

MINUTES

MILWAUKIE CITY COUNCIL WORK SESSION

February 5, 2008

Mayor Bernard called the work session to order at 5:30 p.m. in the City Hall Conference Room.

Council Present: Mayor Bernard and Councilors Barnes, Chaimov, Loomis, and Stone

Staff Present: City Manager Mike Swanson, Community Development and Public Works Director Kenny Asher, Planning Director Katie Mangle, Resource and Economic Development Specialist Alex Campbell

Library District

Mayor Bernard welcomed Lynn Peterson, Clackamas County Commissioner, Gary Barth, Deputy Director of Business and Community Services and Dan Zinzer, Director of Business and Community Services.

Commissioner Peterson started by going over the history. In 1991, the County passed a 3-year levy at \$.29 per thousand and then 3 years later it went back out for a levy for \$0.35 per thousand. In 1997, at the end of that levy, they went out for a 5-year levy and it was approved by the voters, but failed to meet the double majority requirement and because of the timing it ended up getting rolled into the General Fund because of Measure 47. It did not go away even though it was not approved. Clackamas County decided to extend the library funding for 5 years. They did that and decided that over those 5 years they would develop a long-term strategy.

They were now in the second five-year extension and were looking at more specifics. The reason that it had now become an issue was because the County was losing timber receipts and there was a low probability if any that they would receive any more federal money to backfill the loss. \$12.5 million was given to the County under the timber receipts and \$1.5 million was going to the County libraries. \$4.5 million was going to County roads and then there was the increasing demand on the general fund in all other areas, including dog services, DA's office, juvenile court and the rest of public safety as well as backfilling administrative costs on the health and human service side. They wanted to make sure at the least the admin staff was supported to maintain a high level of customer service. Due to those demands they had not been the most stable library partner for the cities and it had come to the discussion of a library district. She showed a graph of the declining amount of money the BCC decided that over the next 5 years starting in 2009 the County would decrease funding out of \$7 million to the network by about 20% annually to zero. That would happen whether or not the district passes – both were on glide path to zero because they could no longer be a stable partner due to other demands.

Mr. Zinzer said there was a group called Local Network Intergovernmental Board (LNIB) that worked on library issues and meet to represent all the cities. They looked at some possibilities. They started by looking at what it would take to have an excellent level of libraries per the Oregon Library Association (OLA), but it

was far too expensive. The County proposed the threshold level and in order to get every city to the threshold level it would cost about \$.39 per thousand. They were proposing \$.3974 per thousand as the rate for the library district. That ensured every library provider got to the threshold level, plus it required the County to get out of the retail business of libraries. The Oak Lodge library would be a shared facility with Gladstone. The Town Center library would move east and be a shared facility with Happy Valley and Damascus and the Hoodland facility would become the responsibility of the City of Sandy. The County would not longer be in the retail business but would continue to provide the library network out of the County general fund. There was a lot of contention over the distribution formulas and a big debate over whether videotapes and books should be counted the same. They looked at something simple that everyone could understand and seemed fair. It was based on \$.39 for the assessed value of that City. He provided a graph showing the service area boundaries that included the city plus the surrounding unincorporated area to make up the balance.

Councilor Barnes asked who made that decision.

Mr. Zinzer said it was a function of a sub committee of the LNIB called SAPS (Strategic Action Planning Subcommittee) that came up with the formula.

Mr. Barth said they looked at the existing boundaries and tweaked them modestly to ensure that every library achieved threshold level funding. There were only a couple of minor adjustments that had to be made.

Mr. Zinzer showed a slide with the 2008 – 2009 level of funding under the present County general fund distribution, and with the OLA threshold, and then the amount of funding for 2010 – 2011 under the new scenario. Each of the cities would achieve the threshold level of service.

Mr. Barth said that no library was at the threshold level today with just County funding.

Mr. Zinzer said they took the existing service area boundaries of the providers and did a few tweaks on some that didn't make sense. When they did the original distribution they followed precinct lines and didn't have a good mechanism to divide voter precincts. They could easily do that now. They also looked at areas close to urban growth boundaries (UBG), and tried to eliminate the possibility of being in someone else's boundary.

Commissioner Peterson said regarding the distribution by AV there had been a lot of angst over the distribution formula. With this plan one can see the equity and fairness between the cities. It was not just a competition of who could check out the most books, but it was based on more stable funding.

Mr. Zinzer said one of the issues was win or lose there was a declining allocation of the County general fund. In the event it is successful they still want to use the County general fund, but they propose to use it as a capital improvement fund. Since everyone would be at the threshold operation level they could use that \$12 million over the next 5 years to divide among the 12 providers for \$1 million each. They were drafting intergovernmental agreements (IGA) at this point. Once the district was formed they could enter into the IGA's with capital improvement plans for expanded or improved facilities.

Mr. Barth said the guiding principle would be the OLA standards to achieve that level.

Mr. Zinzer said the first step was that the Board of County Commissioners (BCC) needed to define the boundary of the district, which right now they were

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proposing be County-wide. In order to include cities within that boundary Council would need to sign a resolution that the City would be a part of the District. Once that was done the BCC would initiate the formation of the district and put it on the November 2008 ballot and funding would begin July 2009. During the process they want to make sure everyone in the County understands so they proposed a \$170,000 information effort, which was made up of \$50,000 from the County and \$10,000 from each city. It would consist of producing information that could be available in the libraries; articles for the citizen news; use of cable access, and to produce a mailer this summer for the fall, a postcard, and a reminder to vote.

Question #1 - Why is the \$12.5 million being distributed the way it is proposed?

Mr. Zinzer said right now \$4.5 million would be a reduction in the County road fund, \$1.5 million that would come from the elimination of the County retail libraries, \$2 million reduction in Title 2 and Title 3 funding, which affects soil and water conservation funds, outdoor school, search and rescue and 4.5 million would come from the elimination of the city share of the County libraries.

Commissioner Peterson said the question to go away from the more specifics was has the County hurt like the cities may hurt if the district failed? The answer was yes. Sitting on the budget last year there were a lot of people on the Committee that had been there a long time and one person said the County had been able to do more with less for every budget cycle that they had been there. This was the first time they were doing less with less. Because they did have to make the cuts they did take into account the fact that they knew it was coming. They had already started making the hits on their budget across the board. They already made the small cuts so not an easy answer. Doing less with less.

Mr. Swanson said he sat on the SAPS committee and admitted he should have asked how the cuts would be distributed. His problem was that he knew Milwaukie would suffer because \$12.5 million was significant, but he didn't understand the extent of that or that it was going to be as large as it was. \$480,000 out of a \$13 million general fund would be a real hit. It was not a simple process because we had to look at the whole system. It wouldn't be that the library is losing \$480,000 the whole system was losing. In this scenario the sheriff's department came out well. The irony was that Milwaukie has a system and we look at police and library as part of that system. If the district passes that was great with qualifiers. It would provide funding, but we were going to have higher demands on Ledding and we would have to deal with that. He was concerned about the scenario where it did not pass, and Milwaukie would suffer significantly. It appeared that 75% of the County general fund didn't appear to get hit very hard, but 100% of the cities did.

Commissioner Peterson had a list of things that would come out of the general fund. It was a big step to do the district. If it passed it would make a big difference in stabilizing funding for libraries. If it did not pass there would be some hard decisions made. The question was, were you willing to take the risk or go on the glide path.

Mayor Bernard said the City supported the district, but he was concerned about taking this large a hit.

Mr. Zinzer said public safety was 75% and was the priority.

Commissioner Peterson acknowledged that she had heard it said in many different meetings there was support for the district. If there were another option they would like to have heard it. They were closing 3 County libraries and those communities were in the same world of hurt and worse than the cities. It was an

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issue and seemed to be overlooked that they were closing 3 County libraries and those communities will be at a loss.

Mr. Swanson said he did not think it was a question of district. It was a question of what happened if the district did not succeed. If the district succeeded then it was a win-win. If the district did not succeed Milwaukie and other cities with libraries would be hit hard. He understood there were other services that were going to be hit within the County, but Milwaukie's hit was 100% and there were other services not being hit. The City already had an issue that the DA was funded at a level that it did not allow for the prosecution of misdemeanors; and Milwaukie had to look at expanding its court. The City was looking at having to increase services to deal with what had been cut, and with a loss of \$480,000 it would be very difficult to do that.

Mr. Barth said one assumption was that if it failed and people did not want to fund libraries keeping them open would create a real hardship. So if you close the libraries you then recapture what was coming from general fund.

Mr. Swanson said it was not that easy because he was not sure the question was if the district did not pass were the voters saying they did not want a library? He thought what they were saying on a county-wide basis was we were not willing to tax ourselves another \$.39 per thousand. It was a difficult decision because every City department was a part of the system. If one department was weakened the system was weakened. He firmly believed if we weakened the library we would weaken our police capabilities, code enforcement and others because they are all apart of the system. A well-funded operating library contributed as much to every other service as it likewise contribute back.

Commissioner Peterson said there was an article on Sunday in the paper that talked about this and every jurisdiction that was interviewed in that article paralleled Mr. Swanson's thoughts. The question was that when the revenues decreased you still had to make priorities, and she agreed that any impact to the library had secondary impacts across the system. They were going to have to start making priorities, and they were going to have to start to figure out different ways to fund things. They were trying to figure out how to backfill to meet their needs because they did not have the overall tax structure to do it.

Mayor Bernard said one of the reasons we cannot increase revenue was because the County was providing urban services. If the County was going to get out of library business because you are getting out of the city service business was it the intention to get out of providing city services outside of cities. If the County did not provide those services then those areas would be begging to annex because they would need water, sewer and road systems.

Commissioner Peterson said another question was more far reaching than the library. She said they have not had that discussion on the Board recently. It was a difficult to have a discussion with the unincorporated area. It was not an easy question. As the county had less ability to fund those urban levels of service people would be looking at incorporating or annexing and there had to be incentives. It would be a long-term discussion because you cannot force people. If we forced people we end up with angry citizens.

