference room technology</td>
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<td>General Fund</td>
</tr>
<tr>
<td>City administration</td>
<td>$</td>
<td>100,000</td>
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</tr>
<tr>
<td>Climate</td>
<td></td>
<td>Rebetes, incentives, pilot, outreach around fossil fuel energy use reduction</td>
<td>Climate Fund (additional increment of dedicated sales tax) or General Fund</td>
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<td></td>
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<tr>
<td>Climate</td>
<td>$</td>
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<tr>
<td>Library</td>
<td></td>
<td>Gunbarrel corner library</td>
<td>General Fund</td>
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<tr>
<td></td>
<td></td>
<td>Canyon Theater activation</td>
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<td></td>
<td></td>
<td>Carnegie hours restoration</td>
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<td></td>
<td></td>
<td>Maker activities &amp; user literacy to all branches</td>
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<td></td>
<td></td>
<td>Outreach to underserved</td>
<td></td>
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<td></td>
<td></td>
<td>Expand partnerships &amp; volunteer activities</td>
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<td>Library</td>
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<tr>
<td>Parks &amp; Recreation</td>
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<td>Rec Center &amp; pool improvements</td>
<td>Permanent Parks Fund, Facilities Fund</td>
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<td>Valmont Park phase 2</td>
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<td></td>
<td>Violet &amp; Eaton neighborhood park development</td>
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<td></td>
<td></td>
<td>East Mapleton ballfields renovation</td>
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<td></td>
<td></td>
<td>Reservoir south shore enhancements</td>
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<td></td>
<td></td>
<td>Historic/cultural facilities conservation</td>
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<td></td>
<td></td>
<td>Sports complex/athletic field</td>
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<tr>
<td></td>
<td></td>
<td>improvements</td>
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<td></td>
<td></td>
<td>New play areas, shelters, restrooms</td>
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<td></td>
<td></td>
<td>and other visitor amenities at Tom</td>
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<td></td>
<td></td>
<td>Watson Park, Foothills Community Park,</td>
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<td></td>
<td></td>
<td>Harlow Platts Community Park, and East</td>
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<td></td>
<td></td>
<td>Boulder Community Park</td>
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<tr>
<td>Parks &amp; Recreation</td>
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<td>$3,540,000</td>
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<tr>
<td>Housing</td>
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<td>Opportunities above current funding levels in Affordable Housing Fund</td>
<td>Bonding, Affordable Housing Fund</td>
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<td>$58,953,000</td>
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<td>Housing</td>
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<td>$15,000,000</td>
<td>Totals</td>
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</table>
Where has City expenditure growth occurred over time?

Data in the table below are drawn from the 2004-2009 budgets, department detail pages. “Actual” numbers (reported 2 years after a recommended budget is published) are used through 2017. Data for 2018 and 2019 are from the 2019 budget, with 2019 adjusted to account for the ~$18M added to the budget in the May 21 mid-year budget adjustment.

Housing and Human Services, Planning and Development and environmental/sustainability programs have been located in varying departments over the years. Those functions have been combined in the table below to attempt consistent tracking of spending by category.

The detailed spreadsheet underlying this expenditure analysis can be accessed here.

Things to keep in mind when looking at expenditure growth over time.

- Costs to deliver programs and services grew substantially over the 15 years of expenditures detailed below. The Consumer Price Index (CPI)\(^ {14} \) is frequently used as a measure of inflation. For the Denver Metro area, the CPI shows a 40% (compounded) increase in costs from 2004-2019. Wages in the Denver Metro area increased 16.5% between 2006-2019. Costs for highway construction (including asphalt and concrete, major expenses for Transportation) are more than 50% higher today than in 2002. Costs in Boulder tend to be higher than the Denver Metro average.
- Expenditure growth alone does not accurately reflect growth in programs and services, because departments spend money on different things.
  - Departments such as Transportation, Utilities, Parks & Recreation and Open Space/Mountain Parks spend the bulk of their budgets on purchasing, improving and maintaining physical infrastructure (i.e., roads & bikeways, water and wastewater systems, parks & recreation centers, trails and parking lots).
  - Some departments, such as Housing and Human Services and Arts, spend much of their funding on community grants, investments in community housing, and direct financial assistance to community members.
  - Some departments are more reliant primarily on permanent FTE to deliver services (such as Planning, Development Support Services, Climate & Sustainability, Electric Utility Development, Library and most internal service departments.)
  - Departments with large land inventories (including Parks, Open Space/Mountain Parks and Transportation) rely on seasonal labor as well as permanent FTE. Seasonals (and other non-term contract labor) are not accounted for as FTE, but as contract expenditures.
  - Police and Fire rely on on permanent FTE, but department budgets include expenditures for highly specialized (and expensive) equipment.

Growth in FTE is another way to compare departments, and that analysis appears below.

---

\(^{14}\) The Consumer Price Index (CPI) is a measure of the average change over time in the prices paid by urban consumers for a market basket of consumer goods and services.
## City Expenditures by Department 2004-2019 (some departments combined to track spending by function)

<table>
<thead>
<tr>
<th>Department</th>
<th>2004 Actual</th>
<th>2006 Actual</th>
<th>2009 Actual</th>
<th>2014 Actual</th>
<th>2018 Approved</th>
<th>2019 Approved/adjusted</th>
</tr>
</thead>
<tbody>
<tr>
<td>Council</td>
<td>$276,395</td>
<td>$281,518</td>
<td>$333,156</td>
<td>$195,637</td>
<td>$243,566</td>
<td>$343,343</td>
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<tr>
<td>Attorney</td>
<td>$1,649,544</td>
<td>$1,736,169</td>
<td>$1,583,377</td>
<td>$2,549,384</td>
<td>$3,476,336</td>
<td>$3,685,161</td>
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<tr>
<td>Court</td>
<td>$1,168,076</td>
<td>$1,327,889</td>
<td>$1,592,009</td>
<td>$1,897,465</td>
<td>$2,258,016</td>
<td>$2,171,477</td>
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<tr>
<td>City Manager's Office*</td>
<td>$1,871,886</td>
<td>$2,472,662</td>
<td>$2,400,411</td>
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<td>$2,619,469</td>
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<td>$763,950</td>
<td>$401,811</td>
<td>$527,660</td>
<td>$682,330</td>
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<td>Communications</td>
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<td>$591,618</td>
<td>$600,154</td>
<td>$802,942</td>
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<td>$1,949,346</td>
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<td>$42,518</td>
<td>$66,622</td>
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<td>$3,487,726</td>
<td>$3,430,498</td>
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<tr>
<td>Finance**</td>
<td>$2,225,968</td>
<td>$2,447,954</td>
<td>$2,296,814</td>
<td>$7,338,002</td>
<td>$10,847,172</td>
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<tr>
<td>HR</td>
<td>$1,145,292</td>
<td>$1,222,815</td>
<td>$1,614,329</td>
<td>$2,277,516</td>
<td>$3,764,845</td>
<td>$4,047,164</td>
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<tr>
<td>IT</td>
<td>$4,349,393</td>
<td>$4,516,369</td>
<td>$4,712,709</td>
<td>$8,888,117</td>
<td>$10,115,181</td>
<td>$11,464,660</td>
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<tr>
<td>Community Vitality</td>
<td>$10,724,406</td>
<td>$8,045,859</td>
<td>$17,725,685</td>
<td>$10,402,795</td>
<td>$13,315,756</td>
<td>$11,598,738</td>
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<tr>
<td>Housing &amp; Human Services</td>
<td>$18,378,500</td>
<td>$15,710,604</td>
<td>$13,781,843</td>
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<td>$20,600,458</td>
<td>$23,716,312</td>
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<tr>
<td>Energy Strategy &amp; Electric Utility</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$5,757,000</td>
<td>$6,076,181</td>
</tr>
<tr>
<td>Climate &amp; Sustainability</td>
<td>$125,104</td>
<td>$1,612,007</td>
<td></td>
<td>$3,324,789</td>
<td>$9,241,930</td>
<td>$9,662,459</td>
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</tbody>
</table>
City Expenditures by Department 2004-2019 (some departments combined to track spending by function)

<table>
<thead>
<tr>
<th>Department</th>
<th>2004 Actual</th>
<th>2006 Actual</th>
<th>2009 Actual</th>
<th>2014 Actual</th>
<th>2018 Approved</th>
<th>2019 Approved/adjusted</th>
</tr>
</thead>
<tbody>
<tr>
<td>Library</td>
<td>$5,681,719</td>
<td>$6,002,467</td>
<td>$6,885,981</td>
<td>$8,109,581</td>
<td>$8,264,870</td>
<td>$9,780,166</td>
</tr>
<tr>
<td>Arts</td>
<td>$364,303</td>
<td>$462,739</td>
<td>$489,555</td>
<td>$517,900</td>
<td>$1,242,727</td>
<td>$1,648,337</td>
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<tr>
<td>Parks &amp; Recreation</td>
<td>$19,372,191</td>
<td>$21,219,343</td>
<td>$34,607,123</td>
<td>$27,044,471</td>
<td>$36,661,628</td>
<td>$29,569,029</td>
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<tr>
<td>Fire/Rescue</td>
<td>$10,976,868</td>
<td>$11,728,561</td>
<td>$13,939,474</td>
<td>$20,984,816</td>
<td>$20,650,570</td>
<td>$20,898,793</td>
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<tr>
<td>Police</td>
<td>$22,429,298</td>
<td>$23,834,988</td>
<td>$28,210,151</td>
<td>$31,037,220</td>
<td>$35,761,765</td>
<td>$37,793,054</td>
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<tr>
<td>Transportation</td>
<td>$20,603,188</td>
<td>$23,979,001</td>
<td>$28,916,388</td>
<td>$44,953,431</td>
<td>$19,984,202</td>
<td>$19,116,656</td>
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<tr>
<td>Utilities</td>
<td>$54,922,806</td>
<td>$62,977,542</td>
<td>$53,037,079</td>
<td>$57,202,748</td>
<td>$28,961,412</td>
<td>$29,223,438</td>
</tr>
<tr>
<td>Alpine Balsam</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$11,850,000</td>
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</table>

