

CLB Meeting Minutes for October 09<sup>th</sup> 2023 2:00 PM

**Attending Board Members:**

Laurie Nordahl, Chair, North Bend Outside; Cathy Larcom-Johnston, Small Cities; Barbara Caffey, Small Cities; Adrian Deleon, Coos Bay Outside; Frances Smith, Coos Bay Intown

**Attending Library Directors:**

Teresa Lucas, Coquille Director; Haley Lagasse, North Bend Director; Sami Pierson, Coos Bay Director; Stacey Nix, ESO Administrator; Joanie Bedwell, Powers Director; Amy Bruno, Myrtle Point Director; Cheryl Young, Lakeside Director; Christine Kingsbury, Bandon Director

**Attending Guests:**

Joseph Kuehner, Linda Phillips, Forest Neuerburg, Tina Durkee, Beverly Owen. All guests of Coquille

**Minutes Approval:**

Cathy moves to approve minutes, Barbara Seconds, No discussion, all in favor, motion passes.

**Old Business:**

Distribution Committee Update:

Haley presents report, *Memorandum Regarding CCLSD Distribution Formula attached*. She starts on Page 3 of the document. Consensus reached by directors and committee members on what the formula should be moving forward. The percentages calculated by the formula would cause sever swings in some of the library's funding. So, a transition period is needed. The transition plan will take 3 -4 years to fully transition to the new distribution formula. The formula will use 75% of count usage. *Formula factors attached*. And 25% population. The formula will use these percentages in a 3-year rolling calendar to calculate the percentage of funding for each library.

Coquille's Library Director is the only director that is not in agreement with the factors in the attached document. They believe that programming is a factor that should be included. There are some of the factors that they think should not be included and want to address later in this meeting. Transition of the formula would be year one 75% old formula and 25% new formula, year 2 would be 50% old and 50% new, year 3 would be 25% old and 75% new, year 4 would be 100% new.

The director's group is wanting the board's opinions on the formula as is, whether they should move forward, and are they in favor or opposed to the new formula. The director's group has been majorly in favor of the transition plan. Bandon library would like to see the transition happen quicker as their library needs immediate assistance.

The committee would also like advice from the board on what would be done if a library had a closer or other factor that would disable their ability to provide services. Therefore, influencing their usage number and could affect their funding. The directors would like the committee to have a contingency plan in case this happens.

Haley shares the update to the committee's timeline. *Committee Timeline attached*. The committee is seeking input from the board regarding the timeline.

Laurie opens the floor to Bandon director since they were another library mentioned as not in full agreement with the formula. Christine is in favor of the formula itself; she would like to see the transition be 65% old and 35% new for year one as opposed to the 75% old and 25% new previously discussed.

Barbara wants more clarification from Teresa on what she means by programing. Teresa would like to add offsite and onsite programing attendance counts as a factor. Several Libraries got clarification from the state library that their offsite numbers could be used on their state report due to their situations. Coquille library has not, at this time, reached out to the state library for clarification in their situation.

Teresa references an email that Haley sent to the director's group in March 2023, discussing options for other formulas to be considered. Haley clarifies that at the time of that email the director's group and the committee both discussed the other options in depth and concluded that the formula being presented now was the best option.

Cathy asks Haley to explain the reality of how the pandemic affected the libraries. All libraries saw a decrease in uses and were all impacted a little differently. Even with the different ways the pandemic affected the libraries, the statistics remained proportionate cross the board to years prior.

The reason why Haley is recommending, as the North Bend Library Director, that they transition to the new formula over time is so that they can work the pandemic years statistics out of the formula by the time that it is fully the new formula.

Sami states that the reason Coos Bay Library was in favor of the 75%, 25% transition was being able to ease into it. Since she has been director, she has had to cut 1 staff member every 2 years. If their library had to take a bigger cut the first year, they would have to eliminate 2 employees in that same time frame.

Laurie wants to know if the committee has had a chance to look at any programing and to see if it made any big difference. The director's group, except for Coquille, were not in favor of using programming as one of the factors for a broad list of reasons. Some of which were the inaccuracies in counting attendance, a lot of variability in the types of programing and the time put into it by staff, large amount of programing can be calculated in library attendance to name a few. Haley and Teresa did a rough estimate based on some of the programing numbers and it showed that programing did not make a significant difference using the programming numbers they had.

Cathy states that the committee would like to move forward with the factors as is and then investigate other factors, such as programing, down the road once there is a way to track them better. Haley states that computer usage is a current factor that the committee is using right now, but years down the road may not be of use and will need to be switched out with another factor.

Sami states that even among the director's group they can't settle on what a qualifying program is. So, there is no way at this time that they could pull accurate and consistent numbers across all the libraries if their group can't even come to consensus on what a qualifying program is.

