

**Boulder Library District Advisory Committee
October 13, 2021
6:00-9:00 p.m., Online**

Meeting Notes

Meeting Objectives:

- Approve a Library District Advisory Committee (LDAC) Charter and meeting start time
- Approve LDAC community engagement methods
- Start to build consensus recommendation on what the District should be and/or identify data needed to build agreement on: district boundaries and services the district will provide

Documents: 1. LDAC Charter; 2. LDAC Process; 3. Sample IGA; 4. Boundary Maps-Patron Points; 5. Boundary Map-voting precincts; 6. LDAC Memo on Service Lists; 7. Current Services list; 8. Current & Future Services list to meet Master Plan Goals

Public Comment Session – *Each speaker is allowed 2-3 minutes depending on how many people wish to speak.*

No community members present during comment period.

Library District Advisory Committee Process, Charter and Meeting Time

The facilitator reviewed key elements of the charter. LDAC members asked clarifying questions then approved their charter:

- *Question:* How will LDAC work be linked to County Commissioners and/or City Planning Board and other organizations?
Answer: The LDAC's purpose is to provide input and advice to the City Manager and City Council. The City Manager and council will also get input from other groups and the community that they will consider when finalizing the IGA.
- *Question:* Is LDAC limited to public engagement listed in the LDAC charter i.e. public comment session during LDAC meetings and the web comment form?
Answer: No, LDAC is not limited to public engagement referenced in the LDAC charter. LDAC may agree to do more on their own or within LDAC budget.
- *Question:* Is the process iterative or serial?
Answer: The LDAC process is iterative. LDAC needs to make decisions to have clarity on impacts and resulting costs (e.g., decide the boundary and services to provide), which may lead to reconsidering earlier decisions, until a final agreement on advice is reached.

AGREEMENTS:

- Adopted the LDAC charter as written.
- Meeting time stays 6:00-9:00 p.m. No one requested a change. Members may revisit meeting time if needed.

LDAC Community Engagement

Presentation: Community Engagement Methods for LDAC process

- [Library District Advisory Committee Web Page](#) information on :
 - LDAC meeting dates
 - Links to LDAC meeting materials – agendas and supporting materials (meeting packets will be posted approximately a day after LDAC receives them)
 - Links to LDAC meeting recordings, and summaries (once LDAC approved)
- [LDAC comment form](#)
 - Comments from community members will be sent to the LDAC email distribution list. If there are a lot of comments, a summary of comments will be prepared and sent to the LDAC with the original comments.
 - Responses – Staff will respond when appropriate to be shared with LDAC. If a LDAC specific response is needed, staff will draft and review with LDAC for approval.
- LDAC meetings are published on the LDAC web page, the [City calendar](#), and published in the News from City Column in the newspaper

AGREEMENT: Community engagement methods are approved.

Background

Presentation ([Slides](#), [recording 36:56](#))

- History
 - Boulder conversation on a library district has been going on for years with most recent discussions based on the Library Commission recommendation in the 2018 Master Plan.
 - Extensive community engagement was conducted to determine the level of library service desired by the community.
- District formation by petition vs. resolution. The LDAC process is to prepare for formation of the district by City Council and County Commissioners through a **resolution**, and subsequent TABOR election to fund the district if approved by voters within the district service area boundary.
- Governance of Districts – City Council and Boulder County Board of County Commissioners (BOCC) are required to:
 - Provide transitional funding of the district by January of the year following a successful funding election,
 - Appoint the initial Board of Trustees to 1 to 5-year terms of service, and
 - Enter into an IGA with the Library District. IGA outlines the rights, responsibilities and obligations of the three parties on the transition from a municipal library to a library district.
- Powers and duties of the Library Board of Trustees
 - Establish bylaws, board operational procedure, etc.
 - Acquire or hold land and buildings for the district
 - Enter into contracts
 - Request taxes and has the ability to issue debt as regulated by TABOR and the Library Law.
 - Conduct reporting and auditing.
- District Funding
 - Funded through voter-approval of a TABOR ballot measure to increase to property taxes for property owners within the district boundaries.
 - District cannot raise funds from any other tax revenues (e.g., sales or excise).

