Multnomah County

TO: Chair Jessica Vega Pederson
         Chris Fick, Chief of Staff
         Serena Cruz, Chief Operating Officer
         Christian Elkin, Budget Director

FROM: Vailey Oehlke, Library Department

DATE: February 13, 2023

RE: FY 2024 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 (last revised October 2022) and on four foundational pillars.

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

The library works to create an environment that serves and supports those who have not had access or been welcomed. The library acknowledges its own legacy of oppression and racism, and is committed to a path of evolution and improvement to deconstruct those systems. Multnomah County Library will focus resources on people and groups who have been left out. To this end, the library will act based on the priorities below.

Our priorities:

Evolving library services
- Centering community voices, race, and culture in developing library services, collections, and resources
- Meeting and serving communities at their point of need
- Uplifting the voices of those who have not been heard

Supporting education and learning for all ages
- Serving youth, educators, parents, and caregivers in libraries and beyond
- Offering students and learners tools and resources to help online and in-person learning
- Providing tools and help for lifelong learning

Delivering technology training, access, and assistance for all
- Making technology available and useful for those who need it most
- Collaborating with partners to provide devices, internet access, and training
- Acting and advocating for digital equity and inclusion

Creating and maintaining safe and healthy spaces
- Serving people in buildings that are as safe and healthy as we can make them
- Striving to maintain inclusive library spaces that promote emotional health and safety
- Planning for future library spaces that support safety, health, and well-being

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 2024 will be the eighth year of the library's equity and inclusion program. In FY 2023, the library hired an equity analyst for this program to expand and enrich equity and inclusion work across the system.

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, which is currently working to identify and define (in collaboration with language and cultural teams) racial equity culture change and transformational change. This will provide the library with a better understanding of our progress towards organizational change that supports an environment of equity and inclusion.

The library has a proposed total of 629 budgeted staff members (part-time and full-time) for FY 2024. Of those positions, 164 or 26% have Knowledge, Skills, and Abilities designations related to language or culture.

As an ongoing practice, program offer narratives all address how their services connect to or advance racial equity. The library is committed to meaningful change and to individual programs being accountable for the work of creating a more equitable library. Budget alignment with equity and inclusion goals and measures is the result of a strong collaboration between the library's Equity and Inclusion 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, resources have been allocated to provide opportunities to expand culturally and linguistically diverse staff and teams. This expansion supports staff, by having a community within the library, as well as 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.

In FY 2023, the library started a new group for Staff of Color who are in their first nine months of employment to ease their integration into the library, provide support to and among those attending, and provide a space for their voices to be heard. In addition, the library began a six-session equity learning cohort series that provides staff and managers an opportunity to participate in learning across a variety of equity topics.

For the last several years, the library has applied the fundamentals of the equity lens in crafting its budget. The library has created resource addition proposal worksheets that score how programs and services advance equity goals or would potentially have a negative impact on those experiencing the greatest barriers. The Equity and Inclusion Manager works with groups of managers as well as individuals in developing program goals that support equity with a focus on centering race and language.

In FY 2023, the Library Rules Equity Review team—an advisory body that consisted of managers and frontline staff from across the system—completed their review of library rules using an equity lens and made recommendations to support patrons and staff in language clarity, more equitable practices, and actions that focus on prevention and de-escalation rather than discipline. Library leadership incorporated those recommendations into new rules, implemented in FY 2023.

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 Finance and Facilities, 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.

FY 2024 Budget Priorities and Key Issues

Multnomah County Library approaches FY 2024 on the cusp of significant change and transformation across the library system. As the library fulfills its obligations to expand and modernize spaces through the Library Capital Bond Program, it also envisions a vastly different set of conditions beyond that. Post-bond operating expenses and fiscal decisions will differ from past ones—from internal services to staffing.

This budget seeks to position the library to embrace that change by anticipating challenges ahead based on expanded square footage, new staffing models, increasing personnel costs due to contractual obligations, and enhanced focus on safety and security in library spaces.