Summaries (approved budgets, not actual expenditures)

<table>
<thead>
<tr>
<th></th>
<th>Total City Operating</th>
<th>General Fund</th>
<th>Dedicated Funds</th>
<th>Capital Budget</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>$170,647,000</td>
<td>$71,266,000</td>
<td>$99,381</td>
<td>$29,453</td>
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<tr>
<td></td>
<td>$200,487</td>
<td>$80,466</td>
<td>$120,021</td>
<td>$37,294</td>
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<td></td>
<td>$206,317</td>
<td>$87,663</td>
<td>$118,654</td>
<td>$24,713</td>
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<td></td>
<td>$227,450</td>
<td>$101,959</td>
<td>$125,491</td>
<td>$42,046</td>
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<td></td>
<td>$277,556</td>
<td>$137,681</td>
<td>$139,875</td>
<td>$111,654</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$70,557</td>
</tr>
</tbody>
</table>

Total City Operating: $170,647,000
General Fund: $71,266,000
Dedicated Funds: $99,381
Capital Budget: $29,453

August 23, 2019
City Expenditures by Department 2004-2019 (some departments combined to track spending by function)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>CMO &amp; Governance</strong></td>
<td>* CMO &amp; Governan**</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>* CMO &amp; Governance include capital bonds and issuance of debt. For 2004-2009, bonds &amp; debt were +$1M/year (not shown in department detail)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Risk Division in</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>** Risk Division in Finance reported beg 2014</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Adjusted for inflation
2019 operating budget
$299M

~40% inflation rate, CPI

~70% Inflation rate for construction

2004 operating budget 2004
$171M

+60% from restricted funds
Expenditure growth by department
2004 vs. 2019

- Energy strategy
- Climate & sustainability
- Finance
- Police
- Fire
- IT
- Parks & Recreation
- OSMP
- Arts
- Community vitality
- Communications
- Development

Static
- Library
- Housing
- Human Services
- Most administration (Council, CMO, Attorney, Clerk, HR)

Loss
- Transportation
- Utilities

⭐ +60% from restricted funds
Where has FTE growth occurred over time?

The detailed spreadsheet underlying this analysis can be viewed or downloaded here.

The chart below is from the 2018 budget.
Charts on the following pages represent data on FTE growth [provided by the City budget office.,
FTE % Change City-wide 2002-2019

Council
Att
Court
CMO
Clerk
Comm
Econ Vita
Engy
Fin
HR
IT
Hous
Hum Serv
Libra
Arts
OSMP
P&R
Com Vit
Env Aff
Plan/Dev
PW Dev Sup
Transp
Util
Fire
Police

Wage inflation ~3.2%

Boulder living wage adjustment + PERA contribution $1.8M 2019-2020

* FTE Loss in Planning & development may reflect accounting shift to Development Support

+60% from restricted funds
FTE growth by department
2002 vs. 2019

**Growth**
- OSMP 33% ★
- Development support* 30% ★
- Utilities 14% ★
- Finance 10%
- Police 8%
- Fire 7%
- Attorney 6%
- Community Vitality 5% ★
- IT 4%
- HR 3%
- Communications 3%
- Arts 2% ★
- Energy/environmental affairs 1% ★

★ +60% from restricted funds

**Static**
- Housing ★
- Council
- CMO

**Loss**
- Planning & development* -15%
- Library - 12%
- Parks & Recreation - 12% ★
- Human Services - 5%
- Transportation - 1% ★
- Court - 1%

* FTE Loss in Planning & development may reflect accounting shift to Development Support
How are priorities in spending determined?

In January following each municipal election, the new Council sets policy priorities for the upcoming two years. These priorities can change substantially from Council to Council, as new members add priorities to the workload. Priorities set by previous Councils are rarely removed, as these priorities usually have substantial community support and many have projects that are already underway. As a result, the workload associated with Council priorities gets larger with each new Council. The current 39 page workload associated with Council priorities can be viewed or downloaded here. These policy priorities are work items that are added to the ongoing work of the city - managing and maintaining core programs and the facilities, programs and services on which the community depends.

Since 2009, the City has used a form of Priority Based Budgeting to determine which programs, services and projects get funded and which do not. Programs and services are scored and ranked into 4 "quartiles" representing 1st, 2nd, 3rd and 4th priorities for funding. Review of rankings between 2012-2018 (the last year that rankings were released) shows that programs and departments providing direct services to people (Human Services, Library and Parks and Recreation) have consistently been ranked in the 3rd and 4th quartiles, while planning and development, enforcement, public safety, various forms of asset management, and city administration are consistently ranked in the 1st and 2nd quartiles. This chart shows results over a 7 year period.

Details on the Priority Based Budget framework, including where programs are ranked, can be viewed or downloaded here.

---

15 Source: 2018 budget, page 37
Staff has done a good job of keeping the city solvent in challenging circumstances. But the budget process we're using doesn’t let us see budget trade-offs - and that leads to unintended consequenc

**January:** Every two years, a new Council sets priorities for the following two years. New programs and initiatives are added, and some former priorities are de-emphasized or changed, but (usually) nothing is dropped. Council doesn’t discuss the budget implications of its priorities, or impacts to the ongoing work of the city.

**February:** The Executive Budget Team develops a workplan based on Council’s priorities. That workplan sets the Council agendas - and the City’s priorities - for the next two years. The current workplan is 39 pages long and contains 88 priority items. Most of these activities are over and above the normal work of running the city.

**March-April:** Meanwhile, department heads are developing budget proposals for their departments. These budget proposals contain funding requests for the department’s ongoing work and its unfunded needs. Advisory boards review the proposed budgets for their departments in March/April and make recommendations. The proposed budgets and advisory board recommendations then go to the Executive Budget Team. Council and the community don’t see department [proposals or advisory board recommendations. (You’d have to dig into every advisory board’s meeting packets and minutes to find them - and not all departments have advisory boards.)

**May-July:** The Executive Budget team does the hard work of balancing the budget - deciding what to fund and what not to fund. **Budget priorities and tradeoffs are determined at this stage.** A proposed budget is submitted to Council in August.

**August:** City Manager submits the proposed budget to Council. Council packets provide information on what the Executive Budget Team is recommending for funding - no information is provided about what is NOT being funded. (The April 2019 budget study session on unfunded needs was the first time we saw what is NOT being funded through the regular budget process.)

**September-October:** Council holds public hearings and adopts the budget. (The city charter requires adoption of a balanced budget by the end of the preceding calendar year.)
What is the City’s current sales tax rate?

2019 City Sales tax
2019 - 3.86%
0.1 cent = $3.4 Million

Boulder’s overall sales tax rate is among the highest in the region. However, the General Fund portion is the second lowest, because much of the sales tax revenue collected is dedicated to specific purposes (transportation, open space, parks & recreation & community culture and safety projects) and not available for redistribution to general fund programs and services.

The current forecast for 2019 retail sales tax is 1.9 percent over 2018 actual revenue and the forecast for 2020 is 2.1 percent. Taking into account known expenses for: annual personnel cost, healthcare, living wage, 2019 ongoing items from the May mid-year budget adjustment, and the remaining balance for the Alpine-Balsam Hospital deconstruction, staff projects $3.3 million available to meet operating and community priorities in 2020.

<table>
<thead>
<tr>
<th>Municipality</th>
<th>General</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Longmont</td>
<td>1.700%</td>
<td>3.530%</td>
</tr>
<tr>
<td>Boulder</td>
<td>1.790%</td>
<td>3.860%</td>
</tr>
<tr>
<td>Golden</td>
<td>2.000%</td>
<td>3.000%</td>
</tr>
<tr>
<td>Fort Collins</td>
<td>2.250%</td>
<td>3.850%</td>
</tr>
<tr>
<td>Arvada</td>
<td>2.400%</td>
<td>3.460%</td>
</tr>
<tr>
<td>Lakewood</td>
<td>2.500%</td>
<td>3.000%</td>
</tr>
<tr>
<td>Louisville</td>
<td>3.000%</td>
<td>3.650%</td>
</tr>
<tr>
<td>Westminster</td>
<td>3.000%</td>
<td>3.850%</td>
</tr>
<tr>
<td>Lafayette</td>
<td>3.500%</td>
<td>3.500%</td>
</tr>
</tbody>
</table>
Sales taxes collected in Boulder fund State, County, and regional programs as well as City of Boulder programs and services.
What is the City’s current property tax rate?