Laurie states that one of the requests from the commissioners was that we have a formula that is easily replicated and that all the directors in the future will be able to replicate them regardless of who is in those positions. Adrian asks if with this new formula are the numbers comparable to the past? Haley stated no. Bandon for example will receive a fairly large increase due to their usage numbers being higher even though their population has remained proportionality the same. Coos Bay stays roughly the same with a slight decrease. If the formula was fully implemented for the first year Coquille would have a significant loss of

roughly 27% of their budget in one year, which is caused mainly by a cut in their population. Dora would receive an increase of roughly 20% due to usage and Powers would receive a 20% decrease due to both usage and population changes. Myrtle Point stays about the same. Lakeside will receive the largest increase. North Bend will be experiencing a small decrease.

The directors agree that no library would take more than an 8% cut in one year. The only number that they can accurately depict would be the first year. Any year after that the statistics that will be put into the formula have not happened yet.

Barbara wants to know if there is anything safeguarding the libraries that may have to stop service for any unforeseen circumstances? Haley says that is one of the things that the director's group has asked to have implemented into the formula to protect those libraries. One of the things being discussed as a possibility is that the effected months could be replaced with the same months from the prior year at the discretion of the Coos Library board.

Laurie states that once the Coos Library Board agrees with the formula it is at that time that it will be taken to the cities and other stakeholders for their feedback before it is sent on to the commissioners.

Teresa says that Coquille would like to hold off on approving the formula at this time because there are too many issues with the factors that still need to be hashed out. Cathy states that if we do not move the process forward soon it will be a whole other year before anything can be started. Laurie agrees that we are in a time crunch and would like to see things move forward. Cathy would like to know how they move forward. When the Coos Library Board votes does it have to be unanimous? Laurie states that it does not have to be unanimous. They should look to the timeline for what happens next and so on.

Forrest from Coquille would like to state that if Coquille took a 27% cut it would be 9% per year over 3 years which is more than the 8% cut per year that the directors agreed to. It was explained that a 27% loss would only happen if they transitioned to the new formula at 100% the first year. The only numbers that can be correctly calculated at this point would be the first year because the statistical years needed to plug into the formula for the second, third and so on have not happened yet. So, there is no way to know what those percentages will be.

He also states that the City of Coquille is spending a large amount of money to open their new library because that is what the community wants and what is the point if they are going to be losing a large portion of their library's funds. Laurie points out in the Coos Library Board Master Plan it states that each city is responsible to take care of the facilities for their library. It is up to each city to decide what they provide their library beyond that.

Frances wants to know what more information the board will get before they can make a recommendation. Haley wants to know today if the Coos County Library board members think that this is a good formula to move forward with? Same with the transition plan. They can take any information or request they receive today back to the committee for them to come back to the board with. Frances thinks that the committee is on track. Laurie is in favor of moving forward with this formula and transition plan. Barbara agrees that this is the formula to move forward with. Cathy likes the direction it is going in. Adrian sees the importance of the transition plan and understands that we cannot forecast beyond what we have statistics for.

The committee wants to know if the timeline works for the board. Sami clarifies that the timeline would give the directors the months of January and February to take this formula and

transition plan to the stakeholders. Stacey reiterates that the stakeholders would include each city's administration, city councils and library boards.

Stacey clarifies that the board has given their recommendations to take back to the committee. We will then have a CLB meeting in November for the committee to present the completed formula and transition plans to the board. The board will hopefully then give the approval to move forward with the formula and transition plan and for the directors to then take it to the stakeholders. After the stakeholders we will have another CLB meeting for the board to give the final recommendation and proceed to the Commissioners.

#### **New Business:**

##### **Elections:**

Laurie recommends Barbara. Barbara agrees. Laurie moves to elect Barbara as the CLB Chair effective immediately. Cathy seconds. No comments. All in favor. Motion passes. Adrian volunteers as vice chair. Barbara nominates Adrian as vice chair effective immediately. Laurie seconds. No comments. All in favor. Motion passes. Stacey let the board know that there is a candidate for the Rural CLB seat and are just waiting for them to be approved by the commissioners.

##### **ESO Report:**

Since the last meeting ESO has filled the vacant Outreach position. Then their ILL Tech left, and they have now filled that position. Both outreach and ILL services are doing great. ESO finally received the new courier van. The old van will become the outreach van. ESO statistics are status quo. The percentage of the materials in the budget is a little high since most of the contractals, insurance, and digital books are paid up front.

##### **Directors Reports:**

###### **Powers:**

Powers received the PLA Digital Learning Workshop Grant for \$6,000. Finished summer Reading.

