

**Boulder Library District Advisory Committee (LDAC)
December 16, 2021, 6:00-9:00 p.m., Online**

Meeting Notes

Meeting Objectives:

1. Review: a. Services to Contract from the City – HR, IT, others; b. Transition Financing
 2. Build agreement on recommendation - review and revise a recommendation document
-

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

No community members present.

Library Foundation Year-End Announcement

The Boulder Library Foundation announced they were able to provide grants to the Library of a little more than \$900,000 in 2021. This included funding for programs (provided every year) and some special project funding: NoBo Branch Library new building grant, COVID 19 related programs, and funding for employees who were laid off or furloughed.

Follow-up Information: December 6th LDAC Meeting Questions

Parking Fees – how much is collected and where does it go

All parking revenue goes into the General Fund, regardless of where it comes from in the city. Maintenance of city parking depends on geography: downtown parking is maintained by the Central Area General Improvement District; the Main Library parking is maintained by Facilities and Fleet Department.

Library Parking Maintenance Estimates

The estimate to maintain the Main Library parking is approximately \$75,000 annually. Using the Main Library parking estimate, it will be an additional \$125,000-\$135,000 to maintain parking at the new NoBo Branch Library and the George Reynolds Branch Library. Parking maintenance includes snow removal, and pavement replacement averaged over multiple years.

Library District budget estimate includes room for additional unknown costs

The Library District budget model, and resulting 3.7 mill levy, includes a small margin for additional unknown costs at the time, such as grounds and parking maintenance, and any employee wage increase. The exact mill levy will not be known until the City Council and Boulder County Board of County Commissioners finalize the Library District boundary. If the LDAC recommendation is framed as “up to X mill levy”, it would also allow flexibility for some additional costs.

Services to Contract

IT transition and contracting for services

IT services will be contracted from the City during the transition year (the year following a successful TABOR ballot measure). During the transition year the Library District will set up its own enterprise

software systems (i.e., email, website, HR/payroll & finance). The Library District will become a partner in the Boulder Research and Administrative Network (BRAN) and continue to support/maintain the network assets currently housed within library facilities. When the Library District's portion of responsibility for the BRAN is determined, the Library District may apply for relevant Federal grants for reimbursement of the costs.

Employee transition and contracting for services

For the transition year, Library employees will remain City employees and continue to receive support from City HR, IT, Payroll and Finance. On January 1, after the transition year, library employees will cease being City employees and become Library District employees with the smallest unemployment insurance and benefits gap possible.

The total number of library staff will increase during the transition, adding staff to address transition needs (i.e., Finance, Human Resources, and Purchasing, and set up of some operational systems), but these items were accounted for in the budget.

Library employees' accrued City vacation time shall be paid in accordance with the City Manager Vacation Leave Policy (Management/Non-union Employees) or the Boulder Municipal Employee Association (BMEA) contract, as applicable. Any BMEA employee who chooses not to be hired by the Library District will be eligible to apply for open City positions with all considerations set forth in the current BMEA contract, applicable for two years. City HR recommends that the Library District consider building a robust short term disability benefit to replace library employees' sick hours accrued during city employment, which are not paid out by the City like vacation time.

Beginning the second year after a successful TABOR election, the Library District will begin to reimburse the City for services provided during the transition/first year. This reimbursement would likely occur over 3 years.

Discussion

- *Question:* There is no fiber network in Gunbarrel or Niwot. Will the Library District look to install it or is there another option?
Answer: A fiber network is being looped up to Gunbarrel. Until that is finished, and for Niwot, the Library District will look for the best internet service provider. All current libraries are on the fiber network and the fiber network is under construction at the new NoBo Branch Library.
- *Question:* Is BMEA the collective bargaining association only for City employees?
Answer: Correct. If a library district is established, it would be a separate governmental agency, and employees would need to decide for themselves whether to join a union.
 - One LDAC member reported that people interested in the library had spoken with several unions in the area about a union for Library District employees, and it sounded like a simple process to join, if employees are interested.

Transition Financing

When a TABOR/funding measure passes, tax revenues will be available to the Library District beginning in March of the year following the election. During the year following a successful TABOR measure, the City will loan funding to the District to provide the first year of library services and operations. A District director and some transition staff/consultants will be hired during the transition year, while the majority of library staff would remain City employees until the end of the transition year.

Repayment of the loan by the Library District for services and operations will be phased over approximately 3 years.

City staff is researching costs for recommended insurance coverage (including cyber security) that the Library District will need. This cost may impact the mill levy rate required.

Discussion

- *Question:* Because the Library District will not contract with the City for many services, will there be less money available to the City in addition to the existing library funds?
- *Answer:* Yes, the Library District will hire a director, and its own finance and legal expertise. It is assumed that approximately \$3 million worth of services may be contracted from the City for a limited time (\$2 million of that for facilities). During the limited time, the District will evaluate other possible vendors for services. The District may contract with the City Facilities Department for a longer period than the transition year to support maintenance of older building systems and equipment (e.g., furnace, swamp coolers) as it will be beneficial for the District to contract with City technicians or contractors who have the institutional knowledge of the older facilities and their systems.
 - Concern: One of the reasons to establish a Library District is to improve maintenance capacity. The City staff seems over committed currently therefore, it makes more sense to look to contract new vendors to provide improved maintenance services.

Review/Revise Draft LDAC Recommendation Document

The LDAC members reviewed an initial draft LDAC Recommendation document (drafted using agreements from prior meetings, or LDAC discussions).

Section 2.E Library District Board of Trustees

This topic was new, the LDAC had not discussed this at previous meetings.