Mayor Bernard said we provide an excellent police force that was willing to expand outside the City boundaries because Milwaukie believed it could provide better service at a better rate. If the county were providing police, sewer and water services there never would be an incentive. He thought it should be a short-term discussion.

Commissioner Peterson said she felt Mayor Bernard's angst. The police/sheriff issue was discussed in the last 5 years and there was a committee of the chiefs and sheriff and they got together to look at how they could provide that service more efficiently. The recommendation that came back was no change. It might be time to look at it again.

Mr. Swanson said he roughly calculated the tax payment of what the county's permanent rate and the urban area would raise for Milwaukie taxpayers, which was \$3.4 million. One of the things they did see as a service was the return of the \$480,000. The disappearance of \$480,000 was 14% of the total transfer what would we be able to say we receive for that \$3.4 million dollars?

Commissioner Peterson said the county was legally required to continue public safety, which was beyond the sheriff and included the jail, juvenile detention, juvenile system, community corrections, DA and the Court which was the \$75 million; The assessors office was paid by the general fund, library network funding that would continue to fund all the libraries; central dispatch; veterans services; community solutions; community health clinics; homeland security and emergency management; arts and cultural affairs; public health; weatherization; public housing; planning; community environment; clerk; elections; treasurer; social services; parks; and dog services were all paid out of the general fund.

Mr. Swanson said it would be beneficial to value each of those services and see what Milwaukie taxpayers were getting, especially with the loss of \$480,000.

Mr. Zinzer thought they were in the process of pulling those numbers together from Mr. Swanson's questions. They should be able to get some good numbers of how that broke out across the county on those services provided by the general fund.

Mr. Swanson said he would never claim that there was any responsibility or requirement that the County fund libraries out of general fund. \$.35 of that general fund was there by virtue of hard work of the library volunteers from many years ago. In 1994, he recommended the \$.35 levy, and the volunteers made it happen. Now the library volunteers were going to be in the position of selling in some cases survival in some of the smaller cities that operate on 100% of the county money. The question was how can we exempt some offices from doing that, but we call upon the library volunteers again to raise money and in some cases keep the doors open. He realized it was a choice he was just saying there were other choices that could have been made. It was more of a statement than a question. He was marveled at the hard work the volunteers did in 1994 to make that \$.35 a reality.

Commissioner Peterson said it was the same answer as before. They had to make some priority decisions. She acknowledged the hard work that went into getting that levy, but we have to do it again for a district so we don't ever have to do that again.

Councilor Chaimov appreciated the difficult position that Commissioner Peterson was in as far as setting priorities from a diminishing pot of money. Although he may disagree with the decision made he understood it was a decision that was made and did not plan to argue that. Milwaukie was a town that was passionate about its library and all of the members of the board were at this meeting because they cared about the continued vitality of the Ledding Library. A levy may be a good policy despite their disagreement with the decision not to fund out of general fund. They were faced with having to sell this measure to not only Milwaukie neighbors but also the surrounding area. A

concern was that if he lived in Oak Grove the choices were if the levy failed he would not have a library, and he would have to go to Milwaukie or Gladstone to check out books. If the levy passes and he paid the additional \$0.39 per thousand he had to go to Milwaukie or Gladstone to check out books. How did we convince those people to vote in support, and if all of those people were coming into our library, which is already at half of the size it is suppose to be for the number of people that it served, how did we survive and convince the people in Milwaukie that opening our doors to more people was a good thing to do?

Mr. Zinzer said the hope would be that with the capital improvement fund would help pay for the improvements to the individual libraries. The Oak Lodge area that is to the south will be in the Gladstone service area and they would work with them to build a new facility going from a 5,000 square foot library to a 25,000 square foot library that would be close to the border between Oak Lodge and Gladstone. They are working together to set up a committee with Oak Lodge and Gladstone. The library would have a neutral name and the committee would work together on what that new facility would be. They had the site and some money. The hope was that the libraries will get better and meet the threshold levels of service and that the \$1 million that the county was giving would be a step towards that. He didn't know if \$1 million would get Milwaukie were they need to be or to expand, but that was part of the hope of what they were trying to do.

Commissioner Peterson said the district would raise \$1.4 million for Milwaukie and currently the City was getting \$480,000. Not all of that money had to go into operations and maintenance. It could be used for capital. Some of that money could be put aside to create a capital fund that went along with the seed money of \$1 million, and you could end up with several million dollars over a 5-year period. It could staff up slowly to the levels that were needed. If this did not pass, a lot of the cities would have to look at how they charge the unincorporated citizens to use the library and she would hate to see that happen, but that was one of the ways the cities would be looking at to fund that gap.

Mr. Swanson said if it did not pass and if people from unincorporated wanted to use the library Milwaukie would come up with something like buying a library card, which took us back to 1977. The people on the frontlines will be our librarians having to deal with the anger over that. That was something he wanted to acknowledge because they would have to be explaining and dealing with some fairly angry people. He was guessing that if it did not pass without any kind of backup funding, the network would lose some libraries. The Ledding Library was the library that he used because of circulation. One of the strengths is the network system. He was always intrigued by where he ends up getting a book from. They come from Estacada, Oregon City or Canby. He was not sure which libraries would survive, but it was an incredible system. He wanted to clarify what was being requested tonight. The County was really requesting approval of the resolution and for our purpose the 2 things to include were the geographical territory of the City of Milwaukie within any proposed district and a commitment of the \$10,000. The IGA was not requested to be approved tonight only the resolution included in the material.

Councilor Barnes questioned the amount spent on the January activities for \$22,000. She did not see that creating a PowerPoint presentation, taking pictures and putting together a speakers bureau came up to that much money. Any library would provide great pictures and any student could put together a PowerPoint. The first 3 months was \$30,000. She did not really see the City's getting much for that \$30,000 that could not have been done better in house.

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Mr. Zinzer said their public and government relations division prepared it.

Commissioner Peterson said a lot of this was just prepping so there was information in the libraries when people ask, what will happen to my library?

Councilor Barnes understood that, but the demographic was not a library patron. The demographic was anyone who did not go to the library and how we can get him or her to buy into this. People going into the library were people that already cared about that library. She did not wish for Milwaukie to pay \$10,000 for this kind of wastefulness.

Commissioner Peterson said January was over and the PowerPoint was done. She said for February through the spring if the City wanted to give them more specifics that was okay, but the line they cannot cross is into the political campaign. What they were doing to start out was more just within the library so that the library patrons understood. The second half was more about the facts of getting the educational campaign information out to the targeted people Councilor Barnes talked about. They were just trying to make sure they got information out to the library patrons.

Mr. Zinzer said the one expensive part in the January numbers was consultant expenses to help to build the website and establish the speakers bureau and information packets. They were going to bring someone in to help with the information packets to ensure they did not cross the line and only provide information. They did not think about going to each individual library to get talking points. That could possibly be done without a consultant.

Commissioner Peterson said this presentation was prepared because everyone would want to know how the money was being spent.

Councilor Barnes suggested the County talk to all the City library directors and public information officers. They were the people that knew best about their libraries and their patrons. Those people should be brought together as a subgroup to talk about what would help to sell this and what we could do to educate people who do not use the library.

Mr. Zinzer said that the library directors had been included, but up to this point the public information officers had not. They had asked every City if they wanted to have someone be a part of the process, and several cities volunteered participants.

Councilor Barnes said all of this meant nothing without a good communications plan for those who were already being taxed and who did not go to the library. It would not mean anything to them.

Mr. Barth commented that viral marketing was absolutely critical. The people who supported the library were instrumental in building the message.

Councilor Stone said it looked like the levy history had been successful. Prior to 1991 how were libraries being funded?

Mr. Swanson said libraries were funded by a levy that began in approximately 1977. Prior to 1977 each county and city library was on its own. It was pretty segmented, and people realized they needed to do something more coordinated. He thought the firsts library levy was about \$900,000, and then the libraries lived on a series of 3-year levies between 1977-1997.

Councilor Stone asked if a 3-year or 5-year levy would we have a better chance of voter approval? She was looking at unincorporated areas in terms of what they were getting out of it.

Mr. Swanson said the SAPS committee was beginning to weigh the options and the chair attended a BCC meeting and came back and informed the committee that there was going to be a district proposal placed on the November ballot. They went from looking at alternatives to developing a district proposal. Another question he missed and should have asked was why that was the only option. The decision came from the BCC.

Commissioner Peterson said it came from the Clackamas County Coordinating Committee (C4) and other studies. The question again was did we want a stable funding source? Did you want to say this is always a priority or do you want to put it on a rollercoaster ride for the next 20 years? What was the best for the citizens of the County?

Councilor Stone said it bothered her that the decision was made by BCC and the committee that was put together to look at it never fully did its work. No one wanted to see services fail, but to look at what departments are funded by the general fund to pick on the library and not look at the \$75 million that goes to the Sheriff's Department. She would like to see what that would really meant before going ahead.

Commissioner Peterson said that Mr. Swanson already brought up one issue of not being able to charge misdemeanors. They were already under pressure about how soon people were released from jail. They would not be able to afford to pay for the juvenile beds that they lease from Multnomah County. Those were the types of decisions that would have to be made. There would have to be a look at what the voters meant by voting in the Sheriff's levy and what kinds of promises were made. She could send an email to Councilor Stone as to what it would mean.

Councilor Stone said that minds were made up, and cities were backed into a corner. We were being presented with a proposal - take it or not.

Commissioner Peterson said the City could decide to be a part of the district or go it alone.

Mr. Swanson said Milwaukie would need to build a new courtroom if it expanded to a misdemeanor court. The cost of the courtroom was estimated to be \$878,000. We have kept our employee level consistent since 2000, as the county continued to build new buildings. He was amazed that there were 2,272 county employees, which was a rather large increase in the number of employees. He had to explain to the Milwaukie employees there would be \$480,000 less and he wanted to know how to explain that. The buildings were still going up, and he doubted the FTE's had dropped. It appeared to have jumped quite dramatically.