- Districts may accept gifts and may use Certificates of Participation to allow issuance of debt without a vote.

Discussion, Questions/Answers and Comments

- *Question:* What is the benefit of forming a district through a resolution process rather than the petition/ballot process?
Answer: Voters like to know the details of what they are funding (voting 'yes 'to). The resolution process will give the public more clarity of responsibilities and what they will get for the mill levy increase. The resolution/IGA process will develop the details of what the district will be and how it will be transferred, prior to the voters approving the funding.
- *Question:* Can a Library District go back to the voters for tax-based bonds?
Answer: Yes, as long as it complies with TABOR. They may also do Certificates of Participation to allow issuance of debt that doesn't require voter approval.
- *Comment:* Research on existing Colorado Library Districts showed most funded capital improvements from money saved rather than bonds. Currently, the City cannot build up a capital fund.

LDAC Discussion – Proposed District Boundary

Presentation (*slides*, recording: 55:29)

Boundary is relevant to district service area and the mill levy required to fund those services. Current proposed boundary was created in 2018. Expanding or contracting the boundary may change the amount of funds needed to provide the library services desired. Expanding it may impede on other jurisdictions.

- *Criteria for determining boundary*
 - Avoid areas of influence of other jurisdictions (map established in the "Super IGA" Boulder County comprehensive planning document)
 - Avoid other library system/district boundaries
 - Use voting precinct boundaries, as requested by the County, to ease ballot distribution
 - Include the largest number of households with library card holders
- *Boundary map with patron points:* 88-90% of households in residential areas within the proposed district boundary have library card holders.
- *Boundary map showing voting precincts:* peculiar shape of the boundary is based on voting precinct boundaries.
- *Boundary considerations*
 - City of Boulder as district boundary.
 - Boulder Valley Comprehensive Plan area as district boundary, does not align with precincts.
 - Extended boundary that includes the majority of BPL cardholders.
 - Council requested to extend further west into the mountains
 - BOCC's request to include Niwot where there is interest in having library services.

Discussion, Questions, Comments

- *Question:* How does the proposed boundary reflect the library service areas of Louisville and Lafayette?
Answer: The east side of the boundary zig-zags to avoid areas of influence with Lafayette and Superior, and line up with voting precincts. There are small pockets of housing just outside the boundary.

- *Question:* Why did the BOCC want the District to include Niwot? Does this show County support for passing a resolution?
Answer: The BOCC requested two areas, 1. There is a recent development in Altona (on the way to Lyons), and 2. Niwot has been requesting library services from BOCC for years. Whether the BOCC will pass a resolution and support a funding ballot measure is unknown at this time. The BOCC wants to see the level of support from voters in unincorporated areas and know whether council supports the formation of a library district.
- *Question:* What about areas designated as Rural Preservation or agricultural land, by the county or other cities, that are intended to stay rural, but they may already have small developments that may want library services?
Answer: If the areas are in within another jurisdiction's area of include, if we wanted to include them in the boundary, we would need to negotiate with those jurisdictions before council decides on the final district boundary. This would add more steps, bureaucracy, and time which is why the boundary avoided other jurisdictions' areas of influence. Almost any area in the proposed boundary can be removed from the map without much impact on mill levy required except for Boulder, Gunbarrel and Niwot.
- *Question:* Boundary map with patron points – what do the dots represent?
Answer: The points represent an address with at least one library card holder. A point might represent a multi-family homes or areas where there are multiple card holders, but are represented as one point on this map.
- *Question:* How many card holders are not with in the district boundary?
Answer: Estimated 15 – 17% are cardholders outside the boundary.
- *Question:* Per statute, does the mill levy apply to both residential and non-residential areas within the proposed boundary?
Answer: Yes.

ACTIONS:

- One member will share some areas that require further consideration to include in the boundary. Staff will review the proposed additions and provide information to LDAC if they are feasible for boundary expansion consideration.
- LDAC will review and approve a proposed boundary at the 10/28 meeting.

