

TO: Chair Deborah Kafoury
Kim Melton, Chief of Staff
Serena Cruz, Chief Operating Officer
Christian Elkin, Budget Director

FROM: Vailey Oehlke, Library

DATE: February 18, 2022

RE: FY 2023 Budget Submission Transmittal Letter

Department Overview

A cherished institution for more than 150 years, Multnomah County Library is a key community asset, meeting a complex set of evolving individual and community needs and demands.

Multnomah County Library serves our community based on a set of priorities that change over time and on four pillars that will not change.

Because of the COVID-19 pandemic we face profound challenges now and for the foreseeable future. People of color and other communities subjected to marginalization are experiencing higher risk and worse outcomes from COVID-19 as a result of systemic inequities. Multnomah County Library will focus library resources on our community's recovery, starting with those most deeply impacted by the crisis. Equity is at the core of the library's response, and the priorities below center equity and our community's lived experiences.

Our pillars:

- Free access for all
- A trusted guide for learning
- The leading advocate for reading
- A champion for equity and inclusion

Our priorities:

Helping people find work and develop career skills

- We help people look for work
- We offer resources to learn new job skills

Note: Library leadership created the priorities below in May of 2020 to reflect changing community needs and conditions due to the emerging COVID-19 pandemic. As of this writing, the library is revising these priorities and they will be updated before the FY 2023 budget is adopted.

- We help people with resumes and applications

Supporting education and learning for all ages

- We support teachers and educators in their work
- We offer students tools and resources to help virtual and in-person learning
- We provide tools and help for lifelong learning

Enhancing and diversifying virtual services

- We will expand digital collections and resources
- We will increase virtual services in the most spoken languages in our county
- We will engage more diverse voices and communities online

Technology training, access, and assistance for all

- We work to make technology available and useful for those who need it most
- We collaborate with partners to provide devices, access and training
- We amplify the urgency of digital inclusion through advocacy and action

Creating and maintaining safe and healthy spaces

- We serve people in buildings that are safe and healthy
- We follow public health guidance and use best practices
- We plan for future library spaces that support personal and public health

Diversity, Equity, and Inclusion Efforts

Multnomah County Library is working to create a system that equitably nurtures, empowers and lifts staff, patrons and the community to their highest potential. Libraries are uniquely positioned to address barriers to opportunity and access that disproportionately affect families in poverty and communities of color. Besides residency, there are no membership requirements; no annual fees; and no restrictions based on identity, age, income, gender, race or creed. Multnomah County Library is committed to the goals of equity, inclusion and sustaining a workforce that reflects and engages the community it serves.

FY 2023 will be the seventh year of the library's equity and inclusion (E&I) program. Ongoing efforts include a continuing focus for the library's Executive Management Team, with a planned conversation series, training and coaching for that group and the broader management team. The library is hiring an equity analyst for this program to expand and enrich equity and inclusion work across the system.

The library has a proposed total of 627 budgeted positions for FY 2023. Of those positions, 154 or 25% have Knowledge, Skills and Abilities designations related to language or culture.

This budget will be the third fiscal year that includes equity goals for every program offer in the program offer narratives. These goals reflect the library's commitment to meaningful change. The goals require individual programs to be accountable for the work of creating a more equitable library. Using the budget this way to deepen the library's commitment to the communities we serve is the result of a strong collaboration between the library's Equity Manager, budget team, and program managers.

The library is engaging in activities and actions of the Workforce Equity Strategic Plan (WESP) as well as broader transformational actions. The WESP provides a foundation to support staff, management and senior leadership by educating and shifting practices. It also allows for improvement in the way the library supports staff most impacted by oppressive systems. Internally, reallocation of resources has provided opportunities to expand culturally and linguistically diverse staff and teams. This expansion both supports staff by having a community within the library; as well as, supports efforts to reach out and connect with communities that have been underserved and/or have not historically viewed the library as a place for them.

For the last several years, the library has applied the fundamentals of the equity lens in crafting its budget. The library has created program add/reduction worksheets to assist teams in determining how programs and services impact communities. These worksheets use a scoring method to determine if those experiencing the greatest barriers will benefit most from programs or will be disproportionately negatively impacted by the addition or reduction. In addition, in developing their budgets, managers are asked to consider the 4 Ps (person, place, process and power) to evaluate how programs and services are developed and who they impact. The equity manager works with groups of managers and individuals in developing program goals that support equity with a focus on centering race and language.

The Library Advisory Board functions as the library's Community Budget Advisory Committee. In preparation for their review of the budget, the committee had full access to the Library Director, Director of Operations, and Library Budget Analyst to discuss and answer questions about current library trends and the library budget. Work sessions included focuses on library personnel planning and costs, internal service rates for library facilities support from the Department of County Assets, and a ten-year forecast of library revenues and expenditures.