City Property tax 2019
11.981 mills
1 mill = $3.61 Million

Property tax collected by the City is split among the general fund and three dedicated funds:
• General Fund - 9.948 mills
• Library Fund - 0.333 mills
• Parks and Recreation Fund - 0.9 mills
• Community Housing Assistance Program Fund - 0.8 mills

A provision in the City Charter sets a limit of 13 mills on City property taxes.

Staff develop the 2020 property tax projections, the residential property values are anticipated to increase by roughly 15 percent, this translates to a projected additional $4.1 million, providing much needed dollars to support essential services and initiatives added in 2019. That increase takes into account that the residential assessment rate (currently 7.2 percent) will decrease to 7.15 percent to meet constitutional requirements.

As staff develop the 2020 property tax projections, the residential property values are anticipated to increase by roughly 15 percent, this translates to a projected additional $4.1 million, providing much needed dollars to support essential services and initiatives added in 2019. That increase takes into account that the residential assessment rate (currently 7.2 percent) will decrease to 7.15 percent to meet constitutional requirements.

### Property Tax Rate

<table>
<thead>
<tr>
<th>Municipality</th>
<th>City Mill Levy</th>
<th>Parks &amp; Recreation District</th>
<th>Fire District</th>
<th>Library District</th>
<th>Bonded Indebtedness</th>
<th>City + Special District Mill Levy</th>
<th>Total Mill Levy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Westminster (Jefferson)</td>
<td>3.650</td>
<td></td>
<td></td>
<td>4.000</td>
<td>7.650</td>
<td>77.625</td>
<td></td>
</tr>
<tr>
<td>Westminster (Adams)</td>
<td>3.650</td>
<td>5.413</td>
<td></td>
<td></td>
<td>9.063</td>
<td>110.257</td>
<td></td>
</tr>
<tr>
<td>Boulder</td>
<td>11.981</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>11.981</td>
<td>86.700</td>
</tr>
<tr>
<td>Longmont</td>
<td>13.420</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>13.420</td>
<td>94.987</td>
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<tr>
<td>Louisville</td>
<td>5.184</td>
<td>6.686</td>
<td>2.750</td>
<td></td>
<td>14.620</td>
<td>87.613</td>
<td></td>
</tr>
<tr>
<td>Fort Collins</td>
<td>3.184</td>
<td>6.613</td>
<td>3.000</td>
<td></td>
<td>12.797</td>
<td>91.139</td>
<td></td>
</tr>
<tr>
<td>Golden</td>
<td>12.340</td>
<td></td>
<td>4.000</td>
<td></td>
<td>16.340</td>
<td>86.315</td>
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<tr>
<td>Lafayette</td>
<td>16.572</td>
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<td></td>
<td></td>
<td></td>
<td>16.572</td>
<td>91.291</td>
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<tr>
<td>Lakewood</td>
<td>4.711</td>
<td>13.732</td>
<td>4.000</td>
<td></td>
<td>22.443</td>
<td>92.418</td>
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</tr>
<tr>
<td>Arvada</td>
<td>4.310</td>
<td>4.809</td>
<td>14.821</td>
<td>4.000</td>
<td>27.940</td>
<td>97.915</td>
<td></td>
</tr>
</tbody>
</table>

The city has the third lowest mill levy when including special districts that provide services similar to those provided by the City of Boulder. When including county and school district mill rates, the city is also the third lowest. For the City of Boulder, 1.0 mill
About 14 cents on each dollar of property tax collected goes to the City of Boulder. The Boulder Valley School District, Boulder County and special district assessments (collected in specific parts of the county) account for the remainder.
Special property tax assessments also fund a number of business districts within the City. Only property owners located within these district boundaries pay these taxes, and revenues must be used on improvements within each individual district.

CAGID - 9.00 mills
UHGID - 4.984 mills
Boulder Junction, Parking - 10.0 mills
Boulder Junction, Transportation - 5.0 mills
Forest Glenn - 2.3 mills

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**Property Tax Revenue, Continued**

The revenue received from the Forest Glenn Special District, Downtown Commercial District and the University Hill Commercial District are still restricted to the Denver-Boulder Consumer Price Index (CPI) and a local growth factor, as provided by the Taxpayers’ Bill of Rights (TABOR) Amendment to the Colorado Constitution. In the November 4, 2008 election, city voters approved the removal of the remaining TABOR restriction on the General Governance property tax with a phase-in period and without any specific restriction on the use of the “de-Bruced” funds.

### MILL LEVY & PROJECTED REVENUE

<table>
<thead>
<tr>
<th>Taxing Entity</th>
<th>Mill Levy</th>
<th>Projected Temporary Credit</th>
<th>Projected Adjusted Mill Levy</th>
<th>2019 Projected Revenue</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Citywide</td>
<td>11.981</td>
<td>-</td>
<td>11.981</td>
<td>$44,871,928</td>
</tr>
<tr>
<td>CAGID*</td>
<td>9.990</td>
<td>6.485</td>
<td>3.505</td>
<td>$1,355,750</td>
</tr>
<tr>
<td>UHGID*</td>
<td>4.984</td>
<td>3.376</td>
<td>1.608</td>
<td>$45,320</td>
</tr>
<tr>
<td>Boulder Junction - Parking</td>
<td>10.000</td>
<td>-</td>
<td>10.000</td>
<td>$334,783</td>
</tr>
<tr>
<td>Boulder Junction - Transportation**</td>
<td>5.000</td>
<td>-</td>
<td>5.000</td>
<td>$1,037,666</td>
</tr>
<tr>
<td>Forest Glenn*</td>
<td>2.310</td>
<td>1.197</td>
<td>1.113</td>
<td>$10,984</td>
</tr>
</tbody>
</table>

* These districts are still under TABOR requirements for retaining revenue.
** This estimate includes payment in lieu of property taxes.
The City's budget process

The city's fiscal year runs in tandem with the calendar year (January 1 to December 31). City departments and associated advisory boards develop and review budgets in February/March. The City's executive budget team consolidates department budgets and ranks programs before submitting drafts of the budget to Council. The City Council holds study sessions on the Proposed Budget in August and September (and sometimes earlier). Public hearings to approve the budget are held in October. Revenues and spending are closely tracked once a budget is adopted, and mid year adjustments (Adjustments to Base) are brought to Council periodically. To obtain a City Council agenda go the City Council's webpage.
The Scoop on Sustainable Funding for Our Library

Prepared by

We are the Boulder Library Champions, a grassroots group of community volunteers who have come together in support of our library and our community’s vision for its future.

https://www.boulderlibrarychampions.org

August 14, 2019
Securing our library’s funding future - because it’s the library Boulder deserves

“Boulder Public Library is a crown jewel of the city, but its stewards have not always afforded it sterling treatment in the municipal budget…

The creation of a district would free the library from the constraints of shortfalls and allow it to perform at a level worthy of the Boulder community. The library could fulfill long-held goals — it could open a North Boulder branch and a “corner” branch in Gunbarrel, catch up on a backlog of deferred maintenance, expand programs to meet demand, and staff facilities beyond minimal levels…

For these and other reasons, the creation of a district to fund and operate the Boulder Public Library is the best way to ensure future success for the institution.…

…the best interests of constituents should be [Council’s] primary concern, and the creation of a library district would bring the brightest shine to this Boulder gem.”

Boulder Daily Camera, April 19, 2019
<table>
<thead>
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<th>Question</th>
<th>Page</th>
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</thead>
<tbody>
<tr>
<td>How does forming a library district help the City budget?</td>
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<td>What is the true cost of running our library?</td>
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<td>What are our library’s future capital needs?</td>
<td>12</td>
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<td>Why is a library district is the best solution for sustainable library funding?</td>
<td>29</td>
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</tbody>
</table>
How does forming a library district help the City budget?

Short answer

Benefits of a district would accrue to the city. The millions of dollars it currently spends on the library could be redirected to other municipal needs, which abound. Boulder’s retail sales tax revenue flattened in 2017, and the city last year faced a $4 million budget gap. The financial squeeze continues. The 2019 city budget included substantial reductions, including the loss of staff positions.

The City budget is overstretched. Costs to deliver programs and services have been rising faster than revenue growth for more than 15 years. Every two years, a new Council is elected and new priorities are set, resulting in additional initiatives and new programs that add to the budget stress. The City now has a long list of unfunded needs, many in core programs - basic services and programs that citizens rely on and which are at the heart of Boulder’s quality of life.

Three years ago, as part of the master plan process, the Library Commission began asking two simple questions.

- How much does it cost to operate our library today?
- How much additional revenue is needed to fully fund our library - i.e., to address long-standing unfunded needs and deliver programs and services that our community has asked for?

There were no simple answers.

Boulder’s city budget is a wondrous and complicated beast and understanding it is a challenge. The annual “City Budget” tells only part of the story. Costs to operate one department (such as our library) are accounted for in multiple “funds” and not reported as part of the library budget. Some costs (such as the backlog of facility maintenance needs) are not reported anywhere. And the city budget itself is constantly changing, because the city tracks revenues - and adjusts expenditures - on an ongoing basis. But the Library Commission persevered.

See “The Scoop on Boulder’s Budget” for a plain-English explanation of how the city budget is organized, why revenue shortfalls are anticipated, and what unfunded needs identified by city departments earlier this year.