LDAC Discussion – Library Services to provide

Presentation ([Slides](#), [Recording 1:16:13](#))

- Using the proposed district boundaries, a 2019 financial analysis estimated the costs for services up to and including the service expansion level in the 2018 Master Plan.
- The Master Plan identified three levels of services and costs:
 - Maintain Service Levels = \$14.5 M annually
 - Address Community Demand services = \$18.9 M annually
 - Service Expansion = \$20 M annually
- Additional funding information
 - In 2019, council approved new funding including most of the Address Community Demand service level. The pandemic-related budget reductions put library funding back to below Maintain Service Levels. Some funding was restored in 2021-2022 but not to 2019 levels.
- The 2018 Master Plan proposes to take care of what the Library has and implement what has been planned/promised for years; it is not a visionary wish-list, it is conservative.

- A Gunbarrel Corner Library is included in the 2018 Master Plan. Building a library or operating a corner library in Niwot was not. The 2019 financial analysis included cost estimates for both Gunbarrel and Niwot Corner Libraries provided that Niwot is included within the district boundary.
- The cost difference between Maintain Services and Address Community Demand levels equates to less than 1 mill.

Discussion, Questions, Comments – Should the Library District services list be all services in the 2018 Master Plan up to and including the Service Expansion list from 2018 Master Plan?

- *Question:* Did BPL look at diversity, equity and inclusions (DEI) issues, and underserved communities?
Answer: The process included outreach to underserved communities to understand their needs (predominately around, early childhood literacy and adult education). About half the plan goals are related to the input/feedback received from community engagement. Funding through Service Expansion includes funding currently underfunded and additional outreach services, (e.g., take the library to underserved community members, more outreach to determine specific or changing needs, etc.). BPL leadership is satisfied that the process and the plan captured the needs of underserved. Services for underserved is not a large part of the total cost for the district.
- *Question:* What is the process for building agreement on the services and resulting cost?
Answer: LDAC will decide tonight or at the next meeting, a soft decision that may be revisited after seeing the mill levy needed to fund the services.
- *Suggestion:* Remove late fees, undue burden for underserved and low-income users.
 - City Council approved discontinuing late fees in 2019.
- Funding through Service Expansion = 3.7 mills, or about \$26 annually per \$100,000 of residential home value (\$260 a year for \$1M home), and \$104 annually per \$100,000 of commercial property value.
 - *NOTE after the meeting:* property tax is based on a state formula – Actual Value X Assessment Rate X Mill Levy Rate = taxes. Actual Value is determined by considering comparable home sales, location, and other factors. Assessed value is a percentage of Actual Value; assessed value and considers overall quality and condition, market conditions and if it is owner-occupied or rented.
 - *NOTE:* Next meeting will cover the financial elements in detail.
- *Suggestion:* LDAC should consider how the property tax increase would impact renters, how would it be passed on to renters.

AGREEMENT: District services should include everything through the Service Expansion level.

Future Agenda Items that Members are Interested in, Concerned About, or that could be Sticky issues

Discussion

Facilitator asked LDAC what future agenda items they were interested in, concerned about or could be sticky.

- Map – concerned about impacts on surrounding communities
- Services – ensure district services are the services people need and want

- Gunbarrel Corner Library – want assurances on it actually happening, instead of continued promises without results
- Trustee appointments – what is the process, how would the community know it was happening
- Community Engagement
 - The community needs to be comfortable with all the details.
 - Need to message all the complex information so it is accessible.
 - A good community outreach effort/example – a Police oversight task force had affinity spaces and went out to different groups
 - Need to understand key stakeholders and what they need and want
 - Need to gather input from residents of unincorporated Boulder County – this is not just a City issue.
 - Understand how underserved community input is being sought and how input will be addressed
 - Want to hear from the whole community, reach out to minority groups and translate materials
 - Identify communities of interest and go to them
 - Master Plan community engagement did a great job of this
 - Funding is required to do community engagement more than what is currently offered
 - Important to talk with sectors of the community that aren't going to like it, who will be concerned about costs
- Transfer of assets – get that right, right for taxpayers and residents who have already paid for the assets; this is a small thing, but it is easily understood, and opposition is more likely to use it as a reason to not vote for District funding
- Financing – how the mill levy will work and the impacts on commercial property owners
- Ensure Library District gets what it needs
- BLP did a great job getting input from communities for the 2018 Master Plan and putting that into the goals.