Commissioner Peterson said that the County decided to keep a lot of the social services in house rather than contracting. There were a lot of employees that worked directly for the County providing those services. Almost every other County in the state worked with non-profits to provide those services. The county had grown and had funds to grow those services.

Mr. Zinzer said the new building did consolidate a lot of employees from all over. They took people from Marylhurst, downtown Oregon City. They were leasing a lot of buildings and there was some cost savings on facility expenses.

Councilor Loomis said the system we have now does not work. He thought it was a great idea, and they should work hard at passing it. The critical issues were a lack of stable funding and a need for additional space. That was going to

be there regardless even if the County funded the libraries the way they were. He thought this was a great solution. Oak Grove residents would pay one way or another. Being negative about it would not help pass it. He did not go to the library but he would vote for it.

Mayor Bernard did not disagree but was concerned about how the decision was made.

Councilor Loomis said they all knew the Commissioners personally and did not think any of them were anti-library. He did not think it was an easy decision, and as elected officials it was important for them to understand that and support it. The BCC came up with a solution. They were being frank and honest that the funding was going away. If we cannot do it out of the general fund we will find a solution on our own. The current system was not working. We struggled every year to find the funding. If this were to pass the City would have the ability to do something with the Pond House. He thought the majority of the Oak Grove people would go to the new facility, and Milwaukie would have the money to expand or improve to serve people better. He thought of it as a win-win. He was willing to work hard. He did not think it was good going over the doom and gloom – we needed to work hard to pass it.

Councilor Stone asked if the \$12.5 million that was going away from the County general fund was \$4.5 million going away for roads?

Mr. Zinzer said the \$4.5 million was what went into the library network. A piece of that money was Title 2 and Title 3, which was a grant program that they had used for dump stoppers, soil and water conservation and outdoor school. The split was \$4.5 million for roads and \$7 million for everything else. The library network would continue as long as there was network to provide for.

City Hall Court Facility and JCB Office Space Remodels

Mr. Swanson said the projects were both estimated to run in excess of \$800,000 and he did not see room in the budget at this time. He was going to try and find a way to fund one or both projects. At this time no decision was needed he just wanted to introduce the projects and keep the Council informed.

Mayor Bernard asked if there would be a revenue analysis of the court done.

Mr. Swanson said he would be doing one because that was one of the potentials in terms of the court facility.

Councilor Barnes asked where everyone would park at the new court facility?

Mr. Swanson he had not solved that issue. He had only come up with a design for the court at this time, and did not know.

Councilor Barnes asked if the parking had to be at City Hall.

Mr. Swanson answered no. He said the fire bay looked like a good option for the court, but it could be anywhere in the City.

City Logo

Mr. Swanson said it was he did not intend for Council to make a decision tonight. They were really looking at engaging in a process that started with the NDA's. The medallion brought the whole issue to a head. He just wanted to make sure Council was comfortable moving it forward to do some work on it. The medallion used a lot of color, which was more expensive for printing purposes.

Councilor Stone suggested a logo contest. She liked the idea of refreshing it.

Mr. Swanson said there was much more to come. He handed out the retreat dates.

Mayor Bernard adjourned the work session at 6:47 p.m.

Pat DuVal

Pat DuVal, City Recorder

AGENDA
WORK SESSION
MILWAUKIE CITY COUNCIL

FEBRUARY 5, 2008

MILWAUKIE CITY HALL

Second Floor Conference Room
10722 SE Main Street

A light dinner will be served.

WORK SESSION – 5:30 p.m.

Discussion Items:

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2.	6:30 p.m.	City Hall Court Facility and JCB Office Space Remodels	Mike Swanson	50
3.	6:40 p.m.	City Logo	Mike Swanson	63
5.	6:50 p.m.	Adjournment		

EXECUTIVE SESSION

Executive Session: The Milwaukie City Council may go into Executive Session pursuant to ORS 192.660(2). All discussions are confidential and those present may disclose nothing from the Session. Representatives of the news media are allowed to attend Executive Sessions as provided by ORS 192.660(3) but must not disclose any information discussed. No Executive Session may be held for the purpose of taking any final action or making any final decision. Executive Sessions are closed to the public.

Public Notice

- The Council may vote in work session on non-legislative issues.
- The time listed for each discussion item is approximate. The actual time at which each item is considered may change due to the length of time devoted to the one previous to it.
- For assistance/service per the Americans with Disabilities Act (ADA) please dial TDD (503) 786-7555.
- The Council requests that all pagers and cell phones be either set on silent mode or turned off during the meeting.



TO: MAYOR AND CITY COUNCIL
FROM: MIKE SWANSON, CITY MANAGER
DATE: JANUARY 22, 2008
RE: LIBRARY DISTRICT

ACTION REQUESTED

This staff memo is written in three sections. The first is to answer Councilor Loomis' question from your last work session. The second is background information for an appearance by Commissioner Peterson and County staff Dan Zinzer at which they are requesting City support for the library district proposal. The third is to update you on additional information regarding this issue. Attachment 1, which is a memo prepared for a meeting of Clackamas County Mayors and Managers this past week, provides a brief history of this issue.

SECTION 1: REMAINING QUESTION FROM JANUARY 15, 2008 COUNCIL WORK SESSION

At your January 15, 2008 Councilor Loomis raised the issue of a presumption in favor of law enforcement created by Measure 50. This is an argument that Clackamas County (County) has been making in justifying its direction with respect to budget changes made in light of the loss of \$12.5 million in federal funds from the failure of Congress to reauthorize the Secure Rural School and Self-determination Act. The argument is that Measure 50 created a presumption in favor of law enforcement when making cuts such as those being proposed by Clackamas County.

Section 11(D) of the text of Measure 50 states as follows: "It shall be the policy of this state and the local taxing districts of this state to prioritize public safety and public education in responding to the reductions caused by this paragraph while minimizing the loss of decision-making control of local taxing districts. The Section that is referenced deals with the mechanics of implementing the provisions of Measure 50, which occurred in the late 1990s. In addition, the language quoted above neither states that law enforcement is a priority for all future budget processes, nor does it require that law enforcement is the exclusive service for future funding. In fact, the section expressly notes that the prioritization is not meant to greatly impair the ability of local decision makers in fashioning their budgets. The priority language quoted above is nice to have if

you want to justify a specific position, but it does not remove any ability to exercise discretion in future budget processes.

SECTION 2: COUNTY PRESENTATION

Clackamas County has been making the rounds of all cities to explain and to seek approval of the direction they are proposing. Commissioner Peterson and Dan Zinzer will be attending the Council's February 5, 2008 work session to make a presentation and to answer questions. I have attached the material they submitted as Attachment 2. Their package includes a cover letter dated January 8, 2008, a PowerPoint presentation explaining the proposal, a draft, proposed resolution they are requesting be adopted by each city, and a draft IGA governing the library district if it is adopted, together with new outlined service areas.¹

I understand that the County representatives will be requesting adoption of the resolution as soon as possible, with adoption of an IGA to follow. A number of these meetings have already been held with other cities, but I have not seen a pattern emerging.

I do have a number of questions that I have asked and am requesting they answer at the February 5, 2008 meeting. I have attached them as Attachment 4, and I will forward them to the County representatives prior to our meeting. I may come up with others or you may have some of your own, so I will also notify them that they may have questions in addition to these.

SECTION 3: ADDITIONAL INFORMATION

With so much swirling around this issue, it is difficult to structure any report in a logical manner. In this section I will attempt to provide additional information for your consideration as you wade through this issue.

First, much of the activity that is now taking place arose from my recommendation that we not fund the public information campaign. I include that memo and its attachments as Attachment 5. That memo prompted a meeting of the Mayors and City Managers within Clackamas County, which prompted a draft joint statement of a city position, which I have attached as Attachment 6. This is now being circulated among the cities to ascertain whether or not there is agreement.

At the same time in a couple of meetings with Commissioner Peterson she has clearly stated that the policy to end funding is the Board's position, and the County has no intention to back off of that position. That policy is clearly stated in

¹ The proposal would be for a November 2008 General Election ballot measure creating a countywide library district whose purpose would be to raise funds for operation of city libraries. The permanent rate of the district is proposed to be \$.3974 per \$1,000 of value. Each city would receive an amount that the rate would raise if applied to their value plus an additional amount to serve the unincorporated residents within their service boundary area. I have attached the projected distribution for each city if the district is approved. It is Attachment 3. If the district passes, County funding of city services would end effective FY 2009-10. In the event the district fails, the County promises to create a "glide path" over a five-year period that would reduce the contribution by roughly 20% annually, until there is no longer a County contribution to city libraries.

the Board Resolution that is scheduled for adoption on January 31, 2008. A draft of it is attached as Attachment 7.

CONCLUSION

At this writing there are many things happening. I will update you as we move forward. I cannot stress enough the fact that there is so much information that I feel a written staff report is inadequate to cover everything. As you consider this staff memo, please call with any questions or clarifications you might have.

At your February 5 meeting the County will be requesting that you take action to adopt the resolution. It would demonstrate support for the proposed district and indicate that the City will participate in the public information campaign. I do not think that an answer is required, but we need to engage in a discussion on a City approach as soon as possible.

ATTACHMENT 1

TO: Clackamas County Mayors and Managers
FROM: Mike Swanson
DATE: January 11, 2008
RE: County Library Distribution

BACKGROUND

The purpose of this memorandum is to briefly outline the history regarding the County distribution of funds to city libraries, to briefly describe the County's future proposed action regarding those funds, and to suggest a possible unified city approach for discussion.

The first County-wide Library Levy was effective during FY 1977-1978. It was a fixed amount (\$917,964) that was estimated to require a rate of approximately \$.29 per \$1,000. The last levy approved by the voters was in 1994 and applied a rate of \$.35 per \$1,000.