In FY 2023, the library will continue a Library Rules Equity Review team, an advisory body that consists of managers and frontline staff from across the system. The team works to identify practices around library rules and exclusions that often lead to inequitable outcomes that fall hardest on BIPOC communities and others who experience marginalization. The team is reviewing all language in library rules using an equity lens and will make recommendations for clarity in language, more equitable practices, and actions that focus on prevention and de-escalation rather than discipline.

FY 2023 Budget Priorities and Key Issues

In FY 2023, the library will continue to build on the work of FY 2022 by embracing change, evolution and transformation. This budget proposal reflects the continuation of those themes and better prepares the organization to center race and lead with equity and inclusion as the foundation for future library services.

Overall, this budget seeks to continue the library's path of evolution and improvement to focus resources on people and groups who are marginalized due to systemic inequities. It reflects continuing development to center community voices in designing and implementing services and coordinating efforts to create safer and healthier library spaces and responding to changing information and access needs.

After reopening all 19 public service locations for public access due to closures for the COVID-19 pandemic, the library is working to restore and adapt services. This work will be informed by community engagement processes that identify services and resources based on culturally specific feedback.

The library is continuing the implementation of the Public Services Division realignment that started in FY 2022. This effort aims to provide better support to library staff in delivering services to people and communities who have been oppressed or marginalized. The realignment will continue to adjust regional support based on geographic locations to better support public service locations. The community services program offers reflect major shifts for the work that serves youth, adults, partner organizations, and centers community engagement in service design and delivery. The new structure also includes the Library Integrated Services program that will allow the library to rethink its work around the collection and materials movement in coordination with ongoing capital projects.

In addition, the library has worked in partnership with represented staff, managers and Local 88 leadership to examine alternate and more contemporary staffing models, including adjustments to the most common public services job classifications. This effort furthers the library's goals of providing flexible staffing to support the public's use of library services by eliminating barriers posed by current job classifications.

Thanks to Multnomah County voters, the library and its partners in the Department of County Assets are hard at work to build and expand library spaces as directed by Measure 26-211. Currently, there are five bond-funded projects underway. A new Operations Center at NE 122nd Ave and Glisan St. will bring greater speed and efficiency to the movement of books and other materials. Construction documents are underway for this project.

A brand new Holgate Library on the existing site will triple the amount of space, with more meeting and gathering rooms, dedicated space for teens and new outdoor amenities. An expanded Midland Library will increase space by about 25 percent and include more space for meetings and gatherings and better connection to Midland Park, for youth and other outdoor

programs. In addition, North Portland Library will see a modest expansion that preserves its historic nature and features resources for the Black community. Albina Library will include an addition to the existing historic library that will about quadruple the existing amount of library space, with specific features yet to be determined. These projects are all in the design phase. The Library has worked with the Department of County Assets to conduct a series of robust community engagement activities that center the voices of youth, immigrants, BIPOC residents and historically marginalized communities.

The Library has also begun initial steps for the bond's Chapter Two work, a flagship library in East County roughly equivalent in size to Central Library downtown. In addition, the library and its partners have secured an optimal new site for the Northwest Library project, to be completed later in the bond program lifecycle. Project teams are also beginning work on Refresh Projects at 11 other library locations, which will include new finishes, improved sightlines and some automation to align with other capital work.

Another area of focus is safety and security in library spaces. As our community struggles with issues related to homelessness, addiction and mental health, the library is encountering increased severity and frequency of security related incidents, often beginning with the current requirement to wear masks while inside a library. These incidents can escalate and result in stress and trauma for library users and library staff members. In response to this, the library has increased the number of safety and security staff supporting public locations through budget modifications in FY 2022 including five positions to replace the services previously provided by the Multnomah County Sheriff's Office at Central Library. The library's proposal for FY 2023 includes additional resources for contracted crisis intervention staffing at Central Library.

The library is continuing to adapt and evolve its services through outreach and partnership. This includes the Library Connect program with local K-12 school districts, which provides direct access to library resources through a student's school-issued ID card. This program currently serves more than 80,000 students, about two-thirds of whom did not previously have a library account. The organization is eagerly awaiting delivery of a new ARPA-funded technology-centered mobile vehicle that can provide wi-fi, devices, books and personal assistance in a targeted way. The library continues its outreach work in schools with new culturally and linguistically focused positions and ongoing work in shelters, transitional housing, retirement communities and other community-based settings.

Together, and alongside traditional in-building library services, these efforts chart a path toward a more inclusive and culturally responsive organization, committed to serving people and communities who will benefit most from library services.