- Number of Board of Trustee Members recommended:
 - Seven trustee members allows the Board to have broader representation and expertise.
- Appointment of future trustees, after initial group:
 - Option A: Continue the trustee appointment committee – two members appointed by City Council and two by County Commissioners.
 - This option creates a good connection to elected officials.
 - Concern: This may result in appointment committee members that do not fully understand the expertise needed for the Library District.
 - Most other library districts that started with this method relinquished it as politics began to play a larger and larger role in appointments and resulting Board of Trustee recommendations.
 - Option B: Library District Board recommends appointments.
 - The Library Board of Trustee will have a better idea of what expertise or experience is needed for the Board of Trustees to be effective.

AGREEMENT: LDAC recommends 2.E

- Number of Board of Trustee members: seven.

- Appointment of future trustees: appointments should be recommended by current Library District Board of Trustees.

Section 1.C Mill Levy

- *Question:* Is the LDAC recommending the exact amount of the mill levy that will be placed on a library district ballot measure?
Answer: The LDAC recommendation will go the City Manager and City Council who, along with the Board of County Commissioners, will make final decisions that will dictate the exact mill levy amount for the ballot measure (i.e., the library district boundaries). The mill levy is likely to be between 3.7 to 3.8 mills. Over the last few years, the staff developed budget estimates to keep to a mill levy /property tax of around \$26 per year per \$100,000 of home value, which is 3.7 to 3.8 mills.
- City Council should know that the LDAC considered the additional costs for grounds, parking and raising the median library employee salary when recommending a mill levy rate.
- The LDAC discussed continuing the collection of impact fees as a revenue source for the Library District, but there are legal barriers that make collection impact fees for the Library District unfeasible. Impact fees are designed to ensure that new growth pay its fair share of the increased need for local government capital improvements. Property taxes themselves have this characteristic: they capture the increased value that comes from new development and redevelopment, which can then be directed to maintaining current levels of service.
- Concern: If the LDAC recommendation says “up to X mill levy”, it could be interpreted that less is acceptable; does the LDAC want to allow a lot less?
 - Suggestion: Recommend a mill levy range.

ACTION: The LDAC will continue to discussion on this section.

Section 2.B: Concepts to address in a future common interest community agreement between the Library District and City for the Main Library area in Boulder’s Civic Area,

- Suggestion: Use the same term/phrase throughout the document to refer to the area of influence or Main Library area of responsibility or area.
- The District should do more than collaborate on “expansions”, it should be included on any material or significant change decisions.

AGREEMENT: LDAC recommends 2.B

- Use the term “area of influence” throughout.
- The City and Library district will “collaborate on any material or significant change decisions”.
- Add a sub-bullet that the Library District is a party in the development site review approvals.

Section 2.D: Incorporation of Boulder Valley Comprehensive Plan (BVCP)

- The Library District’s periodic updates to its strategic plan should not have to be “accepted” by the City and County. The statute is clear that the Board of Trustees has the authority to disperse funds and make decisions. Elected officials having acceptance authority risks using their approval of the Library strategic plan for political purposes and not library services.
 - Suggestion: Remove the final phrase “and acceptance by the City and County”.
 - This could be an opportunity to strengthen communication between the City Council, County Commissioners, and the Library District.

- Suggestion: Use “review and comment by” instead.
- Suggestion: Find another term than “Master” when referring to master plans (*Note: The term is used when it is part of the official title of a document, but meeting summaries will work to not use the term when describing future plans*).
- Suggestion: Ensure equity needs are included somewhere in the LDAC recommendation.
 - Suggestion: Add a reference to the BVCP sections that ensures equity is addressed, implemented, and improved and not just reference an empty term.

ACTIONS:

- Staff will consider a different term than “master” for referring to any future library strategic plan.
- Staff and LDAC will recommend language for an additional concept in 2.d about ensuring equity is implemented and improved during the LDAC Recommendation document review before the next LDAC meeting.

Section 3: Other

- Reconsider the removal of library late fines, be willing to discuss it again.
 - Late fees for adults were removed 2 years ago, for children it was removed 50 years ago. No library on the Front Range charges late fees. White papers showed late fees were a burden on limited income families and decreased library use.
 - The staff time, effort, and costs to impose, collect, and process the fees isn’t worth it.

Next steps

- LDAC Recommendation Document steps:
 - Staff will edit and suggest new text for LDAC agreed-upon additional elements to recommend.
 - LDAC will review and send edits to the document before the next LDAC meeting.
 - Next LDAC meetings:
 - January 6 (Th) – review/revise LDAC recommendation document.
 - January 12 (W) Final Meeting – final agreement on a LDAC recommendation.
-

APPENDIX A: Attendees

LCAC MEMBERS

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

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

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

Public/Others

Name – Organization or Interest group		

APPENDIX B: Agenda

Boulder Library District Advisory Committee (LDAC) December 16, 2021, 6:00-9:00 p.m., Online Agenda

Meeting Objectives:

1. Review
 - b. Services to Contract from the City – HR, IT, others
 - c. Transition Financing
 2. Build agreement on recommendation - review and revised a recommendation document
-

6:00 Welcome, agenda overview

6:05 Public Comment Session – If interested in speaking please sign up with staff before the meeting starts (name, community, topic to comment on). Each speaker will be allowed 2-3 minutes depending on how many people wish to speak.

6:20 LDAC Member introductions

6:30 Follow-up Information: December 8th Questions from LDAC

6:45 Services to Contract from the City – HR, IT and others

- Presentation
- Questions/Discussion

7:00 Transition Financing

- Presentation
- Questions/Discussion

7:15 DISCUSSION: Review/revise Draft LDAC Recommendation Document

8:50 Next Steps

- Next meetings
 - January 6 (Th)
 - January 12 (W) Final Meeting
- Actions decided during the meeting

9:00 Adjourn