View or download “The Scoop on Boulder’s Budget” from the Boulder Library Champion’s website [https://www.boulderlibrarychampions.org/why](https://www.boulderlibrarychampions.org/why)
The library master plan was updated and adopted in September 2018. Because the two preceding master plans (2002 and 2007) identified core funding needs that had not been addressed, the Library Commission made our library’s financial sustainability a primary focus of the 2018 master plan. Once goals and commitments were established, library staff developed metrics to measure success and cost estimates for each item identified in the master plan.

After many months of analysis and discussion, the Library Commission determined that forming a library district is the best way to ensure long term financial sustainability for our library. The Library Commission’s findings and recommendations can be viewed or downloaded here.

To provide as much budget accuracy as possible, Library Commission asked that a consultant with expertise in budgets be engaged, and City Council agreed.

Over the fall of 2018, GKBaum & Co. developed a detailed analysis of how much it costs to operate our library, funding options, and the financial costs and benefits of different operating scenarios (as a municipal library and a library district). Results of this analysis were presented to City Council at its November 27, 2018 study session.

Data and analysis about library funding in this document are based on GKBaum’s work. Spreadsheets underlying the analysis presented in this document can be viewed or downloaded here.
If a library district is formed, the city will no longer be responsible to pay for library services. Non-dedicated city funds being spent on library services today would be freed up and could be reallocated to other needs and/or rebated to taxpayers.

To understand how this works, we first need to answer two questions:

• What is the true cost of running our library today?

• What is the projected cost of running our library over the next 5-10 years?

City revenues not used for the library could be freed for other purposes.

<table>
<thead>
<tr>
<th>Based on</th>
<th>2019 budget</th>
<th>Status Quo (&quot;Maintain&quot;)</th>
<th>Full Funding (&quot;Expanded&quot;)</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 year total</td>
<td>$48.58M</td>
<td>$83.9M</td>
<td>$98M</td>
</tr>
<tr>
<td>Source</td>
<td>Based on current spending, w/o overhead costs.</td>
<td>Based on 5 year projection to maintain current spending.</td>
<td>Based on 5 year projection to fulfill master plan goals.</td>
</tr>
</tbody>
</table>

Overhead costs could provide an additional revenue stream to the City if the District contracts back for services:

$3.4M/yr X 5 yrs = $17M

---

1 Dedicated (or earmarked) funds are taxes or fees whose use is limited to specific purposes by the language of the ballot measure passed by the community when the program was established. Examples include transportation, open space, climate action, library, parks and recreation and the sugary beverages programs.
What is the true cost of running our library?

**Short answer:**

The true cost of running our library both operating and capital expenses. As reported by the city, operating costs appear in the annual budget (2019 budget). Major capital projects are accounted for in the Capital Improvement Program (CIP), which spans a six year planning period | 2019-2023 CIP.

Operating Costs

include direct costs (expenditures for staff, library collections and materials and equipment) and small, one time capital projects.

Costs for maintenance of library facilities and administrative overhead do not appear in the annual city budget. These costs are included in the budgets for other city departments and are usually not broken out.

This chart shows the estimated full operating costs for our library today: about $13.4 million dollars (based on the 2019 budget). Some small capital projects are part of the operating budget. These expenditures are paid for with City tax revenues, and cover library staff, library facilities, library collections and core services.
Library programs are funded primarily through financial contributions from the Boulder Library Foundation, and in-kind contributions from businesses and nonprofit organizations who partner with the library. The Library Foundation has been providing financial support to our library since 1974. Today, BLF funds about 90% of our library’s programs, including summer reading, children, youth & family programs, literacy services, music and cultural programs. In the past four years, program attendance has increased 63%

Around 1000 library volunteers donate their time each year. Volunteer hours contribute more than $600,000 each year, equal to about 11 FTE (~14% the library’s total workforce).
Capital costs

Major capital costs are reported in volume 2 of the budget, the City’s 6-year plan for major projects 2019-2024 Capital Improvement Program (CIP).

Our library currently has one major capital project: planning and construction of the North Boulder branch library.

• Costs associated with planning and construction of the NoBo building are accounted for in the CIP. A $1.5M - $2M shortfall has been identified, primarily due to rising construction costs.

• Additional funding will needed by 2021 to staff, furnish and equip the NoBo branch.

• Costs for library collections, equipment, furnishings, staffing and ongoing maintenance of the NoBo branch will be accounted for in the operating budget.

<table>
<thead>
<tr>
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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>NoBo branch construction</td>
<td>$</td>
<td>$</td>
<td>$</td>
<td>$</td>
<td>$</td>
</tr>
<tr>
<td></td>
<td>1,021,176</td>
<td>4,552,941</td>
<td>1,175,882</td>
<td>0</td>
<td>0</td>
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</table>

Sources of funds: $5M from 2017 Community, Culture and Safety (CCS) tax, $3.4M from Library Development Excise Taxes (DET). A shortfall of ~ $2M has been identified. Library reserves can be used to cover about $.5M, but funding for the remaining $1.5M has not been identified.

Capital projects are “one time” costs, while most of the items in the annual budget are ongoing costs (like personnel).
However, major capital projects are typically paid for over a number of years, using funds dedicated to that purpose (like transportation projects) or by issuing bonds, backed by dedicated sales tax (like the NoBo branch, which is relying on the 2017 Community Culture and Safety Tax to pay for about half of NoBo construction costs).

Library districts typically do not pay for major capital projects through municipal bonds backed by tax dollars.

Because districts have predictable, dedicated revenue streams, they can set aside funding for large capital projects in an internal savings account.

Library districts are required by law to provide an annual report to the public detailing revenues and expenses. Districts typically account for operating expenses and capital projects in the same budget document.
What is the “deferred maintenance backlog?”

Our library facilities are aging and have a substantial backlog of deferred maintenance (issues such as roof replacement, problems in building envelopes, outdated boilers and HVAC, replacement of worn furnishings and finishes).

An estimated $800,000/year is required to address the most pressing portion of the backlog over the next 5 years (estimated at $3.9M). There are additional costs in facilities backlog in subsequent years ranging from $200,000 in 2020 to $1.3 million in 2023. Beginning in 2026, the model assumes an average annual cost of around $600,00 to address the backlog.

Library facilities represent about 25% of the deferred maintenance backlog for the City as a whole. Over the years, the city has made several attempts to establish regularized funding to address the maintenance backlog, but other priorities continue to push deferred maintenance to a back burner.
What are our library’s future capital needs?
In addition to addressing the deferred maintenance backlog, the charts below show cost projections for anticipated capital needs.

- Reconfigure Main library spaces (especially the public computing area)
- Gunbarrel corner branch
- Renovation of Carnegie Library for local history and acquisition of archival storage
- Renovation of Reynolds Branch
- Replace the automated book sorters (“material handling machines”) every ten years
What is the projected cost of running our library over the next 5 years?

**Short answer: $98M.**

Projected costs to fund our library over five years are shown below. These projections include operating costs, capital costs (small and major), administrative overhead costs ("cost allocation"), costs to address the substantial backlog of deferred maintenance in our five library buildings.

**Master Plan Service Levels**

The 3 service levels shown in the table below are from the 2018 Library Master Plan. Below is a summary of the language contained in the master plan, followed by a "plain English" translation.

**Maintain = Status Quo**

Our library would continue to operate with the hours of operation, staffing, collection size, programs and services currently offered. Large budget increases in 2020 and 2021 reflect addition of the NoBo branch (capital construction costs plus staffing, new collections, equipment and furnishings).

**Address Community Demand**

Funding reflects needs identified by the community in the 1995 and 2007 library master plans - still unfunded today - plus strategic changes to enhance current programs and services. Examples include increased youth programs and services, increased maker, literacy and civic programming, increased outreach to Latino populations and transition to archival storage at Carnegie.

**Service Expansion (Community Vision Plan) = Full Funding**

Our library would be able to address growth in demand by adding a branch in Gunbarrel, perform much needed renovations at Carnegie and Reynolds, and make the Canyon Theater more usable for community groups.
What does it cost to run our library?

- Maintain
- Meet Community Demand
- Full Funding

This chart is a simplified version of Figure 2, p. 70 in the 11/27/2018 Council packet, including ongoing operating expenses, major capital, facilities maintenance (backlog is in community demand level) and cost allocation/overhead expenses.

<table>
<thead>
<tr>
<th>Costs to run our library - 3 service levels</th>
<th>2020</th>
<th>2021</th>
<th>2022</th>
<th>2023</th>
<th>2024</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintain</td>
<td>$18,253,187</td>
<td>$15,526,058</td>
<td>$14,866,217</td>
<td>$15,877,089</td>
<td>$20,151,566</td>
</tr>
<tr>
<td>Meet Community Demand</td>
<td>$21,016,664</td>
<td>$17,377,817</td>
<td>$16,789,126</td>
<td>$17,848,580</td>
<td>$22,173,005</td>
</tr>
<tr>
<td>Full Funding</td>
<td>$21,241,664</td>
<td>$18,236,569</td>
<td>$17,746,781</td>
<td>$18,607,678</td>
<td>$22,952,101</td>
</tr>
</tbody>
</table>

Data for Figure 2, p. 70
Source: Fund Financials worksheet
District scenario = Maintain with full costs + Unfunded summaries from MCD & Full atares worksheets
What is the current status of our library’s funding?