The public library as an institution exists to achieve a set of shared goals and aspirations for community and individual health, well-being, and resilience that align with the Chair's Budget Focus Areas. In FY 2024 the library will continue or expand a range of services to those ends, including:

Responding to people experiencing or vulnerable to homelessness
Libraries seek to provide welcoming environments to everyone. That work encompasses everything from essential customer service to informational resources, furnishings, technology (80018), clean, functional restrooms (80014), and providing library services to people experiencing homelessness (80009). The library is also a key partner in Multnomah County's enhanced responses to extreme weather events, and augments those services by sharing vital information about shelter, providing water to patrons, and by providing staffing for regional warming and cooling centers as needs dictate.

Community safety
While safety and security are primary and ongoing concerns for the library inside its spaces, the library also strives to contribute to a wider sense of community safety. That work involves an array of partnerships, including with the Workplace Security unit, the Department of Community Justice, Multnomah County Sheriff's Office, contracted private security (80022), and neighboring business and civic groups. Internally, the library continues to advance safety and security efforts by evaluating and adjusting its Person In Charge model, maintaining minimum staffing levels, and by implementing a new set of rules designed to lessen the burden of interpretation and enforcement on library staff and the lasting impacts of enforcement and exclusion to marginalized communities.

Enhancing self-sufficiency
At its core, the library is an organization dedicated to enhancing self-sufficiency. With resources to foster learning, growth, and knowledge, library staff apply specialized expertise to help people discover materials, programs, and technology to connect them with the world around

them and advance their individual goals. Those include access to devices, technology, and training (80018), one-on-one tutoring for students and personalized adult education services, citizenship classes (80008), and direct access to social services and referrals, including mental health services, shelter, hygiene, and more (80001). The library also plays a key role in supporting participation in the electoral process by serving as ballot return sites, staffing ballot box transport duties, sharing information about elections, and partnering with the Elections Division for a process of continual improvement.

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. This is perhaps the most active period in the library's storied history to intentionally transform library spaces and services. In FY 2023, new construction is underway at the Operations Center, Holgate Library, Midland Library, Albina Library, and North Portland Library. The library is also embarking on a major refresh project at Central Library, with smaller projects to follow at Capitol Hill Library, Gregory Heights Library, and others.

To support this work, the library and its partners in design, construction, facilities, and logistics are enacting a highly complex set of plans to use a set of temporary spaces and services to lessen the impact on patrons. This includes moving and storing materials with special attention to the ongoing needs of priority communities and culturally relevant collections, and staging operations for minimal downtime to public-facing services.

During these processes, the library is committed to keeping the public informed about disruptions and how to access library spaces and services.

The FY 2024 budget proposal makes informed decisions to help the organization fulfill its mission now and to set the stage for a post-bond environment that provides for new and expanded services. The library seeks to make a set of targeted permanent additions to accomplish these goals.

A new Community Partnerships Manager role will help the community utilize added public library spaces and amenities. This position will be responsible for developing and nurturing location-based partnerships in library spaces—prioritizing partnerships with communities that have been underserved—as well as establishing library policies that will govern the use of community spaces more broadly.

An additional permanent Translation Editor role with a Vietnamese KSA will further the library's work to focus and improve its approach in translating written materials that help ensure patrons receive linguistically and culturally relevant information about library services and resources. This complements a dedicated Spanish language editor and other partially dedicated translation editing roles for Chinese and Russian.

An additional Human Resources Analyst Senior will support known workload issues in Library HR, provide additional direct support for managers, and create capacity within the HR team to focus on equity in hiring and workforce planning more broadly.

The library also seeks to implement a set of one-time investments to position the organization to better meet current and future needs. Those include investments in security incident reporting technology to increase reliability, improve data to inform allocation of security resources and decision-making, and use more flexible and robust tracking and documentation. This proposal also includes additional funds to advance practices around data equity in library operations by continuing work with the Coalition of Communities of Color and pursuing recommendations to implement in the future. Finally, the library seeks to better support public information, particularly around bond-related changes—including building closures and temporary services—and new library locations and services with dedicated design support for print and web materials.

Overall, the library's work to prepare for the coming fiscal year reflects a broad set of considerations to move the organization forward in anticipation of new spaces and new possibilities. This is an important and exciting time in Multnomah County Library's history, and the community it serves has much to anticipate and benefit from in the coming years.