Next Steps

- LDAC members email Jody/facilitator if they would like a Library Basics conversation.
- Jody/facilitator will call all LDAC members to get a better idea of key agenda items and process needs
- Jody/facilitator will send a draft summary for LDAC review and approval
- LDAC will review and approve the meeting summary – silence is approval or send an email with approval or suggested changes/edits, if there are major edits and new draft will be distributed for review and approval. If there are only small edits, the edited version will be posted but not redistributed.
- BPL will post the LDAC approved summary online
- Next LDAC meetings:
 - October 28 (Th): Cost implications and mill levy required to fund the library service level we want
 - November 8 (M)

APPENDIX A: Attendees

LCAC MEMBERS

	Name		Name
X	Alicia Seidle	X	Joanna Rosenblum
X	Annette Dula	X	Joni Teter
X	Cara Schenkel	X	Kevin Miller
X	Chip	X	Michelle Denae Garcia-Morrissey
	Deborah Read Fowler	X	Miho Shida
X	Jane Sykes Wilson	X	Peter Pollock

* Informed of absence

Boulder Public Library (BPL), City of Boulder (COB), Experts

Organization	Staff
BPL	David Farnan, Jennifer Phares
COB	Chris Meschuk, Janet Michels, David Gehr (legal consultant)
Facilitator	Jody Erikson, JSE Associates

Public/Others

Name – Organization or Interest group		

APPENDIX B: Agenda

**Boulder Library District Advisory Committee
October 13, 2021
6:00-9:00 p.m., Online**

Agenda

Meeting Objectives:

- Approve an LDAC Charter and meeting start time
 - Approve LDAC community engagement methods
 - Start to build consensus recommendation on what the District should be and/or identify data needed to build agreement on: District Boundaries & Services the District will provide
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6:00 Welcome, agenda overview

6:05 Public Comment Session – *If interested in speaking please let the facilitator know at the start. Each speaker will be allowed 2-3 minutes depending on how many people wish to speak.*

6:20 LDAC Member Introductions – name and dirtiest job (no babysitting, no lawn care)

6:30 LDAC Process, Charter and Meeting Time

- Present key points
- Discuss/revise/approve
- Discussion/approve a meeting start time: 5pm or 6pm

OUTCOME: Approved Charter, and Meeting time

6:50 LDAC Community Engagement

- Present: Methods
- Discuss/Approve: Methods

OUTCOME: Approved webpage and comment form

7:00 Background Presentation on Library and District

7:30 DISCUSSION: What we want – Boundary

- Present - Criteria for boundary lines
- Discuss/advice - What should the boundaries be? Approve Advice (e.g., as proposed, retracted, expanded), and if tweaked why expand or retract

OUTCOME: Agreement on a recommended boundary (or data necessary to recommend)

8:00 DISCUSSION: What we want – Services to provide

- Present
 - 2018 Master Plan development and services
 - List of services already covered

- List of expanded services, those to be added if a library district is funded – LDAC will discuss this list
- Discuss/advice – What services should the new library district provide (e.g., provide the current services; or provide current and some additional ones; or provide all current and expanded services)?

OUTCOME, NEXT MEETING: Agreement on a recommended services to provide (or data necessary to make a recommendation)

8:50 Next Steps

- Password protected site for LDAC to access materials – documents, map, meeting summaries (once approved)
- Meeting Summaries – approve via email, then posted with recordings for community access
- Next meetings
 - October 28 (Th): What we want cost implications, mill levy to seek
 - November 8 (M)
- Actions decided during the meeting

9:00 Adjourn