###### **Bandon:**

COVID swept through staff recently. Working on doing more programming. Received the same grant as Powers.

###### **Coquille:**

Renovation starts next week. Busy with programming. Changed Saturday hours.

###### **Coos Bay:**

Survived Summer Reading. Working on fall programming. Fall fundraiser is happening in November. Cataloger Pam retired after 35 years of service.

###### **Myrtle Point:**

Books will go back on the shelves in the remodeled building starting tomorrow. New hours will start in November.

##### **Next meeting:**

Stacey will send out an email regarding the next meeting in November.

## I. Memorandum

In 2018, the Coos Library Board (CLB) directed a Distribution Committee, made up of CLB members, library stakeholders and me as a representative for the library directors' group, to work on revising the distribution formula. After a series of meetings, the library directors recommended the creation of a formula using both population and usage data. The directors placed a priority on several goals set by the CLB's Distribution Committee.

- Provide a rationale for the distribution method.
- Have a distribution that is fair and equitable to all libraries.
- Base the distribution on verifiable, current data.
- Create a method that will be consistent and predictable over time.

The following criteria were also identified as a priority.

- Use data from the annual state library report provided by each library.
- Base distribution on relevant service data.
- Consider the impact of various methods on overall countywide provision of services.

Based on recent discussions with my fellow library directors, these are still a priority.

Following these initial efforts, committee work was suspended in late 2018 while new service area boundaries were determined. The library directors produced a service area map that utilized census data, their knowledge about usage patterns, and township & range information via a GIS mapping system. The Coos Library Board adopted this service area map in August 2019. The service area map was shared with the State Library and is now used annually to calculate a library's designated service population. The new service areas did create notable changes in population for some libraries. Because of the pandemic, all groups involved paused work on a new formula.

The Distribution Committee began meeting again in 2021. The committee developed a tentative timeline for the process and outlined stakeholder involvement. At this time, the library directors' group revisited the criteria used to determine the usage portion of the formula. Because of the large swings in funding levels created by past formula drafts, the group was in favor of removing the smallest libraries, those serving less than 3% of the county population, from the equation and giving supplemental funding to the largest libraries, those serving more than 20% of the population, for the services provided that benefited countywide. Consensus among library directors and committee members was... *the role of our libraries in county operations differs. This idea goes back to the formation of the library district, when the County chose to fund small libraries in communities across the county, rather than going with a book mobile model of service. Larger libraries carry the weight of operations for the county – more staffing and larger facilities, to plan county-wide programs and services, provide reference services, etc. and house the bulk of our physical materials. Smaller libraries create multiple*

*points of service and maintain a physical presence for libraries even in more remote areas. Larger libraries require more funding to do their work and smaller libraries require at least a minimum amount to keep the doors open.*

Then, the library directors group defined the elements of service that would constitute usage for the formula:

- Total Physical Circulation (as reported by KOHA)
- Total Digital Circulation - not Library2Go (as reported by individual libraries)
- Circ by borrowers outside of precinct (as reported by KOHA)
- Total Check in (as reported by KOHA)
- Visits (as reported by individual libraries to SLO)
- Computer Use (as reported by individual libraries to SLO)

At various points in the process, the group considered including open hours and programming data in this set, but ultimately found that they were not suitable for inclusion and did not align with the previously laid out priorities.

In 2022, turnover on the Coos Library Board and new library directors in the district resulted in new questions about the distribution and disagreement regarding the direction of the process. However, the library directors group reached consensus on a new formula and began considering a transition plan.

Distribution percentage = (3-year average usage \* .75) + (3-year average population \* .25)

The committee began meeting on a regular basis again in January 2023. The focus of our discussions has been primarily about the transition to a new formula that included a base for the smallest libraries, Dora and Powers, and supplement for the largest, Coos Bay and North Bend. These additions to the calculations were originally added to prevent Dora and Powers from dropping below a tenable level of funding.

Because of our inability to reach consensus on a transition plan, I decided to revisit past versions of the formula and my notes from prior discussions. The changes caused by the new service area (population) map have worked out of the data set. I am now recommending that we reconsider the need for a base or supplemental amount for any library, and rather than trying to adjust the percentages we should apply the formula gradually, as originally proposed.

## II. Distribution Formula

Three-year averages will be used to calculate the figures used in the distribution formula. Using a three-year statistical average for each data set adds stability to the equation. The distribution formula would be applied annually, with a two-fiscal year gap between reporting and application. For example, to calculate the distribution percentages for FY 2024-2025, data from FYs 2019-2020, 2020-2021 and 2021-2022 would be used. Time between statistical reporting and formula application is required to accommodate the budget making process.

Previously, the group had considered a one-year gap between reporting and application, but I now recommend a longer lead time.