In May 1997 Oregon voters approved Measure 50, a Constitutional amendment limiting property taxes. Among its provisions was one that established permanent tax rates for all local governments. Roughly stated, the total of each jurisdiction's established tax base and existing serial levies became the permanent rate. One result was that once dedicated funds—like the Library Levy—became discretionary. Thus, in Clackamas County the funds dedicated to libraries through the Library Levy became part of the County's General Fund and indistinguishable from any other property taxes credited to that Fund. The Board of County Commissioners (Board) continued to provide support to the three County branches, the ten city libraries, and the Library Network from the General Fund, albeit at an amount less than the amount collected at a rate of \$.35 per thousand (as was their right to do). At the rate of \$.35 per \$1,000, the taxes previously approved for libraries currently generates approximately \$11,000,000 for the County's General Fund.

In 2007 the US Congress did not reauthorize the Secure Rural School and Self-determination Act, which had been created to provide financial relief to primarily Oregon and California counties in which federal timber lands were located. The failure to reauthorize will result in the loss of approximately \$12,500,000 to Clackamas County. The Board and County staff have been considering budget adjustments to reflect this loss. One casualty is the County General Fund allocation to libraries, which will end beginning FY 2009-2010.

The Board is proposing to replace the General Fund support by placing a Countywide library district proposal on the November 2008 General Election ballot. The district, if passed, is a county service district whose purpose is to fund library operations within the cities. In the event that the district proposal fails to

pass, the Board has made it clear that it will no longer fund libraries (including the County branches but excepting the Network). The Board is requesting that each city contribute \$10,000 for a public education campaign on the district proposal, and it has agreed to contribute \$50,000. At present one Board member and a County staff person are scheduling meetings with each city council to propose and discuss an intergovernmental agreement that will govern the relationship between the County and its cities.

RECOMMENDATION

Upon passage of Measure 50 the Board gained the right to exercise discretion in its use of the amount formerly generated by the Library Levy. Since the passage of Measure 50 it has continued payments to cities even though it was not required to do so. Moreover, the pending loss of federal funds poses a serious problem for the Board. Admittedly, if approved by the voters, the district is a great solution to library funding. However, if it is not approved, the Board has elected to balance its budget on the backs of Clackamas County cities. Thus, the Board "wins" whatever the outcome, but the cities "win" under only one scenario.

This is not a simple question of "all or nothing." That is, the Board was not required to make a decision between funding and not funding libraries. It could have elected to share the burden both with County departments that remain funded and the cities. It is a fact that \$.35 of Clackamas County's permanent rate exists because library supporters invested time and energy to pass a series of library levies. It is reasonable to argue that the financial pain should be shared with and not borne solely by those who were responsible for past successes. That is not, however, what the Board elected to do. Rather, the choice it made was between one or more County departments and the cities providing library services, and the former prevailed.

The managers recommend that each city agree to approve an IGA only if the agreements are the same for each city and include an additional provision committing Clackamas County to continued funding of city library services at a reasonable level should the district proposal not be adopted. (An amount has not been determined.) This recommendation recognizes that the district process has gone far down a path, and the managers feel that it is important that cities support the effort to adopt a library district. However, if that fails, and in light of the fact that a significant source of available County funding can be credited to the efforts of library supporters, it is reasonable that cities receive a reasonable level of funding from either a district or the County General Fund and not be asked to shoulder more than a portion of the pain inflicted by the loss of federal funding.

ATTACHMENT 2



BOARD OF COUNTY COMMISSIONERS

PUBLIC SERVICES BUILDING
2051 KAEN ROAD | OREGON CITY, OR 97045

January 8, 2008

James Bernard, Mayor
Joe Loomis, City Councilor
Susan Stone, City Councilor
Deborah Barnes, City Councilor
City of Milwaukie
10722 SE Main Street
Milwaukie, OR 97222

Dear Mayor and City Councilors:

Over the past few years, Clackamas County has been engaged in a dialogue with our cities regarding the creation of a stable funding source for libraries. The County General Fund has been the source for the majority of library funding for several years. Beginning in 2007 the financial position of the County has changed dramatically. There is a pending reduction or possible elimination of the Federal Secure Rural Schools funding and we have encountered other urgent issues such as creating more detention capacity. As a result the Board of County Commissioners has had to make some difficult prioritization decisions.

Beginning July of 2009, the three County operated libraries will no longer receive General Fund support, and the County contributions to city libraries will be reduced by approximately 20%. The County General Fund contributions to city libraries will continue to reduce for the following four fiscal years until General Fund support is eliminated in June 2014. The County General Fund will continue to support the Library Network operation at its present level, and be adjusted for inflation.

It is important to note that although funding to the County libraries will be eliminated, the service areas and residents supported by those libraries will be provided for through the gained efficiency and consolidation of library operations. An example of these efficiencies would be a new and enlarged facility anticipated for the Gladstone and Oak Lodge service areas.

The Board of County Commissioners requested that staff work with the cities and the Library Network Intergovernmental Board (LNIB) to develop a plan for a county wide service district to give the citizens of the county the opportunity to continue library services.

Based on input from staff and LNIB, the Board of County Commissioners is proposing formation of a county wide library district for the November 2008 ballot. The district will include any city that adopts a resolution and intergovernmental agreement to join the district.

The tax rate for the district will be 39 cents per thousand dollars of assessed value. A rate of \$.39 per thousand will allow every city that provides library service to achieve the Oregon Library Association's "threshold" level of service.

If the library service district is successful, the county will continue to provide the network services for the cities and will create a capital improvement fund for library improvements from the funds slated for operations from 2010-2014. This will provide approximately \$1,000,000 to each of the cities that provide library services in Clackamas County.

Enclosed in this packet is a draft resolution for inclusion in the service district. Each city must sign a resolution to be included within the district. There is also a draft intergovernmental agreement that lays out distribution formulas, service area boundaries, service requirements, a contribution to an information campaign and capital improvement plans.

The County would like to have a representative meet with your city council in January to discuss the proposal and answer questions. Our staff will contact you shortly to make arrangements.

We are looking forward to proceeding with the district and hope that you are as excited as we are to give the citizens of Clackamas County the chance to support and enhance their library services.

Sincerely,

CLACKAMAS COUNTY BOARD OF COMMISSIONERS


Lynn Peterson
Chair


Bill Kennemer
Vice-Chair


Martha Schrader
Commissioner

Library District Discussion

City Councils of Clackamas County
January 2008

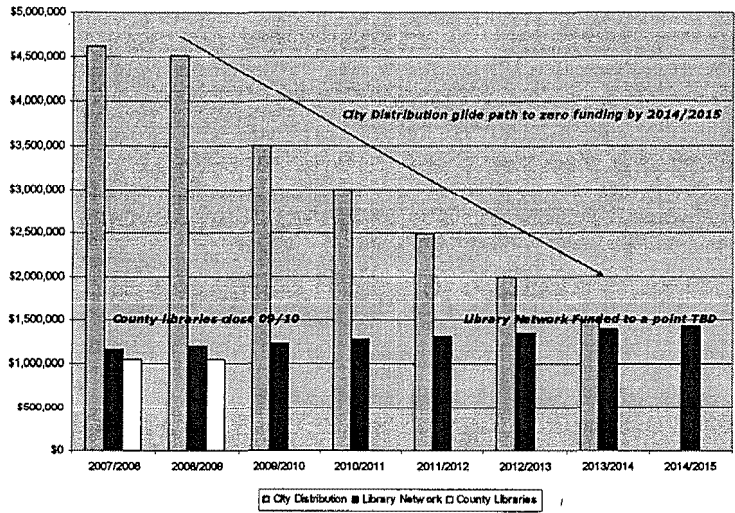
History of Library Levies & Funding

Includes funding of County run libraries and the Library Network

Funding Source	Budget Year	Funding	
		Per Thousand	Levy Revenue/General Fund
Three-year levy 91/92 – 93/94	91/92	\$0.29	\$4.1MM (est.)
	92/93		\$4.5MM (est.)
	93/94		\$5.1MM (est.)
Three-year levy 94/95 – 96/97	95/96	\$0.35	\$6.2MM
	96/97		\$7.2MM
Five-year levy 97/98 – 01/02 <i>Received a majority YES vote but did not achieve 50% voter turn-out.</i>		\$0.35	N/A
1998 – Board of County Commissioners adopts a five-year Tax Apportionment Policy 14% targeted apportionment for libraries	97/98	General Fund	\$7.5MM
	98/99		\$7.3MM
	99/00		\$7.9MM
	00/01		\$8.3MM
	01/02		\$8.7MM
Continued General Fund Contribution	02/03	General Fund	\$7.6MM
	03/04		\$7.6MM
	04/05		\$7.6MM
	05/06		\$6.4MM
	06/07		\$6.8MM
	07/08		\$6.8MM