Budget Overview

The Library Department budget submission totals $108.1 million and 547.25 FTE for FY 2024, and **all programs are within target**. The submission is detailed in the table below showing the total allocation.

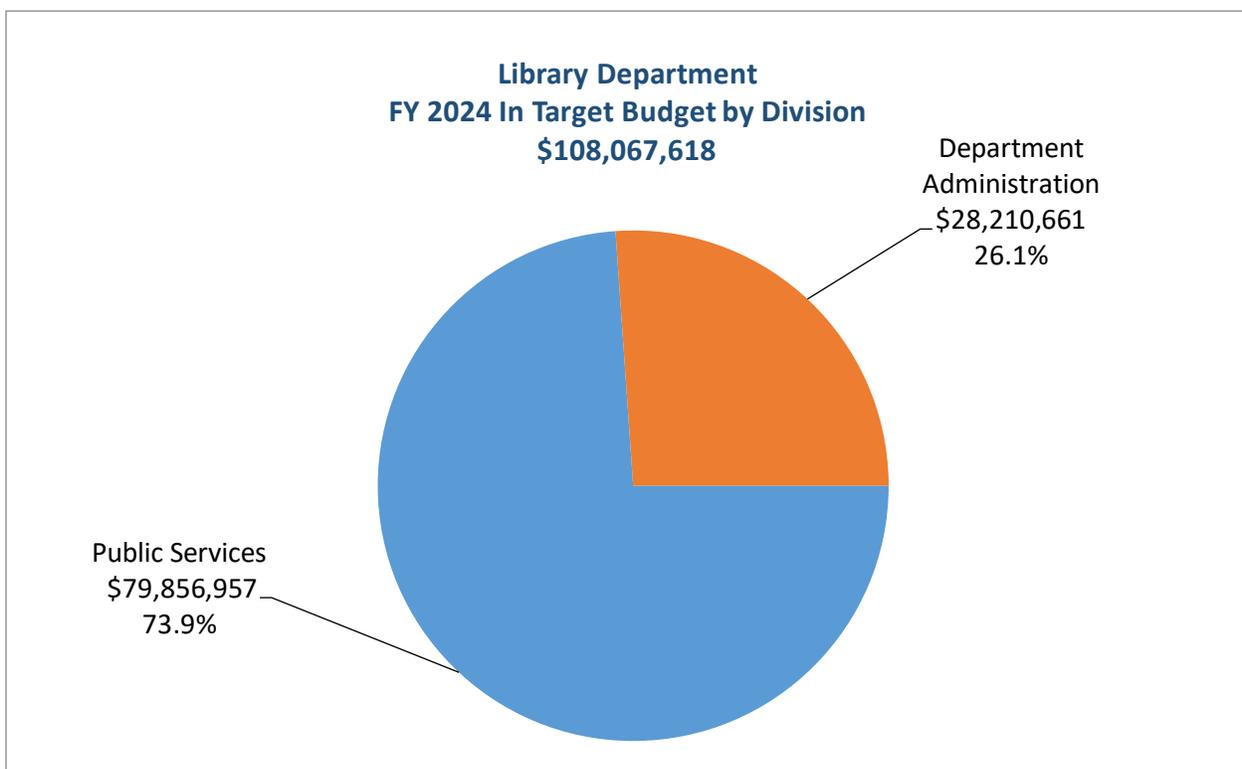| FY 2024 Library Department Budget Submission					
	FY 2024 General Fund	FY 2024 Other Funds (except 1515)	FY 2024 ARP Fund (1515)	Total Funds	Total FTE
In Target Programs	$0	$108,067,618	$0	$108,067,618	547.25
Out of Target Programs	$0	$0	$0	$0	
Total FY 2024 Submission	**$0**	**$108,067,618**	**$0**	**$108,067,618**	**547.25**

The Library Department does not receive any General Fund resources. The department budget is funded primarily from a dedicated property tax in Multnomah County, approved via Measure 26-143 in 2012. The FY 2024 Library budget reflects the continuation of a $1.22 per dollar of assessed value tax rate for the Library District, which is lower than the maximum rate of $1.24.

Other revenues sources include grants, interest earnings, and user charges for services. The FY 2024 Library Department budget also includes approximately $2.56 million of one-time-only spending supported by Library District fund balance.