Distribution percentage = (Percent of county usage x .75) + (Percent of county population served x .25)

**Percent of county population served =**

Add three years of State Library of Oregon (SLO) assigned "Population Served."

Calculate percentage of 3-year total of countywide population served.

Library population served / total countywide population served over three years.

**Percent of county usage =**

Add three years of a library's usage for the following:

- Total Physical Circulation (as reported by KOHA)
- Total Digital Circulation - not Library2Go (as reported by individual libraries)
- Circ by borrowers outside of precinct (as reported by KOHA)
- Total Check in (as reported by KOHA)
- Visits (as reported by individual libraries to SLO)
- Computer Use (as reported by individual libraries to SLO)

Calculate percentage of 3-year total of countywide usage.

Library usage / total countywide usage.

*The final distribution percentage will go to the 8th decimal place, as the current does.*

## III. Implementation

To minimize the fiscal impact of a new distribution formula and following the original recommendation of the CLB Distribution Committee, the formula should be incrementally applied.

Fiscal Year 2025: Use statistics from Fiscal Years 2020, 2021, and 2022. 75% existing distribution percentage, 25% new distribution percentage from statistics.

Bandon	0.12085542
Coos Bay	0.37265040
Coquille	0.10654520
Dora	0.01806905
Myrtle Point	0.07810473
Powers	0.02758972
Lakeside	0.03060043
North Bend	0.24558505

Fiscal Year 2026: Use statistics from Fiscal Years 2021, 2022, and 2023. 50% existing distribution percentage, 50% updated distribution percentage from statistics.

Fiscal Year 2027: Use statistics from Fiscal Years 2022, 2023, and 2024. 25% existing distribution percentage, 75% updated distribution percentage from statistics.

Fiscal Years 2028 and onward the formula would be applied annually.

Per the original recommendations set out by the committee and directors, at the end of the initial transition period, the method should be reviewed and may be adjusted to include additional years' data.

In the event of an extended facility closure, planned or unplanned, a library's data set may be adjusted to mitigate the effect of the closure. In the event of an extended closure, at the discretion of the CLB, data from the month(s) affected could be replaced with data from the same month(s) in the prior year.

#### IV. Conclusion

In addition to seeking input from the various stakeholders, the library directors and the CLB need to resolve some lingering issues with statistical collection.

Dora and Powers have previously submitted usage estimates to the State Library report for computer use and visits. If they continue to do so, the district should define the collection method and time so that they are as accurate as possible and equitable.

Secondly, it is my impression that further discussion and clarification among directors regarding how to include program attendance in Visits may be needed. Several libraries have programming spaces outside of the area that is covered by our electronic people counters.

Lastly, it is important that all involved understand that the usage factors defined here will likely need to be updated as usage trends change. For example, it is likely that Computer Use will eventually become less important to the operation of a library and will be replaced by another service.



**DRAFT August 29, 2023**  
 – updated from March 2021  
**Coos Library Board Distribution Committee Process**

STEP	WHEN	WHO
<i>Completed</i> - Determine all stakeholders to be involved		Committee, CLB
<i>Completed</i> - Determine basis for selecting criteria: Use OSL f.y. 2019-20 statistics? Use COVID-period f.y. 2020-21 statistics? Use OSL 2020-21 stats plus local curbside stats, etc.? Use a hybrid of the above?		Lib. Dir./Committee
<i>Completed</i> - Select criteria to be used		Committee
<i>Completed</i> - Select criteria weighting, draft sample formulas and implementation plan		Committee
Committee seeks stakeholder input on criteria/weighting/formulas/implementation plan	<i>Currently</i>	Lib. Directors
Committee/Lib. Directors make recommendation(s) to CLB on criteria/weighting/formula/implementation plan	October 2023	Committee, Lib. Dir.
CLB accepts criteria/weighting/formula/implementation plan	November 2023	CLB
After approving recommendation(s), CLB solicits stakeholder input	?December/January?	CLB, stakeholders

*Commented [HL2]: Is this soon enough? It will take a long time to get approval from all involved. Set a deadline for stakeholder input.*

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CLB accepts all as recommended or amended	February 2024	CLB
CLB asks County Commissioners to approve all		CLB, Commissioners
After Commissioner approval, libraries, cities, county budget accordingly for allocation to change at beginning of next f.y., and in succeeding years		Commissioners
Ongoing review procedures for new allocation are drafted and submitted to CLB		Committee, Lib. Dir. CLB
As new allocation is implemented, allocation process is reviewed yearly (more often?), input is sought from stakeholders	Ongoing	Committee, Lib. Dir.
Committee reports to CLB with any recommended changes in the plan that are under CLB authority separate from city authority	Ongoing	Committee, CLB