Glide Path Reduction

If District Formation Fails

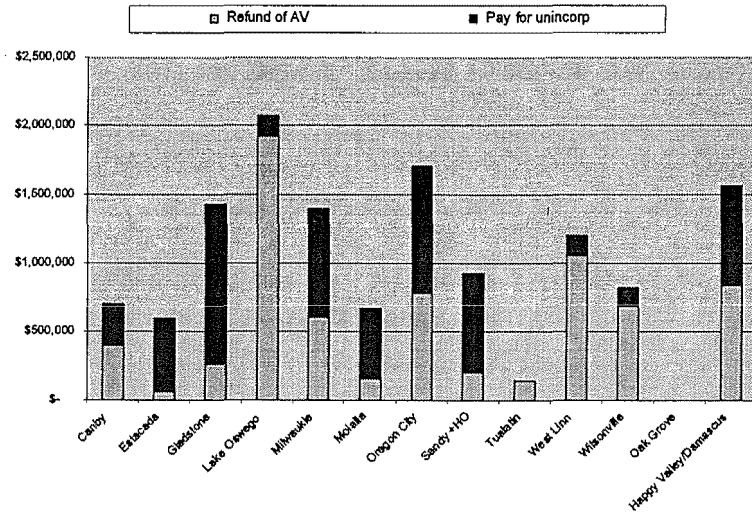


If District Passes

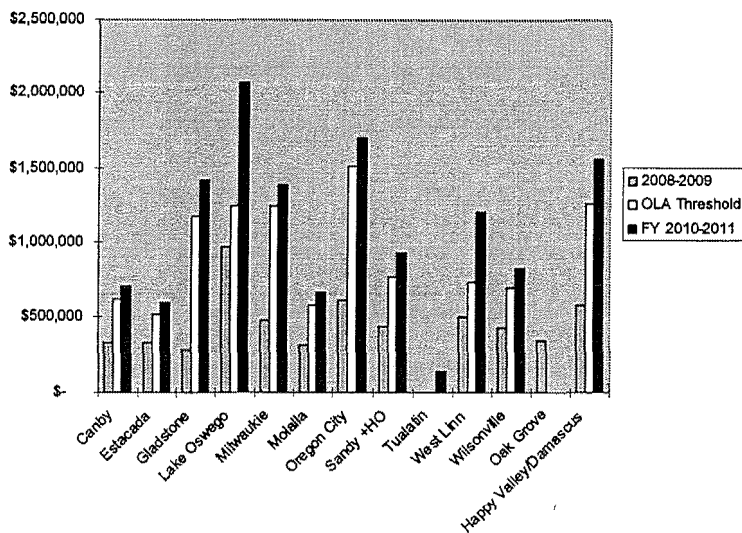
Operating Funds
at \$0.3974/\$1,000 assessed value

2010-2011 Funding Breakdown

Based on AV and Population Served



Funding Projections Vs. OLA Standard With District Passage



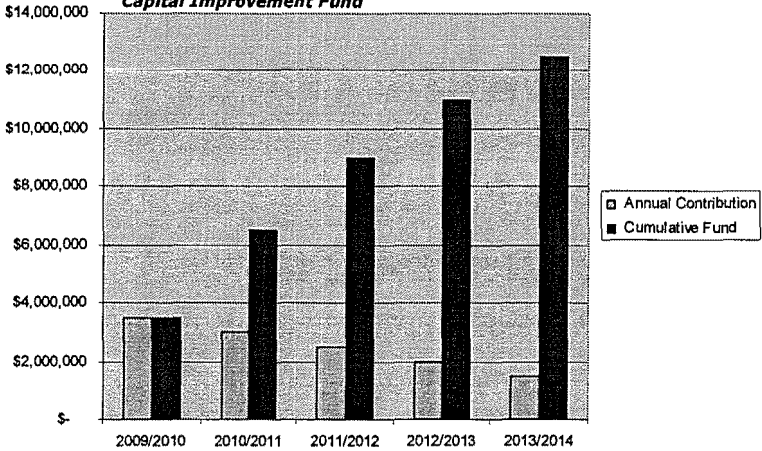
If District Passes

Capital Fund

Capital Improvement Fund

If District Passes

Redirect annual county contributions from operations to Capital Improvement Fund



Steps to Formation of the Library District

The Library Services District ("District") would be governed by Oregon Revised Statutes 451. A brief summary of the applicable steps are as follows:

- Define the proposed District boundaries.
- Obtain resolutions from cities within the proposed District boundaries approving inclusion within the District.
- Initiate formation of the District by The Board of County Commissioners adopting a Board Order describing the district by name and boundary and holding a public hearing between 30-50 days after Board Order
- Proceed with legal steps required to place District formation on the November 2008 general election ballot
 - *Election required since District is to be funded by a permanent tax rate limit for operations.*
- Vote on the proposed District and tax rate of the District during the November 4, 2008 general election
- If the vote is affirmative, the Board acknowledges the vote and forms the District within 30 days after the election.
- Funding begins with the 2009/2010 tax year.

Information Sharing Initiative

- Purpose – to provide facts regarding the proposed formation of a county-wide Library District.
- Proposed funding required for information sharing:
 - Total \$170K
 - Clackamas County \$ 50K
 - 12 cities @ \$10K each \$120K

**Public Information Schedule for Library District Election
2008**

Date	Activity	Costs
January	Produce PowerPoint presentation and prepare and print handouts for City Councils and library patrons	\$1,600
	Coordinate Information - establish speakers bureau, create and compile information for public, create website	\$20,000
	Photograph individual library sites	\$ 500
February	Produce and distribute bookmarks to libraries	\$600
April through spring	Prepare article for <i>Citizens News</i>	\$1,500
	Produce library Information video segment and Public Service Announcement (PSA) for Clackamas County Government Channel	\$6,000
July through summer	Produce and mail countywide Library District information publication ■Printing and postage for 170,000 county residences @ \$0.50/piece	\$88,000
September	Produce and mail countywide Library District information postcard ■Printing and postage for 170,000 residences @ \$0.42/piece	\$70,000
October 13th	Reminder-to-Vote mailing Postcard mailed to coincide with arrival of ballots	\$20,000
October	Reminder-to-Vote newspaper advertising ■The Oregonian, Clackamas Review, local community papers	\$8,000
	Campaign Total	\$216,200

Sample City Resolution for distribution to the Cities of Canby, Damascus, Gladstone, Happy Valley, Lake Oswego, Milwaukie, Molalla, Oregon City, Sandy, Tualatin, West Linn and Wilsonville

RESOLUTION NO. _____

Resolution Approving a Clackamas County Order to Initiate the Formation of the Clackamas County Library Service District:

The City Council of the City of _____ Finds:

- a. Clackamas County intends to form the Clackamas County Library Service District (the "Proposed Library District") under the authority of ORS 451.010(k). The Proposed Library District would have authority to fund libraries within the district.
- b. The Clackamas County Board of County Commissioners may initiate consideration of formation of the Proposed Library District by adopting an order under authority of ORS 198.835. Clackamas County would like to include the territory of the City within the boundaries of the Proposed Library District.
- c. The territory of the City may only be included within the boundaries of the Proposed Library District if we the City Council adopt a resolution consenting to inclusion of the territory within the proposed boundaries as described in the order initiating consideration of formation of the Proposed Library District.
- d. The City Council believes the Proposed Library District will be better positioned to provide fair and sustainable funding for the City's library and create a mechanism to recognize that the City's library serves residents of the county outside the City's boundary as well as City citizens. The City, County, and District will enter into an intergovernmental agreement as soon as practical upon the formation of the District.
- e. Pursuant to this end, the City Council authorizes the transfer of ten thousand dollars (\$10,000) to an intergovernmental fund, to be administered by Clackamas County, for the purpose of disseminating information about the Proposed Library District.

THEREFORE, the City Council of the City of _____ Resolves:

The City of _____ hereby consents to the inclusion of all the territory of the City that is in Clackamas County within the proposed boundaries of the Proposed Library District, supports and approves the formation of said district and authorizes the transfer of ten thousand dollars (\$10,000) to an intergovernmental fund, to be administered by Clackamas County, for the purpose of disseminating information about the Proposed Library District.

Sample City Resolution for distribution to the Cities of Canby, Damascus, Gladstone, Happy Valley, Lake Oswego, Milwaukie, Molalla, Oregon City, Sandy, Tualatin, West Linn and Wilsonville

Adopted by the City Council of the City of _____, Clackamas County, Oregon this _____ day of _____, 2008.

Attest:

City of _____

City Manager/Recorder

By _____
Mayor

STATE OF OREGON)
) ss
County of Clackamas)

I certify that the foregoing is a true copy of the original resolution on file in the office of the City Recorder.

City Recorder

Draft IGA and Attachment A, B, and C for distribution to the Cities of Canby, Damascus, Estacada, Gladstone, Happy Valley, Lake Oswego, Milwaukie, Molalla, Oregon City, Sandy, Tualatin, West Linn, and Wilsonville

**COOPERATIVE INTERGOVERNMENTAL AGREEMENT
BETWEEN
THE CLACKAMAS COUNTY LIBRARY SERVICE DISTRICT; CLACKAMAS
COUNTY, OREGON; THE CITY OF**

This agreement, made this _____ day of _____, is entered into by and between Clackamas County Library Service District (District) a district formed under ORS Chapter 451, Clackamas County (County), and the City of _____, (City) pursuant to the provisions of the Intergovernmental Cooperation Act, ORS

The District, County, and City agree to the following:

A. DISTRICT

1. This contract shall commence on July 1, 2009 and renew annually thereafter, unless terminated by either the City or District according to the termination provisions outlined in this contract.
2. The Board of County Commissioners is the governing body of the Clackamas County Library Service District and shall be known as the District Board. The District Board shall organize a District Advisory Board and appoint one member from each participating city. The District Board shall appoint the individual nominated by the City Council to fill the City's representative seat unless there is good cause for rejecting the nomination.
3. Revenues generated by the District tax base, including delinquent taxes, shall be distributed by the County Treasurer to the City and other participating cities as outlined in Attachment A for use in providing countywide cooperative library services. The formula will be evaluated in 2014 and every three years thereafter. The District Advisory Board will evaluate the formula and may recommend changes to the formula to the District Board for approval.

B. COUNTY

1. The County will continue to fund Library Network, a division of the Business and Community Services Department to provide county-wide library services to support the District's mission. The services provided will be capped at the 2007/2008 service level. These services are county-wide in benefit and include:

- The automated library system and related telecommunications
- Courier services
- Administration
- Database management services including creating/acquiring MARC format bibliographic records
- Inter-library loan services
- Inter and intra-regional cooperative library planning

The County is not responsible for new services added to Library Network. New or additional services will be billed back to the city or cities on separate contracts initiated as services are added.