The overall requested budget for the Library Department is $108.1 million in FY 2024. Of this amount, $105.5 million represents ongoing operating expenses for personnel, materials and services, contracted services, and internal services. This reflects a 5.2% increase over the FY 2023 Adopted Library Department budget, and is well within the $107.9 million total revenue forecasted for the Library District in FY 2024.

Notable one-time-only expenditures total $2.56 million, and include $1.3 million for the second retention bonus in accordance with the Local 88 contract (80012), and $1.26 million to support temporary space, technology, and other library needs that arise as a result of the major bond program (80025).

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

Library Department
FY 2024 In Target Budget by Division
$108,067,618

Department Administration
$28,210,661
26.1%

Public Services
$79,856,957
73.9%

This budget maintains/supports the department, continuing core work:

- Providing support for staffing and services throughout the county at 19 public service locations and the Mobile Library, offering informational, programming, computer, and internet services, along with access to library materials (80001–80005).

- Supporting the continuity of library services and temporary space needs during bond-related closures (80025).

- 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).

- Providing in-person and virtual reference services through the contact center, and support for in-person and virtual programming and reader services (80007).

- The Community Learning program (80008) provides support for creative learning spaces, summer reading, public training, adult learning, and partnership-based services to support literacy development for children and teens.

- Mobile and Partner Libraries program (80009) provides programs and services to older adults, child care providers, and people who are institutionalized or experiencing houselessness.

- 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 and Logistics (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 Library Special Projects program offer (80025) is new in FY 2024. It is intended to fund discrete, non-capital projects that are not considered part of the Library's regular operating budget. These projects utilize one-time resources to help the Library navigate temporary space, technology, and other library needs that arise as a result of the major bond program. These projects are not new, and have been included in the Library District budget plans and presentations, but are now mirrored in the Library Department budget as well. In the future, this program will include pilot projects and programs.

The FY 2024 budget submission includes other targeted additions, including:

- A 1.00 FTE increase to the Public Services Division Management program (80022) to create a new Community Partnerships Manager role, to help guide and develop community programming in new library spaces.

- A 1.00 FTE increase to the Human Resources program (80017) to address workload issues and provide additional managerial and recruiting support.

- A 1.00 FTE increase to the Community Information program (80007) to expand translation editing capacity for Vietnamese language materials.

COVID-19 Impacts & American Rescue Plan

The Library Department received $200,000 in American Rescue Plan (ARP) resources during FY 2023. These resources helped temporarily expand the number of Wi-Fi hotspots available for lending through the digital inclusion outreach program. The expanded access will sunset after FY 2023, but the library's regular Wi-Fi hotspot lending program will continue in FY 2024.

In FY 2022, the library utilized ARP resources to design, purchase, and outfit a Mobile Library. The Mobile Library will play a key role in providing support to the community during bond-related closures over the next few years, and the ongoing costs of operating and staffing the vehicle have been incorporated into the FY 2024 budget.

The Library Department does not have any FY 2024 ARP requests.

American Rescue Plan (ARP) Programs				
Program	Program Name	FY 2023 Budget	FY 2024 Budget	FY 2024 Action
Multco Direct ARP				
80099	Outreach Hotspots	200,000	0	Sunsets in FY 2023
	Total Multco Direct	**200,000**	**0**	

Division Level Organization Chart

The Library Department is organized into two divisions, Department Administration and Public Services. This organizational structure was implemented as part of the FY 2023 budget as part of a realignment of public services work groups and a consolidation of support programming.

The department level span of control is calculated at 1:8.81, a slight decrease from the prior year.

The Department Administration division includes: Director's Office, Human Resources, IT Services, Business Services, Facilities and Logistics, Bond Administration, Marketing and Communications, and Library Special Projects.

The Public Services division includes: Central Library, East County Libraries, Mid County Libraries, North and Northeast Libraries, South and West Libraries, Community Engagement, Community learning, Community Information, Youth Development, Integrated Services, Mobile and Partner Libraries, and Public Services Division Management.

Library Department
$108,067,618 | 547.25 FTE
Vailey Oehlke, Director

Department Administration
Vailey Oehlke, Director
63.25 FTE

Public Services
Annie Lewis, Deputy Director
484.00 FTE