Even Boulder city council members acknowledge that the library is underfunded. The question is how best to get the library the money it needs to thrive. Some Boulder officials have suggested that the city could provide the funding by rethinking municipal priorities, but this means pulling money from other city needs. Another proposal would involve a new charge for non-Boulder library customers, but this would conflict with the library’s mission of providing free and equal access to all patrons.

**Short answer:** Our library is still being funded at 2006 levels.

In September 2018, City Council enthusiastically embraced all of the Master Plan goals (the Community Vision level, below).

However, the 2019 budget (presented one month later) originally recommended further cuts in library FTE and non-personnel expenses.

While Council rejected further cuts to the library budget, it voted to fund our library only at the “maintain” level.

Our library can’t compete against the priorities that drive Council elections. Because of the way these bigger issues dominate Council agendas and City priorities, it is difficult for library needs to be “heard” by City staff and Council.

To put the library’s budget into context, here is a brief summary of budget and population growth in our community since 2006:

Population in the City of Boulder grew about 13% between 2006 and 2018.

The budget for the City of Boulder, adjusted for inflation, grew about 68% in this time period. FTE grew by 19%. Cities operating budget grew about 36%.

A large portion of this jump is due to Council priorities and new programs. Subtracting these new priorities and initiatives, the City’s budget for core services grew at ~ 16%, roughly population growth.

The operating budget for the library, adjusted for inflation, has been flat since 2006. FTE declined 7% (on top of the 2002 cuts that reduced BPL staff by 16%).
At the “Maintain” level of library service...

- No $ for operating costs for the new North Boulder Library (or hours and services are cut at other locations to operate NoBo).
- Insufficient capital funds to complete vision for NoBo Library building (including net zero, playground, makerspace, partner spaces).
- Carnegie and other branches won’t have expanded hours and may have hours cut and limited.
- There will be no staff to support expanded youth programs and long delayed outreach to underserved populations (especially Latinos and seniors), nor to expand partnerships and volunteer activities, which are an important strategy to leverage resources.
- Makerspace activities and literacy programs will not be expanded to the branches, and no expansion of BLDG 61.
- No annual literacy program or programs aimed at building civic engagement.
- Expenditures for books and materials won’t increase, staying at around $7.30 per user instead of the preferred standard of $14 per user), resulting in longer wait lists for books and materials and no increase in holds.
- The Canyon Theater will not be made more accessible for community use through increased staffing and minor renovations.
- No ability to increase community awareness of library programs and services through increased marketing.

If we form a library district (expanding the funding base to better match the patron base) the following additional services could be funded.

- The promise of a branch in Gunbarrel will remain a distant dream.
- No archival storage or renovation at the Carnegie Library for Local History,
- No renovation of the George Reynolds branch.
- The severe maintenance backlog on current library facilities will not be addressed, and library facilities will not be maintained at an appropriate level going forward.
- Library branches will continue to operate with part time security services.
Why are future shortfalls projected for the City of Boulder budget?

**Short answer**

The revenue pie is shrinking, costs are rising, and more demands are placed on the city to deliver new programs and services following each election cycle.

- Revenue growth is not keeping pace with growth in costs to deliver existing programs and services and to maintain City facilities.

- New programs and services are added to the City’s workplan following each 2-year election cycle, as new City Councils establish their priorities.

- A full 1% of sales tax increments currently being collected are scheduled to expire in coming years.

- City departments have identified ~$338M in unfunded needs.

See [The Scoop On Boulder's Budget](#) for details.
How much money would be freed up if a library district is formed?

**Short answer**

Forming a library district would free up at least $9.7M/year in direct annual expenditures for our library (based on the current "status quo" budget).

Most library districts continue to rely on their city government to provide administrative overhead services.

“Contracting back” with the library district for these services would turn this paper revenue stream into a real revenue stream of up to $3.4M/year.
The library district would be responsible to implement the community’s vision for our library, so funding for increased staffing, future capital projects and maintenance of facilities (including the backlog) would no longer be a city responsibility.

From the perspective of total library funding, the city would realize ~ $98M in “avoided costs with a library district.

City revenues not used for the library could be freed for other purposes.

<table>
<thead>
<tr>
<th>Based on</th>
<th>2019 budget</th>
<th>Status Quo (“Maintain”)</th>
<th>Full Funding (“Expanded”)</th>
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<tbody>
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<td></td>
<td>Based on current spending, w/o overhead costs.</td>
<td>Based on 5 year projection to maintain current spending.</td>
<td>Based on 5 year projection to fulfill master plan goals.</td>
</tr>
<tr>
<td>Source</td>
<td>Slide 32, p.85</td>
<td>Figure 2, p.6</td>
<td>Figure 2, p.6</td>
</tr>
<tr>
<td>References are to the Council Study Session package. Page and slide numbers reference the relevant page in that packet.</td>
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</table>

Overhead costs could provide an additional revenue stream to the City if the District contracts back for services:

$3.4M/yr X 5 yrs = $17M

The following charts illustrate the magnitude of freed up revenues relative to the city’s list of unfunded needs.
What is a library district and how would it be funded?

The primary drawback of a new district is that it would impose a new tax on property owners within it. Organizers estimate the tax would be 4 mills. This would equate to $29 a year for every $100,000 of assessed residential property value — so, on a $670,000 home it would cost $192 a year. Voters within the proposed taxing district will have the ultimate say on its creation, and they must decide if the presence of a thriving network of libraries is worth the cost.

Boulder Daily Camera, April 19, 2019

Short answer

Library districts are an alternative form of local governance, funded through taxes voted on by people living within the district's boundaries. Library districts are now the most common form of governance and funding for public libraries in Colorado.

A library district is one of four types of "public libraries" authorized by the Colorado Library Law.

A library district is its own taxing and funding authority. It is not a division or department of the city or county, and is not included in those government's budgets.

Library districts are funded through property tax.

A library district can be formed in two ways:

• by a City or County resolution,
• or through a citizen petition process which places the question of forming a library district on the ballot.

In either case, citizens who live within the library district boundaries must vote to approve the property tax used to fund the library district.
Library districts are governed by a board of trustees, whose responsibilities and authorities are spelled out in detail by Colorado law. Trustees must be residents living within the boundaries of the library district. They represent the interests of all patrons within the district.

Trustees are appointed by the city council and county commissioners through a process outlined in state law.

Once a library district is formed, and an initial board of trustees is appointed, the city council and county commissioners would create an intergovernmental agreement (IGA).

The IGA addresses transition matters such as transfers of real estate, library employees, contracting for administrative overhead, facility maintenance, and the process for future trustee selection methods.

The board of trustees adopts policies and procedures to govern the library district through a public process.

The board of trustees is required to publish an annual report detailing budget expenditures, and providing metrics on library performance during that calendar year.

### Library District Transparency and Accountability

- **A library district enhances taxpayer accountability because its leadership is focused solely on the library.**
  - The Board of Trustees is accountable to all patrons, not just city residents.
  - Budgets are transparent and accessible.
    - Annual report required to taxpayers and establishing entities.

- **The library’s community assets (including facilities and collections) remain in service to the community.**
  - Facilities can be transferred or leased to the District - flexible options, negotiated in the IGA.
    - Sale or lease at “market rate” results in double taxation: the community has already paid for these facilities.
A primary purpose of library districts is to spread the costs of running the library more equitably among users.

About one-third of Boulder Public Library cardholders live outside of Boulder city limits.

No other library system of Boulder’s size has a similar, disproportionate number of cardholders living outside the library’s boundaries.

Many residents who live just outside Boulder are hungry for library service, and come into Boulder to use our library now.

The majority of library funding currently comes from City of Boulder residents.

- About 85% of funding for library facilities and operations comes from the city’s General Fund, whose revenues come primarily from city sales and property tax.
- The rest of library funding comes from a dedicated .333 mills of property tax and grants (including funding from the Boulder Library Foundation).
- Residents living outside city boundaries do not pay city property tax.
- People who purchase products within city limits and have them delivered to an address outside the city do not pay city sales tax. Similarly, online purchases delivered to an address outside city limits do not pay city sales tax.

The library district property tax would be applied to a larger service area, creating a funding base that better matches BPL’s patron base.

This expanded funding base would also fund new library services in areas that need a library, like Gunbarrel and Niwot.

A dedicated property tax provides predictable funding, giving our library the ability to confidently plan for the future.
How much funding would the Boulder Library District need?

**Short answer**

A maximum of **4 mills of property tax** would ensure sustainable funding for our library.

<table>
<thead>
<tr>
<th>Scenario</th>
<th>Service Areas</th>
<th>Service Level</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Maintain Service Levels</td>
</tr>
<tr>
<td>#6</td>
<td>City of Boulder Boundary</td>
<td>3.850 mills¹</td>
</tr>
<tr>
<td>#7</td>
<td>BVCP Boundary²</td>
<td>3.290 mills¹</td>
</tr>
<tr>
<td>#8</td>
<td>Expanded Boundary²,³</td>
<td>3.110 mills¹</td>
</tr>
</tbody>
</table>

(1) All scenarios assume that 0.333 mill Library Fund Mill Levy is not maintained.
(2) Scenario #7 and #8 assumes additional library materials costs of $14 per capita.
(3) Scenario #8 assumes additional corner library expenses of $486,000 in 2024.