2. The District Advisory Board will be the advisory board to the County on Library Network services, priorities, budget, programs, procedures and review of the attachments A, B, and C. The District Advisory Board will draft by-laws.
3. Library Network will provide administrative support to the District Advisory Board and any subcommittees under the Advisory Board.
4. The County will provide capital funds to each city for the purpose of library construction, remodel, expansion, building and site improvements, library construction bonded debt service, and/or collection development. The City will develop a capital plan to identify the improvements to their library. The capital plan will be mutually agreed upon by both the County and the City. Invoices for the expense to implement the agreed upon capital plan will be submitted to the County for payment up to \$1,000,000 during or after the specified year in the Capital Fund Chart. Those Cities having an agreed upon plan will find an Attachment D in this agreement. Capital funds will be distributed according to the following schedule:

Capital Fund Chart

	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014
1 Estacada	\$1,000,000				
2 Damascus		\$1,000,000			
3 Happy Valley		\$1,000,000			
4 Gladstone		\$1,000,000			
5 Oregon City			\$1,000,000		
6 Sandy			\$1,000,000		
7 Milwaukie			\$1,000,000		
8 Canby				\$1,000,000	
9 Lake Oswego				\$1,000,000	
10 West Linn				\$1,000,000	
11 Molalla					\$1,000,000
12 Wilsonville					\$1,000,000
13 Tualatin					\$ 150,000

C. CITY

1. The City will use District revenue to provide public library service, and shall expend the entire library revenue paid under this agreement in accordance with the purpose for which it was levied.
2. The City will retain administrative control over the library and library services in its service population. The City is responsible for developing library services based on the needs of its service population and the available revenue. The City will cooperate with the District Advisory Board. The City will cooperate with other participating cities to form standardized rules, procedures, and programs that affect the District as a whole.
3. The City, upon receiving District revenue, will agree to provide library service that meets or exceeds the Oregon Library Association Standards in Attachment C. Attachment C will be reviewed in 2014 and every three years thereafter. Service population will be based on figures determined annually for each public library by the District in Attachment B.
4. The City shall expend the capital funds for the purpose of library construction, remodel, expansion, building and site improvements, library construction bonded debt service, and/or collection development. The City will develop a capital plan to identify the improvements to their library. The capital plan will be mutually agreed upon by both the County and the City. Invoices for the expense to implement the agreed upon capital plan will be submitted to the County for payment up to \$1,000,000 during or after the specified year in the Capital Fund Chart. Those Cities having an agreed upon plan will find an Attachment D in this agreement.

D. GOVERNING LAWS

1. Each party shall release, defend, indemnify and/or hold harmless the other, its officers, commissioners, councilors, employees, and agents, from and against all damages, claims, injuries, costs, or judgments that may in any manner arise as a result of the party's performance under this contract, subject to Oregon Tort claims limitations.
2. Disputes regarding this agreement, that cannot be resolved by respective managers, shall be first directed to each party's counsel. Failing resolution, parties shall mutually agree upon a third party mediator.
3. This contract shall be construed and governed in all respects in accordance with laws of the State of Oregon. Should any portion of this agreement or amendment there to be adjudged by a Court of appropriate final jurisdiction to be in violation of any local, state or federal law, then such portion or portions shall become null and void, and the balance of the agreement shall remain in effect. Both parties shall immediately

renegotiate any part of this agreement found to be in such violation by the Court and to bring it into compliance with said laws.

4. This contract shall remain in effect to the end of the fiscal year in which both parties have signed and will be automatically renewed for successive one (1) year periods effective on July 1 of each year unless written notice of cancellation is given by either party to the other at least 180 days prior to the beginning of the next fiscal year.
5. At any time during the term of this agreement, at the request of either party to this agreement, the agreement may be formally reviewed by either or both parties and the District Advisory Board convened to discuss potential amendments. The District Advisory Board will forward a recommendation with the proposed amendment for consideration by the District Board.

Draft IGA and Attachment A, B, and C for distribution to the Cities of Canby, Damascus, Estacada, Gladstone, Happy Valley, Lake Oswego, Milwaukie, Molalla, Oregon City, Sandy, Tualatin, West Linn, and Wilsonville

Attachment A

The distribution formula is based on the following concepts:

1. The County Library District rate is \$0.3974 per \$1000 of assessed value.
2. Each year the District will receive the amount collected for the year plus the District's delinquent taxes recovered from the previous year. The collection rate is typically 95% of the total assessed amount.
3. The formula takes the previous year's assessed value of every City providing public library services in the County to compute the assessed value portion of the formula.
4. Each City's assessed value is subtracted from the total amount collected. The remaining funds are distributed, using the formula, by the percentage of unincorporated population in each City's population service area. City population service area maps are found in Attachment B.

The attached spreadsheets are examples of the distribution of funds. The spreadsheet labeled FY 2009-2010 is an estimate of the distribution formula before Gladstone/Oak Lodge and Happy Valley/Damascus libraries are constructed. The spreadsheet labeled FY 2010-2011 is an example of the distribution formula when the Gladstone/Oak Lodge and Happy Valley/Damascus libraries are open.

	Amt from AV refund	\$ 7,129,005	54%		Projected revenue distribution		
	Amt for serv unincorp	\$ 6,086,599	46%		if Library District is approved		
	estimated total distrib	\$ 13,215,604			FY 2010-2011		
	2009	FY 2010-2011	(new GL lib. & new HV/DA)	% of total unincorp	FY 2010-2011	FY 2010-2011	
	Assessed Value	Refund of AV in \$\$\$	unincorp pop served	population served	Pay for service to unincorp	TOTAL Library Distrib	
CA	994,945,622	\$ 395,391	9,464	5.11%	\$ 311,043	\$ 706,435	CA
ES	167,509,703	\$ 66,568	16,032	8.66%	\$ 526,931	\$ 593,499	ES
GL	664,750,267	\$ 264,172	35,150	18.98%	\$ 1,155,280	\$ 1,419,452	GL
LO	4,832,922,386	\$ 1,920,603	4,631	2.50%	\$ 152,208	\$ 2,072,812	LO
MI	1,523,844,725	\$ 605,576	23,908	12.91%	\$ 785,786	\$ 1,391,362	MI
MO	397,480,447	\$ 157,959	15,479	8.36%	\$ 508,764	\$ 666,723	MO
OC	1,983,484,033	\$ 788,237	27,851	15.04%	\$ 915,368	\$ 1,703,605	OC
SA+HO	516,790,028	\$ 205,372	22,025	11.89%	\$ 723,882	\$ 929,254	SA+HO
Tualatin	359,200,321	\$ 142,746			\$	\$ 142,746	Tualatin
WL	2,665,323,040	\$ 1,059,199	4,321	2.33%	\$ 142,029	\$ 1,201,228	WL
WV	1,718,213,467	\$ 682,818	4,422	2.39%	\$ 145,322	\$ 828,140	WV
Cities	15,824,464,039	6,288,642	163,282	88.17%	\$ 5,366,613	\$ 11,655,255	Cities
TC (HV and DA)	2,114,652,426	\$ 840,363	21,906	11.83%	\$ 719,986	\$ 1,560,349	TC (HV and DA)
		\$ 7,129,005	21,906	11.83%	\$ 719,986	\$ 1,560,349	
			185,188	100.00%		\$ 13,215,604	
	2010-2011	City Population	Unincorporated				
	Pop of Service Area	(LINCC projections)	pop served				
Canby	25,269	15,805	9,464		estimated Library rate		
Estacada	18,802	2,769	16,032		0.3974		
Gladstone	47,749	12,599	35,150		est.AV increase annually		
Lake Oswego	41,864	37,233	4,631		4.0%		
Milwaulie	45,208	21,300	23,908				
Molalla	23,010	7,530	15,479				
Oregon City	58,472	30,621	27,851				
Sandy +HO	29,475	7,450	22,025				
West Linn	29,464	25,143	4,321				
Wilsonville	22,372	17,950	4,422				
	341,683	178,401	163,282				
					total city pop	198,401	
HV & DA (TC)	41,906	20,000	21,906		total unincorp pop	185,188	
	41,906	20,000	21,906		total Clack Co Pop	383,589	
	383,589	198,401	185,188				
JKR 11-7-2007							

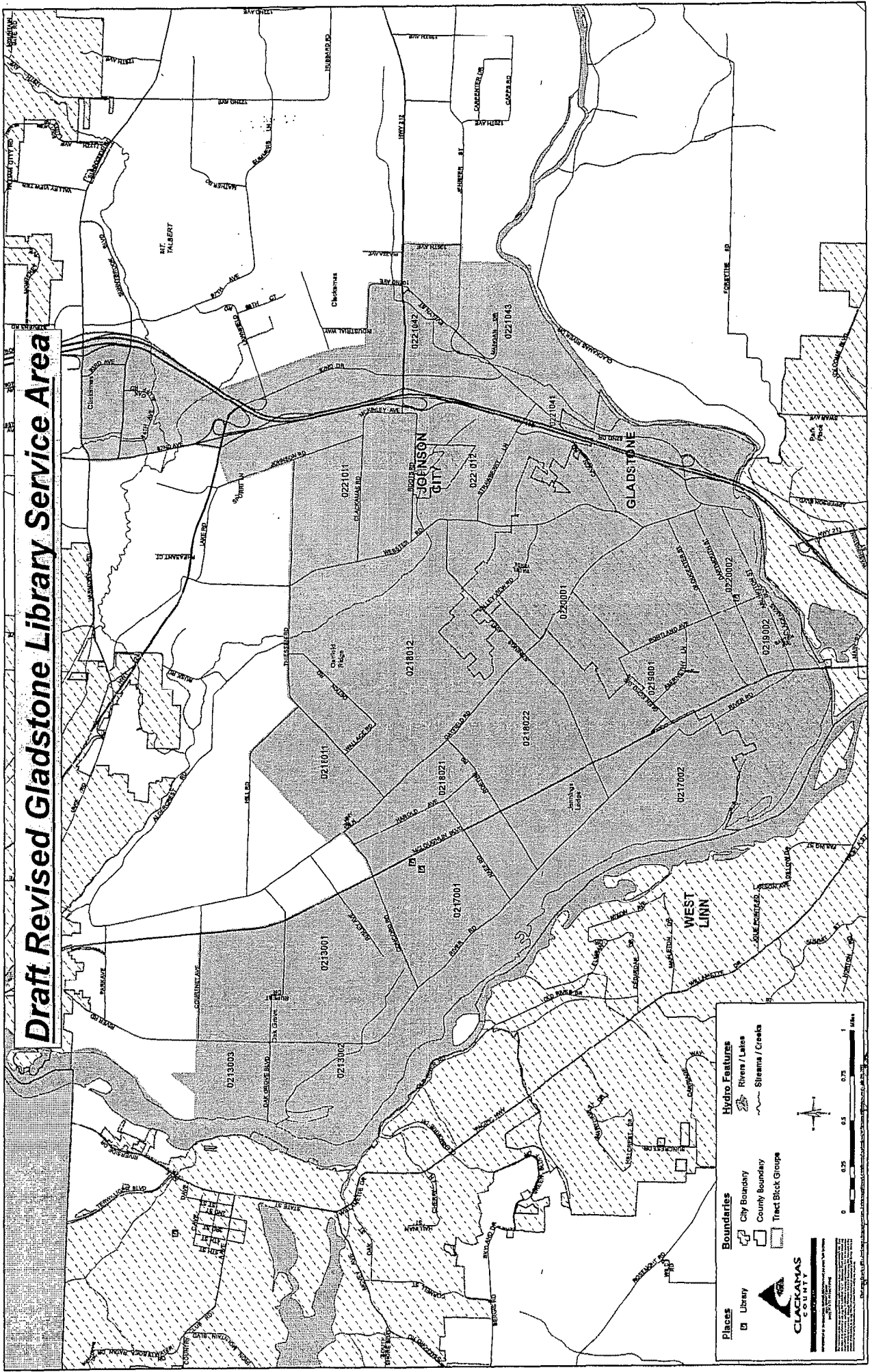
Draft IGA and Attachment A, B, and C for distribution to the Cities of Canby, Damascus, Estacada, Gladstone, Happy Valley, Lake Oswego, Milwaukie, Molalla, Oregon City, Sandy, Tualatin, West Linn, and Wilsonville