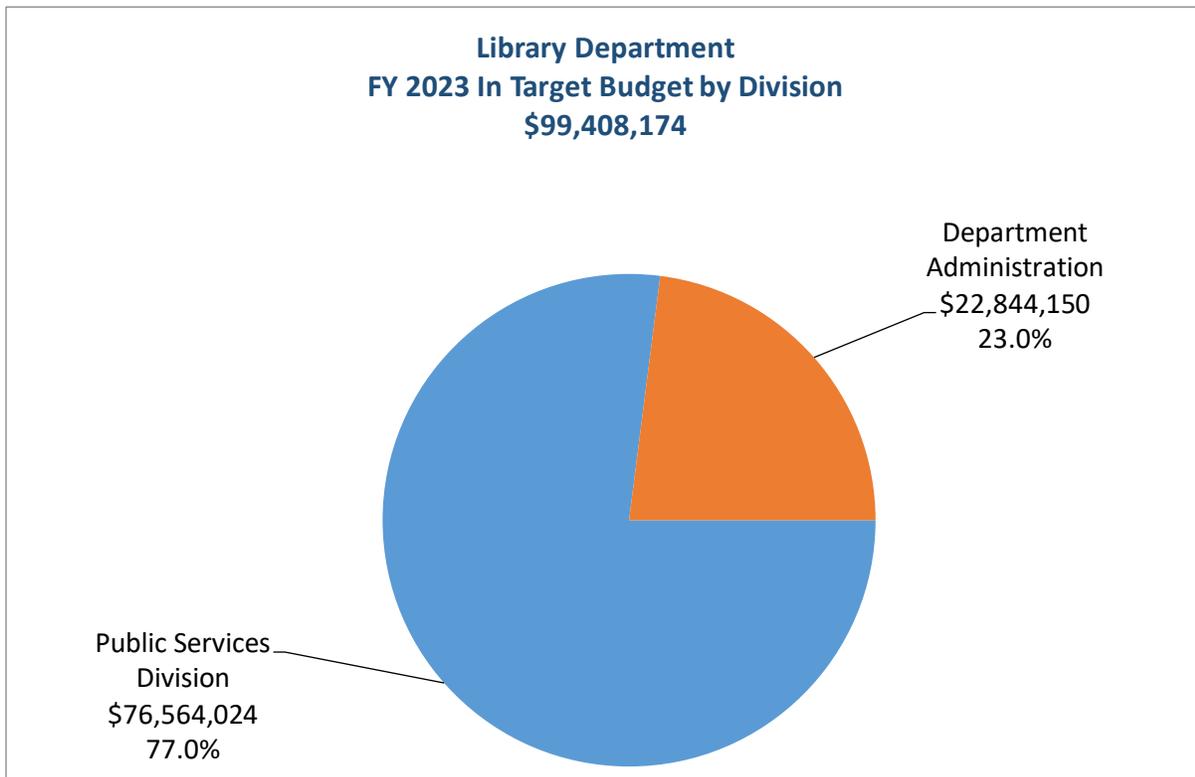
Budget Overview

The Library Department budget submission totals \$101.3 million and 543.25 FTE for FY 2023 for both in and out of target programs. In target programs are funded primarily by the independent

Library District; out of target programs are additional ARP requests. The submission is detailed in the table below showing the total submission.

FY 2023 Library Budget Submission					
	FY 2023 General Fund*	FY 2023 Other Funds (except 1515)	FY 2023 ARP Fund (1515)	Total Funds	Total FTE
In Target Programs	\$0	\$99,408,174	0	\$99,408,174	543.25
Out of Target Programs	\$0	\$0	\$1,900,000	\$1,900,000	0
Total FY 2023 Submission	\$0	\$99,408,174	\$1,900,000	\$101,308,174	543.25

The Department of Library has 2 divisions, with the **in target budget** distributed as shown in the pie chart below.



This budget maintains/supports the department and continues the core work by:

- Providing support for staffing and services at 19 public service locations throughout the county that offer informational, programming, computer, internet services along with access to library materials (80001 - 80005).
- Supporting youth ages 0-18 focusing on brain development, multiple literacy skills, school readiness, school support, life skills, teen leadership development, connected learning, and reading for fun through the Youth Development program (80006).

- Virtual and phone support to library users through the Community Information program (80007).
- Library programming and resources for library users of all ages including the Summer Reading Program, outreach to schools, adult literacy and GED support through the Community Learning program (80008).
- Mobile and Partner Libraries program (80009) focusing on people underserved by traditional library means, including older and homebound adults, people with disabilities, adults and youth who are institutionalized, incarcerated, or experiencing homelessness and families using childcare services.
- The acquisition, cataloging, and sorting of library materials including digital collections through Integrated Library Services (80020)
- Engagement with underserved communities and support for teams with specific cultural and non-English language focuses through the Community Engagement program (80023)
- Administrative services that support the infrastructure for delivering library services including the Library Director's Office (80010), Business Services (80012), Facilities (80014), Human Resources (80017), IT Services (80018), and Marketing and Communications (80019).
- Coordination of library engagement with the capital bond work through the Library Building Bond Administration program (80024)

Other Significant Program Changes

The realignment of the Public Services Division and the merging of the Content Strategy and Operations Divisions into the Department Administration and Public Services Divisions results in a significant number of shifts of resources between different program offers and cost centers.