**Notes:**

- If the Library District was required to purchase the library facilities, the mill levy would increase by approximately 0.60 mills in Scenario #6, 0.51 mills Scenario #7, and 0.47 mills in Scenario #8.
- All scenarios include $3.45M cost allocation beginning in 2020.
- All scenarios assume a 20% fund balance.

The **financial analysis done by GKBaum** included analysis of different funding scenarios.

This table compares costs between the three scenarios depicted on the map above.

**Red line - city limits**

**Green line - planning area**

**Black line: proposed library district**
How a Library district is formed

Boulder Library Champions is grassroots group of community volunteers who love our library and want to see it reach its full potential. We support forming a Boulder Library District to secure sustainable funding to give Boulder the library it deserves!

Boulder Library Champions is circulating a petition to allow our community to create and fund a library district using the “expanded boundary” (black line) as the service area.

The petition establishes a property tax limit “not to exceed 4 mills.”

- 1 mill of property tax generates about $3.6 million/year (2019 estimate).
- 4 mills of property tax would generate about $14.5 million/year in funding, enough to ensure long-term financial sustainability for our library.

Once a library district is formed, the .333 mills of city property tax currently dedicated to the library would be eliminated.2

City Council could choose to further reduce city property taxes as part of the reallocation of "freed up" funds discussed above.

Some City Council members have argued that library buildings should be "sold" to the library district.

Boulder Library Champions disagree.

- Our library’s community assets - including facilities and library collections - will continue to serve the same community.
- Community tax dollars have already paid for these assets once. Forcing the library district to pay for the same assets a second time amounts to double taxation.
- Facilities can be transferred to the district in a variety of ways.3 The best approach (used by many Colorado library districts) would be for the city to retain ownership of real estate, while leasing the buildings to the district for $1/year. This approach is already used for other Boulder cultural facilities (such as BMOCA and the Dairy Arts Center).

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2 The .333 mills is dedicated to the library in the Boulder City Charter. The City could no longer collect this increment of property tax without a community vote allocating it to some other purpose.

3 In Colorado, there is only one instance where library buildings “sold” to a library district at more than a token amount, due to a unique set of circumstances. The county which operated the library system was facing bankruptcy following a severe economic downturn due to the oil shale bust. The “market value” of the library buildings reflected the corresponding downturn in real estate values.
The table and chart below compare per household costs to fund our library within city boundaries, vs. funding at 4 mills within the proposed library district boundaries.

**Comparison between costs to fund our library within city boundaries vs. funding through the library district**

<table>
<thead>
<tr>
<th>Property tax mills needed to fully fund library</th>
<th>City boundaries (70% of users) 1 mill ~$3.5M</th>
<th>District boundaries (90% of users) Petition mill levy limit 4.00 mills</th>
<th>Assumptions &amp; notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Annual tax on $670K home</td>
<td>$228</td>
<td>$192</td>
<td></td>
</tr>
<tr>
<td>Annual tax on $850K home</td>
<td>$280</td>
<td>$220</td>
<td>4 mills, monthly costs: City boundaries: $23.33 District boundaries: $18.33</td>
</tr>
<tr>
<td>Annual tax on $1M home</td>
<td>$328</td>
<td>$288</td>
<td></td>
</tr>
<tr>
<td>Annual tax on $1M market value (commercial)</td>
<td>$1322</td>
<td>$1160</td>
<td>If Council does not make the library district buy library facilities, the mill rate can decrease by ~.40 mills Current .333 mills dedicated tax is retired in both scenarios Operating, overhead (cost allocation), capital and facility maintenance are included in all scenarios City scenario does not include increase in collections to $14/per capita District scenario assumes additional corner library expense (Niwot) $486K in 2024</td>
</tr>
</tbody>
</table>

- 4 mills translates into ~$2.40 per month. or $28.80 per year, for every $100,000 of assessed residential property value (based on the County Assessor’s “actual value” for assessment purposes: Boulder County Assessor explanation).
- 4 mills translates to about $1160 for every $1,000,000 of “actual” commercial property value.
Comparison between costs to fund our library within city boundaries vs. funding through the library district

- Annual tax on $850K home

$300

$280

$225

$150

$75

$0

City boundaries (70% of users) 4.56 mills

District boundaries (90% of users) Petition mill levy limit 4.00 mills

Library district = more equitable funding, costs spread across patron base

To calculate your property taxes: [http://maps.boco.solutions/propertysearch/](http://maps.boco.solutions/propertysearch/)

Enter your address or last name in the bar at the top.

Click on your property.

On the left menu click on Assessments.
Why is a library district is the best solution for sustainable library funding?

In the Library Master Plan, Boulder Library Commission members outlined a better way forward — the formation of a district. With the formation of library district, operation of the library, along with funding responsibility, would be transferred from the city to a new board of directors. Funds would come from a new property tax dedicated solely to the library. Library funds then would not be jeopardized by competing municipal priorities, and district boundaries could encompass the many library patrons in unincorporated portions of Boulder County. No other library system of Boulder’s size in Colorado has as many patrons who live beyond its borders, say advocates of the proposed district with the issue committee Boulder Library Champions. The creation of a district would free the library from the constraints of shortfalls and allow it perform at a level worthy of the Boulder community. The library could fulfill long-held goals — it could open a North Boulder branch and a “corner” branch in Gunbarrel, catch up on a backlog of deferred maintenance, expand programs to meet demand, and staff facilities beyond minimal levels...

Short answer

The Boulder Library District can fulfill our community’s vision for our library - because It’s the library that Boulder deserves.

A library district offers sustainable funding to meet demand and fulfill our community’s aspirations for 21st century library service in Boulder and neighboring communities.

Boulder Public Library helps change lives, build brighter futures, bring people together and make memories every day. Our library is beloved for its excellent service, innovative offerings and commitment to the Boulder community. Our library is an innovation hub, launching over 76 small businesses and 12 patents pending from BLDG 61, our library’s makerspace. With over one million visitors annually, Boulder Public Library’s popularity continues to grow by leaps and bounds. It is the busiest public space in Boulder, hosts six times more visitors than Chautauqua, four times more than the Farmers Market, and three times more than the city’s recreation centers.

But our library services has been underfunded since 2002. Funding for our library continues to fall well below community demand and per patron expenditures in similar communities. After years of research and chronic underfunding, the Library Commission unanimously
recommended the formation of a library district as the most equitable, accountable, reliable, and nimble option for BPL's long-term financial sustainability.

Benefits of Forming a Library District:

1. A library district is the most equitable form of funding, providing a better match between the patron base and the funding base.
2. A library district enhances taxpayer accountability because its leadership is focused solely on the library. The Board of Trustees is accountable to all patrons, not just city residents.
3. Budgets are transparent and accessible, with annual reports required to taxpayers and establishing entities.
4. The library’s community assets (including facilities and collections) remain in service to the community. Facilities can be transferred or leased to the District.
5. In a library district, funding is more reliable and predictable, because it is secured directly from dedicated tax revenues. Changes in funding decisions can be made quickly, funds can be set aside for major projects, and unspent dollars can be saved for future years.
6. Our library would no longer have to compete for funding with priorities that drive Council elections.
7. A library district would free up General Fund dollars that the city can allocate to other priorities.
8. A library district offers sustainable funding to meet demand and fulfill our community’s aspirations for 21st century library service!

For these and other reasons, the creation of a district to fund and operate the Boulder Public Library is the best way to ensure future success for the institution. Organizers are planning to seek voter approval in November for such a district, and a positive response at the polls would open an uplifting new chapter in the library’s story...

Some city officials are understandably reluctant to relinquish a crown jewel. But the best interests of constituents should be their primary concern, and the creation of a library district would bring the bright-

Boulder library is about so much more than books. It offers a vast catalogue of material, programs and services. Almost a million patrons a year visit the library. They benefit from internet access, exhibitions, performances, meeting rooms, business development, The Digital Foundry audio-visual studio, and the BLDG 61 makerspace. Library resources enrich the community in innumerable ways, and the return on investment is indisputably high. They’re worth paying for.
## BOULDER PUBLIC LIBRARY COMMISSION
### MASTER CALENDAR

**UPDATED: March 22, 2018**

### MATTERS FROM:
- Library Commission
- Staff
- Boulder Library Foundation

#### JANUARY
- **Library Commission**
  - Review Library Commission handbook
  - Assist with recruiting new library Commissioner
- **Staff**
  - City Council Annual Retreat
  - Submit Library Commission’s annual letter to City Council
  - Plan review and updates of library rules and policies
- **Boulder Library Foundation**
  - BPL Working Meeting
  - BPL Director present the annual report for preceding fiscal year and package of recommended programs for upcoming fiscal year

#### FEBRUARY
- **Library Commission**
  - Library Commission candidate applications due
  - Approve Library Commission handbook updates
- **Staff**
  - Report on outcome of City Council retreat
  - Review director’s operational service plan
  - Plan review and progress on Master Plan goals and objectives
- **Boulder Library Foundation**
  - Board Business Meeting
  - BPL Director responds to questions raised in January
  - Board acts on program and activities proposed by BPL