Attachment B

Service population maps are included in Attachment B.

1. The maps divide Clackamas County into library service areas. These areas are based on distance, roads, rivers, travel patterns, etc. and are intended to define where people are most likely to receive library service, and to give a city the ability to meet the library threshold standards in Attachment C. Census tracts are assigned to each City's service area. Based on census data, the unincorporated population in those census tracts is used to calculate the percentage of service population. This percentage of unincorporated service population is used in the distribution formula.
2. Population within census tracts will be adjusted with each new census, every ten years. If any city annexes an unincorporated area, the estimated population from that area will be subtracted from the unincorporated service population since the city will now be receiving the assessed value.
3. Changes in the service area/unincorporated service population will be mutually agreed upon by the effected cities. The new service areas will be presented to the District Advisory Board and Attachment B will be modified to reflect the agreed upon changes. Service population changes may be made in 2014 and every three years thereafter.
4. For the continuation of library service to the citizens in the Oak Lodge and Clackamas Corner areas, the service population boundaries will not change until the Happy Valley/Damascus Library is open and the New Gladstone/Oak Lodge Library is open. As each new facility is opened to the public, the service population will be adjusted to the new agreed upon boundaries found in this Attachment.

Draft Revised Gladstone Library Service Area



Places
 Library

Boundaries
 City Boundary
 County Boundary
 Tract Block Groups

Hydro Features
 Rivers / Lakes
 Streams / Creeks

Scale: 0 0.25 0.5 0.75 1 Miles

CLACKAMAS COUNTY

Map Date: 11/15/2011
 Map Author: [Name]
 Map Title: Gladstone Library Service Area

Draft Revised Lake Oswego Library Service Area

Places
Library

Boundaries

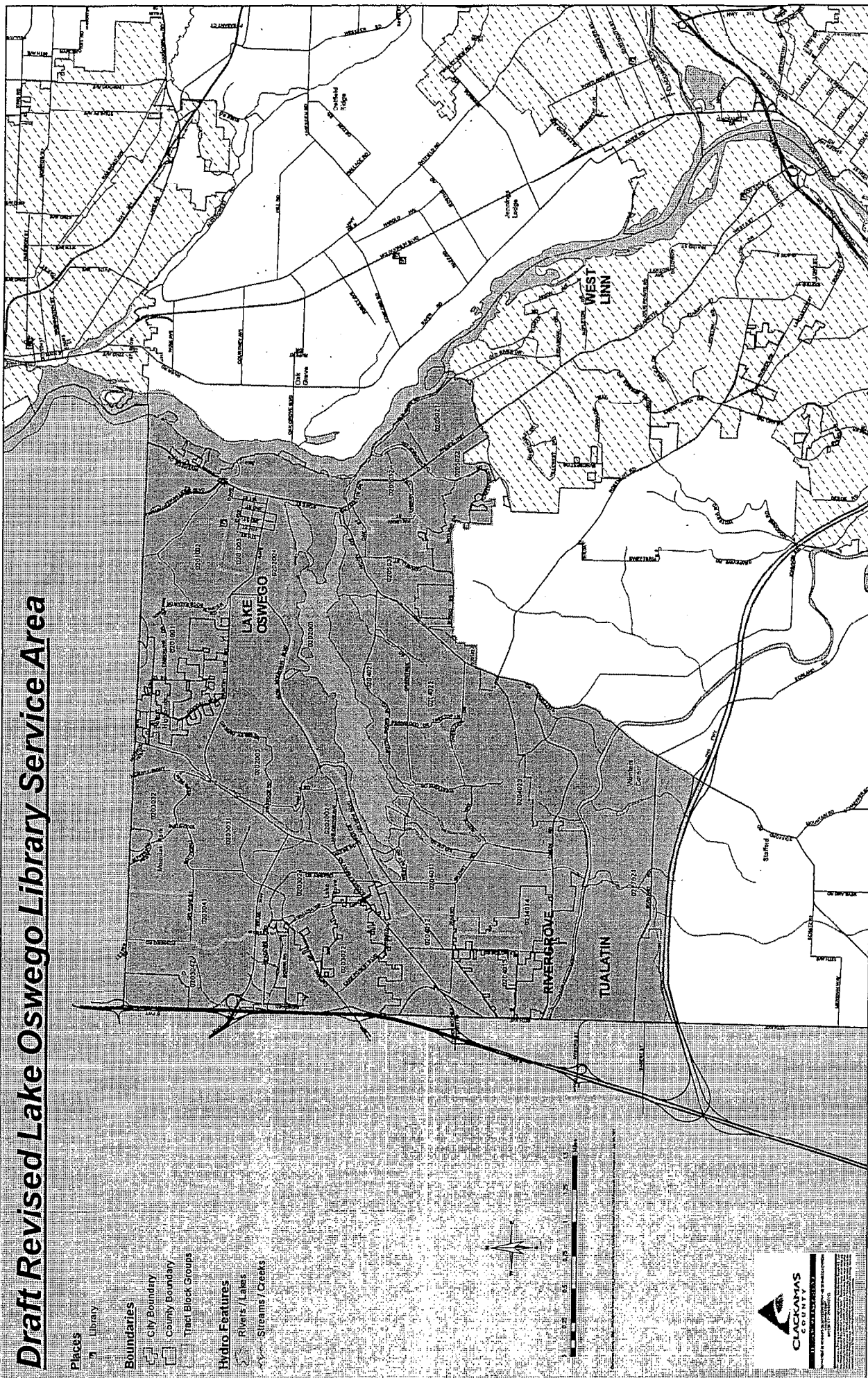
- City Boundary
- County Boundary
- Tract Block Groups

Hydro Features

- Rivers / Lakes
- Streams / Creeks



CLACKAMAS COUNTY
CLACKAMAS COUNTY COMMUNITY DEVELOPMENT
10000 NE MULTNOMAH AVENUE, SUITE 100
PORTLAND, OR 97220
503.944.3000