These changes create different administrative support systems within the library organization. While they do not fundamentally affect how people might experience a visit to the library, the changes help provide parity in supporting the library's We Speak Your Language, Black Cultural Library Advocates and Native/Indigenous teams with a dedicated Community Engagement Unit. They also restructure Community Information work units for more coordinated help with reference and research services, online, by phone and in-person. A new Mobile and Partner Libraries unit supports and expands existing outreach services in settings outside of library buildings. Other changes support increased efficiency and coordination in materials processing and other support services. Many of these changes are a part of the Public Services Division realignment that was started and presented as part of the FY 2022 budget.

The library will be reclassifying Library Clerk positions throughout public service locations to Library Assistants in FY 2023 reflecting a shift of \$174,437 in the budget to support that change. That change is the effort of a labor/management team's recommendations for updating library classifications. An additional 8.00 FTE of Library Safety Liaisons were reallocated from temporary personnel funds in the Public Services Management program (80022) and the elimination of budgeted funds dedicated to funding Facility Security Officers from the Multnomah County Sheriff's Office in the Central Library program (80001) through budget modifications in FY 2022.

The FY 2023 submitted budget for the library includes targeted additions including:

- An increase of 8.00 FTE in Library Safety Liaisons to support safety and security in public service locations. These budget changes were made during FY 2022.
- A net decrease of 0.25 FTE from other budget changes in FY 2022 centered around staffing for re-opening of library buildings, reclassification of Library Clerk positions, and changes to public services management positions.
- A 1.00 FTE increase to the Marketing and Communication program (80019) to create a dedicated Spanish-speaking Communication Coordinator focused on culturally specific communication channels.
- A 1.00 FTE increase to the Business Services program (80012) to create a dedicated Contracts Specialist Senior position to help manage the growth of library-specific contracts.
- A 1.00 FTE increase to the Central Library program (80001) to create a Central Library Administrator position to help the program with the distribution of management tasks and security support.

COVID-19 Impacts & American Rescue Plan

The library entered FY 2022 as the COVID-19 pandemic continued to deeply impact services. A total of 530 days passed before the public regained access to all library buildings. The last public library to restore access was Albina Library in August of 2021. Throughout the year the library has worked to adjust services to continuously changing conditions, including limits on the number of people inside a building and for computer use, changes around mask policy and requirements, and intermittent service reductions or infrequent closures due to COVID-19 exposure or employee illness. The enforcement of mask mandates has added to the safety and security challenges library staff face in serving the public during the pandemic.

In FY 2023, the library will continue to evolve and adapt services to changing community needs and COVID-19 related restrictions, regulations or circumstances. The challenges of the current fiscal year helped the organization create new processes and resources to support partners and assist library users during times of continual change and uncertainty. The library will continue to focus on digital equity with an ongoing emphasis on loaning computer equipment and wi-fi hotspots in the coming fiscal year. The library looks forward to a future where changing public health protocols and new library spaces will allow people to reconnect in person and build community in library spaces.

American Rescue Plan (ARP) Programs					
Offer Number	Program Name	MC Direct Allocation	Other ARP Sources	FTE	Limited Duration
80098	Central Library Terrace	1,700,000	0	0.00	0.00
80099	Outreach Hotspots	200,000	0	0.00	0.00
Total		1,900,000	0	0.00	0.00

- Central Library Terrace includes \$1.7 million in funding for a library terrace project that will provide more outdoor community gathering space to support the social health of the community in downtown Portland. This project is ready for delivery in FY 2023 and is part of projects that have been partially funded through Prosper Portland.
- Outreach Hot Spots includes \$200,000 in funding as an extension of the tech lending outreach work from the previous year to support the acquisition of more hotspots to meet the demand the library is experiencing through the current lending program.

Span of Control

The Library Department span of control is 1:9.0 for FY 2023. This ratio reflects a slight decrease from the previous year that is largely due to a significantly smaller pool of on call workers during the pandemic.

Division Level Organization Chart

The Content Strategy and Operations Divisions will be merged into the Department Administration and Public Services Divisions. This is a result of the Public Services Division realignment, and a consolidation of the library's support programs into the Department Administration Division after personnel and work team alignment changes at the division director level. This streamlined organizational structure reflects the work to support library services and deliver library services in two divisions.