#### MARCH
- **Library Commission**
  - Appreciation of Library Commissioner whose term ends
  - Library Commission’s annual letter to City Council
- **Staff**
  - Present annual library usage statistics
  - Report on outcome of City Council retreat
  - Review director’s operational service plan
  - Plan review and progress on Master Plan goals and objectives
- **Boulder Library Foundation**
  - BPL Working Meeting
  - Vote on BPL Director funding request

#### APRIL
- **Library Commission**
  - Welcome and administer oath of office to new commissioner
  - Elect new Library Commission officers and Boulder Library Foundation members
  - Take new photo for Library Commission website
- **Staff**
  - Volunteer Appreciation Week
  - Budget: Present 1st round of Adjustment to Base requests
- **Boulder Library Foundation**
  - BPL Annual Meeting and Officer Election
  - Two new Library Commissioners join the board

#### MAY
- **Library Commission**
  - Approve new photo for Library Commission website
- **Staff**
  - Present Q1 library usage statistics
  - Present Summer Reading Program plan
- **Boulder Library Foundation**
  - Business Meeting

#### JUNE
- **Library Commission**
  - Provide input on upcoming years’ recommended budget
- **Staff**
  - Present Q2 library usage statistics
  - Present Summer Reading Program plan
- **Boulder Library Foundation**
  - Business Meeting

#### JULY
- **Library Commission**
  - Present Q3 library usage statistics
- **Staff**
  - Budget: Present outcome of 1st round of Adjust to Base requests and update on City Managers recommended budget for the upcoming year
- **Boulder Library Foundation**
  - Business Meeting – operational budget approved and dispersal schedule established

#### AUGUST
- **Library Commission**
  - Approve Warner Charitable Trust contribution
- **Staff**
  - Present Q3 library usage statistics
  - Budget: Present outcome of 1st round of Adjust to Base requests and update on City Managers recommended budget for the upcoming year
- **Boulder Library Foundation**
  - Board Working Meeting
  - BLF Executive Committee and BPL Director establish a program schedule for the upcoming year

#### SEPTEMBER
- **Library Commission**
  - Present annual letter to City Council
  - Review BLF fund-raising successes from previous year, and fund-raising plans for the upcoming year with BLF Executive Committee
- **Staff**
  - Colorado Association of Libraries Annual Conference
  - Budget: Present final round of Adjustment to Base requests
- **Boulder Library Foundation**
  - Business Meeting – operational budget approved and dispersal schedule established

#### OCTOBER
- **Library Commission**
  - Finalize annual letter to City Council
  - Review BLF fund-raising successes from previous year, and fund-raising plans for the upcoming year with BLF Executive Committee
- **Staff**
  - Draft annual letter to City Council
  - Review Library Commission application questions
  - Present Q3 library usage statistics
  - Submit Library Commission application questions following the meeting
  - Budget: Present update on approved city budget for the upcoming year
  - Report on Boulder Library Foundation grant requests submitted
- **Boulder Library Foundation**
  - Business Meeting
  - BPL budget finalized, including fund-raising plan for the following year

#### NOVEMBER
- **Library Commission**
- **Staff**
- **Boulder Library Foundation**

#### DECEMBER
- **Library Commission**
- **Staff**
- **Boulder Library Foundation**
MAIN LIBRARY RESTROOM RENOVATION PROJECT

The gender-specific restrooms on both floors, as well as the water fountains/bottle filling stations, are slated to be complete by the mid-September 2019. Although the all-gender restrooms will still be under construction, the gender-specific facilities will be opened as soon as they are ready. This will double the number of public facilities available in the building. The all-gender restrooms are anticipated to be complete the last full week in September 2019. This means they will not be open in time for Jaipur Literature Festival (JLF).

While this is not ideal, the timeline is dependent on the manufacturer-delayed production of the custom-made stall doors. In order to accommodate all the people attending JLF, the number of outdoor Port-a-lets has been increased and includes Americans with Disabilities Act (ADA) accessible units.

NORTH BOULDER BRANCH LIBRARY PROJECT

Public art for the north Boulder branch library was selected by the community selection panel, reviewed by the staff technical review committee, and approved by the city manager’s office. The Office of Arts and Culture (OAC) is proceeding with the contract process with artists. The selected proposal is from Daily Tous Les Jours and consists of an interactive art piece that creates an elevated procession on the ramp leading from the Broadway entrance into the second floor of the library. The pavement cracks will be treated as colorful musical notes that transform patrons’ steps who are walking into the library into a musical creation and a collaborative soundtrack. The OAC and the artist will work with the architect to refine the piece and will become part of the design team for design, construction, and installation of this artwork. The selection panel presentation is Attachment A. You may be interested in other examples of interactive artwork from Daily Tous Les Jours in action here: https://www.youtube.com/results?search_query=daily+tous+les+jours.

The design team officially submitted for Site Review, as part of the Land Review Process, on July 29, 2019. Initial comments from Planning and Development Services staff are expected by Friday, August 30, 2019. Once those comments and questions are reviewed, the design team will answer questions and address comments. Follow-up meetings and potential problem-solving with other city departments, including Transportation, Facilities and Asset Management, and Parks and Recreation may be required to respond to the Site Review questions and comments.

You can access the submitted plans at https://maps.bouldercolorado.gov/development-review/?_ga=2.114579847.1856127581.1565019414-1286916132.1522180462. Enter ‘LUR2019-00043’ in the upper right-hand field. Choose the case from the drop-down menu. The documents will be listed on the left-hand side of the screen.

CIVIC AREA RESTROOM PROJECT

Construction began on this project and is now delayed due to a water main not being located where indicated on the plans. Building location must be a minimum of ten feet from water utilities, so the drawings need to be revised and resubmitted to Planning and Development Services for approval. The
additional review and approval process will take another three to four weeks. An update will be provided when the construction timeline is firm.

Regarding the commission question about signs directing users to this restroom location in the Civic Area, the Parks project team had not considered wayfinding signs and greatly appreciates the Library Commission bringing it to their attention. The team will reconvene to discuss opportunities for directional/wayfinding signs in the park area.

**5TH ANNUAL ZEE JAIPUR LITERATURE FESTIVAL**

The 2019 JLF speaker information is available at [http://jlflitfest.org/colorado/speakers](http://jlflitfest.org/colorado/speakers). Here is a link to the schedule [http://jlflitfest.org/colorado/schedule](http://jlflitfest.org/colorado/schedule).

**COMMUNITY ENGAGEMENT RESOURCES**

Commissioner O’Shea requested information or resources the city or library has about community engagement. Commissioners are encouraged to review the information and documents on the City’s Engagement 101 webpage [https://bouldercolorado.gov/engage/engagement-101](https://bouldercolorado.gov/engage/engagement-101).

**FOLLOW UP: MEETING WITH CITY COUNCIL CANDIDATES**

Here is the response from the City Attorney’s Office to Commissioner O’Shea’s question asked at the August Library Commission about Library Commissioners meeting with City Council candidates: As long as the commissioners are not spending money to support the campaign, they may meet with City Council candidates. No more than two commissioners may be present at the meetings.

**REVIEW OF LIBRARY COMMISSION APPLICATION QUESTIONS**

The City Clerk’s Office requests the commissioners input on the Library Commission application by Oct. 18, 2019. The questions used in the 2019 application are Attachment B. The Library Commission may also prefer to review the job description to ensure that it is up to date.
DAiLY
TOUS LES JOURS

Boulder Office of Arts + Culture
NoBo Public Library
“I had a conversation with a stranger”
“I made music with a stranger”
“I am proud of my city”
“Democracy does not require perfect equality, but what it does require is that citizens share in a common life. What matters is that people of different social backgrounds and different walks of life encounter one another, bump up against one another in the ordinary course of life, because this is what teaches us to negotiate and abide our differences.”

– Michael Sandel
Living with our time
Collective experiences in public space
If you don’t like it change it
Public space is more important than social media
We can dance
Infinite games for an infinite city
Common life
More together than alone
What is even better than a public space?
Community at the heart
Meet me at the library

- Catch up with the latest news
- Exchange ideas
- Experiment with cooking
- Be transported by a novel
- Learn about sustainability
- Enjoy the view
- Watch a show
- Play
- Invent something
- Grow vegetables
- Hang out
Meet me at the library...
Anything is possible
Artwork Objectives

Provide an iconic ‘Welcome!’ ritual that celebrates the power of the Library to bring the community together
“It’s better to dance than to march through life.”

-Yoko Ono
Start with a dance

End with a slide
Going to the library...
Going to the library...
Going to the library...
Going to the library...
An elevated procession
Pavement cracks treated as colorful notes that transform walking into a musical creation
Key Components

- Colorful cracks integrated to walkway
- 'Tech trench' enclosing speakers and sensors
A Ritual...

– Always harmonious
– Endless combinations
– A new kind of wind chimes that never gets tiring or old
– Triggered by people
– Sound directed to players, not intrusive for non players
Collaborative soundtrack encourages multi-generational, communal playful experience
Prime visibility from Broadway
Welcoming visitors to the community facilities of the library
Early Prototypes

Intuitive play
Early Prototypes

With music
Collaborative Soundtrack

Stepping on a line triggers a melody.

Different colors create different sounds and atmospheres.

Step briefly or stand still, step on all the cracks, jump, dance and explore with others.
Learning & Participation Opportunities

Collaborative workshops

Music

Materials

Technology
Music

Local relevancy

Musical Shadows, Dubai – Local recordings

Musical Shadows, Mesa – musical interaction workshop
Technology

Prototyping for all!

Soleil Bleu Ciel – How it works sessions
Materials

BYO HDPE party

Thing Thing Studio, Detroit
Preliminary Technical Considerations
Plan

**LEGEND**

1. CRACKS
   - Recycled HDPE

2. TECH TRENCH
   - Aluminum, Powder Coated

3. MOTION SENSORS
   - Benewake TFmini Plus
   - Micro LiDAR Module

4. SPEAKERS
   - TIC Corp GS5 - 5" Compact Outdoor Speakers

5. PLANNED GREENROOF

6. PLANNED PAVERS
Sections

**LEGEND**

1. **CRACKS**
   Recycled HDPE

2. **TECH TRENCH**
   Aluminum, Powder Coated

3. **MOTION SENSORS**
   Benewake TFmini Plus
   Micro LIDAR Module

4. **SPEAKERS**
   TIC Corp GS5 - 5” Compact
   Outdoor Speakers

5. **PLANNED GREENROOF**

6. **PLANNED PAVERS**

**LONGITUDINAL SECTION**

**TRANSVERSAL SECTION**
Assembly Considerations

LEGEND

1. CRACKS
   Recycled HDPE

2. TECH TRENCH
   Aluminum, Powder Coated

3. MOTION SENSORS
   Benewake TFmini Plus
   Micro LiDAR Module

4. SPEAKERS
   TIC Corp GS5 - 5" Compact Outdoor Speakers

5. PLANNED GREENROOF

6. PLANNED PAVERS
Technical Diagram

CONTROL SPACE
Indoors, in close proximity to artwork
(max 20 m)

AMPLIFIERS
2x8 channel

COMPUTER
in rackmount

SCREEN
to access computer

120 VAC
INTERNET
## Key Components Specification

### Cracks
- **Quantity:** 46
- **Material:** Recycled HDPE
  HDPE is a dense material that is resistant to impact and will not deform in extreme temperatures. HDPE does not absorb liquid readily, making it easy to maintain and keep clean.
- **Color:** Three contrasting colors inspired by the soundtrack. Final colors to be chosen following material tests and final music composition.

### ADA Considerations
ADA considers any vertical level change over 1/4” to be a tripping hazard. We will install our colorful cracks flush with the walkway paving to ensure to adhere to this guideline. The impact should be similar to that of a typical sidewalk joint.

### Trench
- **Height:** 10”
- **Width:** 10”
- **Length:** 73’ and 25’
- **Material:** Aluminum, powder coated
- **Access:** Removable panels facing the ramp

### Computer
- **i7, 3.5 GHz, 16 GB ram**

### Cabling
- **Cables fed to conduit system underground**

### Sensors
- **Quantity:** 46
- **Benewake TFmini Plus = Micro LiDAR Module**
- **Operating Range:** 0.1m-12m
- **Accuracy:** ±5cm @ (0.1-6m), 1% @ (6m-12m)
- **Distance resolution:** 5mm
- **Frame rate:** 1-1000Hz (adjustable)
- **Ambient light immunity:** 70klux
- **Operating temperature:** -20 °C ~ 60 °C
- **Enclosure rating:** IP65
- **FOV:** 3.6° (edited)

### Sound
- **Quantity:** 8 speakers
- **GS5 - 5” Compact Outdoor Weather-Resistant Omnidirectional In-Ground Speakers**
- **Power handling:** 50W RMS / 100W Peak
- **8Ω standard impedance**
- **One (1) 8-channel amplifier, Yamaha XMV8140, 140W/ch at 8Ω/4Ω**

The installation does not require high volume levels since the speakers are distributed along the walkway, always near participants.

Volume is adjustable, and set at a level that sound is comfortably audible over background noise, but not obtrusively loud for people not on the walkway.
Installation

Preparing

Tech Trench
A trench dug into the grass area running parallel to the walkway will house all electronic equipment (except the control center).
- Coordination with architects/planners to clear area required and - run conduits between the trench and the indoor control center and plan water drainage
- Installing the trench enclosure to host cables, sensors and speakers

Walkway paving
Coordinate with architects/planners to incorporate pre-made cavities between walkway pavers to insert the physical "cracks".

Installing

1. Run cables from indoor Control Center to Tech Trench

2. Install electronics
All sensors, micro-controllers and speakers are installed in the tech trench.

3. Install electronics in Control Center
Computer, amplifiers and other technical equipment are installed in the control center, and connected to main power, Internet, sensor and speaker cables.

4. Install "cracks"
All cracks are installed into the cavities in the walkway paving surface.

Running

Once electronics are connected and operational, a test phase will allow for adjustments to the musical response of the software.

This is the final phase before the Work and site can be opened to the public.
Maintenance & Operations

- ADA compliant for accessibility
- Weatherproof components (experience with extreme weather conditions)
- Based on best practices integrating technology in urban infrastructure (CSA compliant etc.)
- Typical walkway snow removal and cleaning (no tech in cracks)
- Routine inspections integrated to normal site maintenance
- Annual in-depth inspection

Also, Daily delivers:

- Maintenance & Operations manual
- Local team training
- Remote monitoring
- Spare parts
- help@dailytlj.com
## Making it Happen!

### Preliminary Timeline

<table>
<thead>
<tr>
<th>Phase</th>
<th>Duration</th>
<th>Activities</th>
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<tbody>
<tr>
<td>Phase 1</td>
<td>3 months</td>
<td>Detailed Design</td>
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<td></td>
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<td>Preliminary selection of sub-contractors and partners</td>
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<td>Prototyping</td>
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<tr>
<td>Phase 2</td>
<td>2 months</td>
<td>Final selection of sub-contractors and partners</td>
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<td>Final budget adjustments</td>
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<tr>
<td>Phase 3</td>
<td>4 months</td>
<td>Sound production</td>
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<td>Software development</td>
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<td>Fabrication</td>
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<td>Crating, Shipping</td>
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<td>Installation</td>
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<td>Phase 5</td>
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<td>Remote monitoring</td>
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### Preliminary Budget

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<td>Design</td>
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<td>Creative Direction</td>
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<td>Interaction Design</td>
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<td>Industrial Design</td>
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<td>Sound Design</td>
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<td>Shipping and Installation</td>
<td>20,000</td>
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<tr>
<td>Project Management (15%)</td>
<td>33,750</td>
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<td>Administration (5%)</td>
<td>11,250</td>
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<tr>
<td>Production Contingency</td>
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<tr>
<td><strong>TOTAL (USD)</strong></td>
<td>225,000*</td>
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### Team

**Creative Direction**
Mouna Andraos, Melissa Mongiat

**Interaction Design**
Pierre Thirion, Anne Ouellette

**Technological Direction**
Eva Schindling

**Industrial Design**
Rebecca Taylor, Steven Steffen

**Interaction Design**
Michael Baker

**Project Manager**
Irene Chaudouet
DAILY
TOUS LES JOURS
OUI!
LIBRARY COMMISSION

Annual Application 2019

Date:

Staff Liaison: Celia Seaton (303) 441-3106

The Library Commission consists of five members appointed by City Council, each to five-year terms. The Commission was established in the City Charter in 1917 to provide consultation and make recommendations to Library staff and Council on the management of Boulder's public libraries and information services.

Meetings are held the first Wednesday of the month at 6:00 PM at one of the library facilities.

Library Commission Job Description

The City of Boulder believes that a diverse work force adds quality and perspective to the services we provide to the public. Therefore, it is the ongoing policy and practice of the City of Boulder to strive for equal opportunity in employment for all employees and applicants. No person shall be discriminated against in any term, condition or privilege of employment because of race, national origin, religion, disability, pregnancy, age, military status, marital status, genetic characteristics or information, gender, gender identity, gender variance or sexual orientation.

The Boulder City Charter requires representation of both genders on City Boards and Commissions.

Name:

Home Address:

Home Phone:

Mobile Phone:

Work Phone:

Email:

Occupation:

Place of Employment / Retired:
Do you reside within Boulder City limits?:

When did you become a resident of Boulder?:

1. What qualifications, skill sets, and relevant experiences do you have for this position (such as education, training, service on governing or decision-making boards, etc.) that would contribute to you being an effective board member and community representative?

2. Have you had any experience(s) with this Board or the services it oversees?

3. Describe a situation where you were involved with a group and had to work through a disagreement or conflict among the members.

4. List all potential conflicts of interest you might have with respect to the work of this board.

5. Have you participated in other community organizations? Please describe. How has your involvement in the community led you to applying for the library commission?

6. Have you reviewed previous library commission meeting minutes, or the recently adopted Library Master Plan document? What thoughts do you have about recent decisions and/or plans?

7. The Boulder Public Library balances traditional definitions of library services with innovation around informal learning, collaboration, literacy and 21st century skills. What's your vision for the future of our library?

8. How will you manage the public’s priorities for the library with the tradeoffs of budget, operational, technological and physical constraints?

9. Some members of the public perceive that the library has a problem providing a safe and secure environment. How do you propose to balance perceptions of unsafety with providing “free and open access” in a public setting?