Draft Revised Milwaukee Library Service Area

Places



Library

Boundaries



City Boundary



County Boundary



Tract Block Groups

Hydro Features



Rivers/Lakes



Streams/Creeks

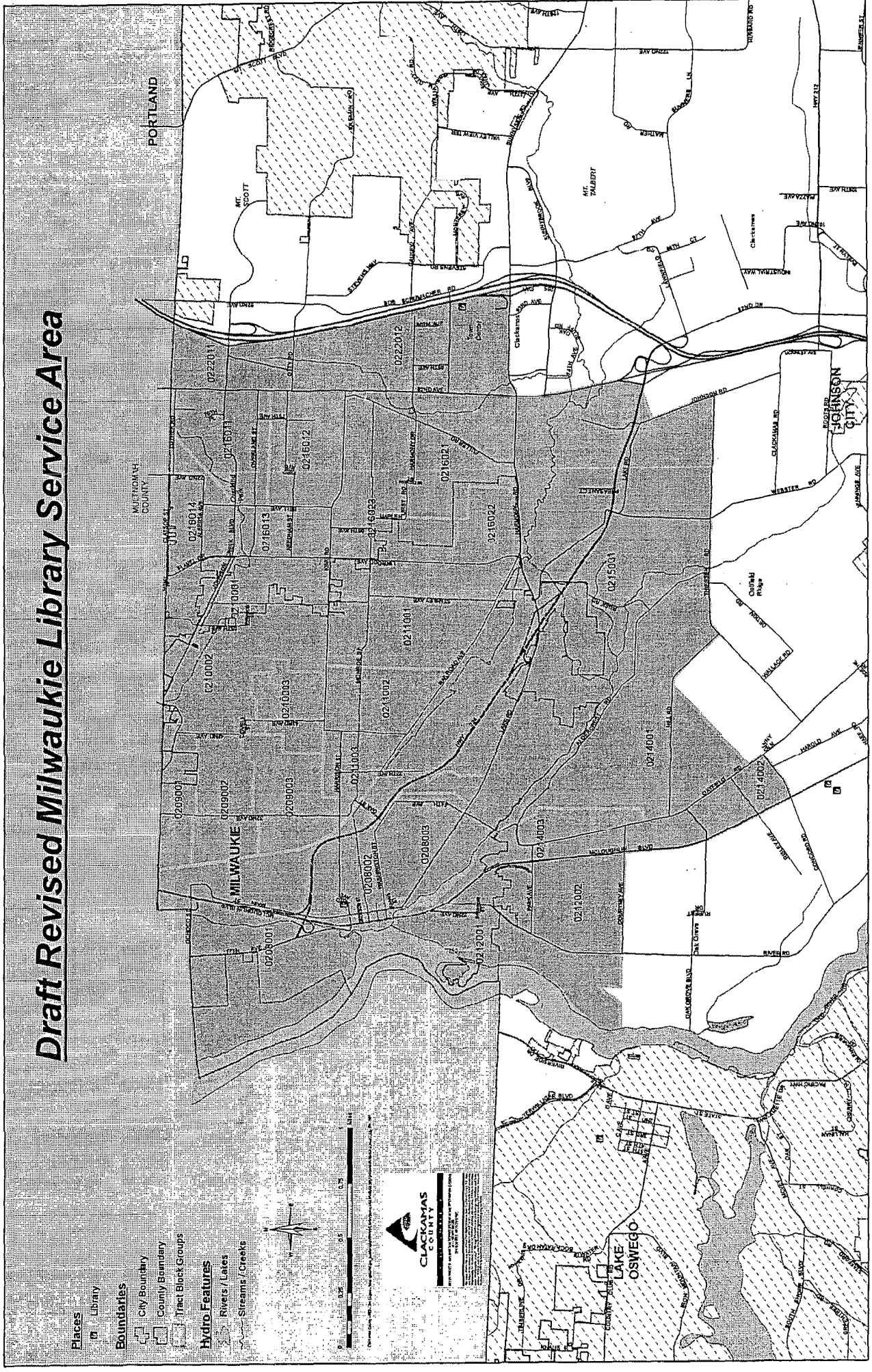


Scale: 1 inch = 1 mile

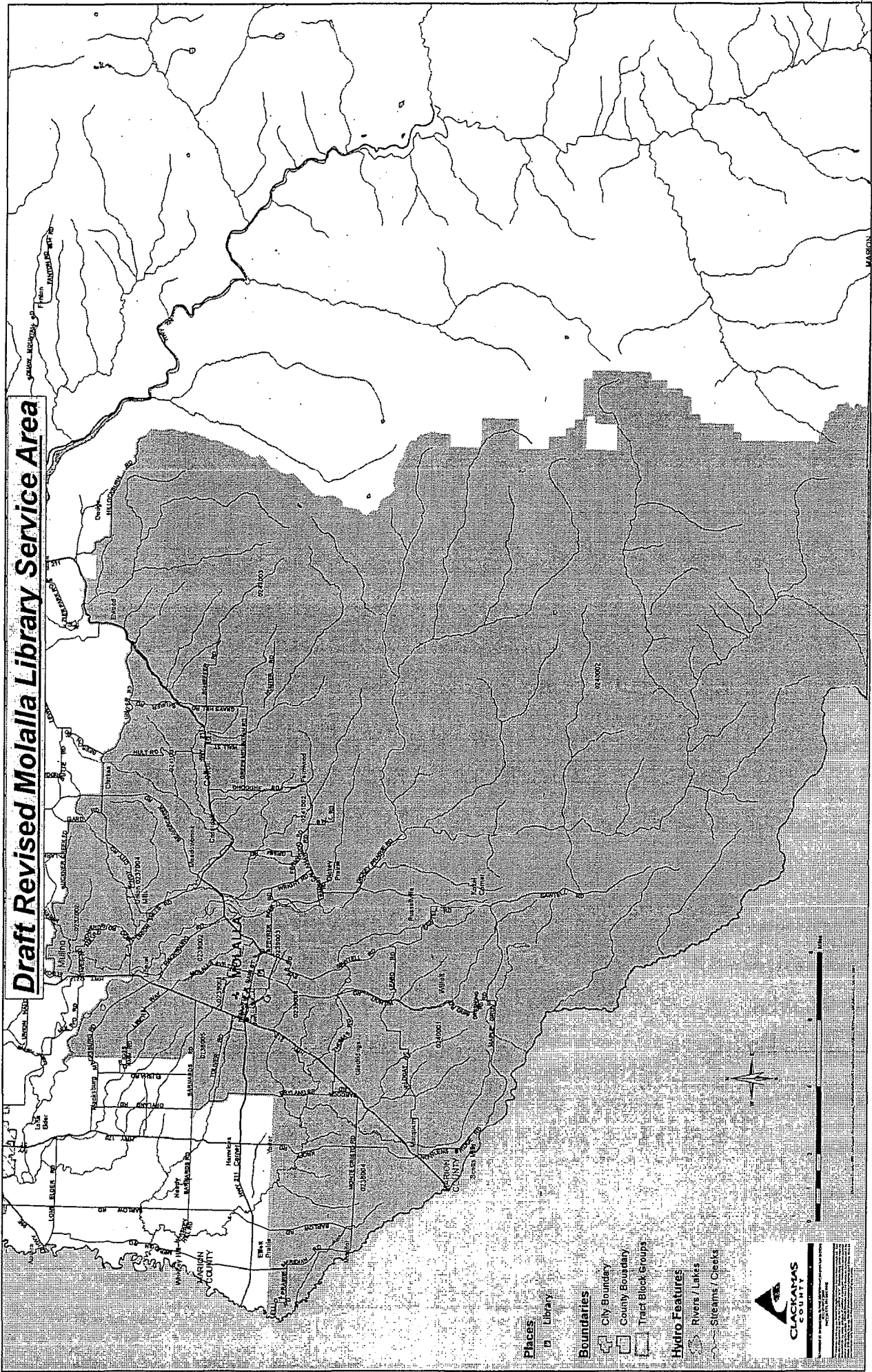


CLARK'S SURVEY, INC.

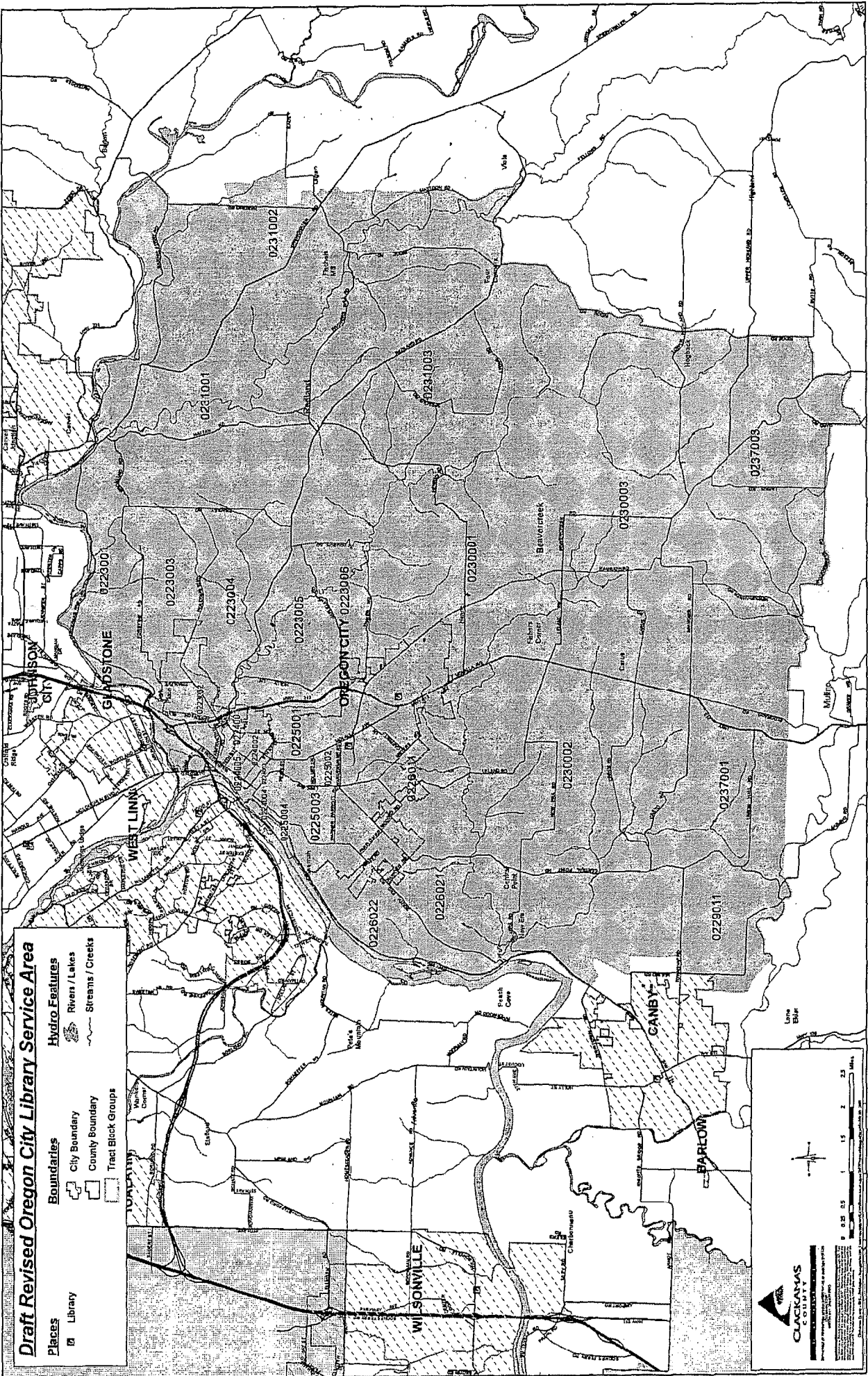
1000 WEST WISCONSIN AVENUE, SUITE 200
MILWAUKEE, WI 53233
TEL: 414-224-1100
WWW.CLARKSSURVEY.COM



Draft Revised Molalla Library Service Area



CLACKAMAS COUNTY
1000 NE Oregon Street
Portland, Oregon 97232
503.944.2000
www.clackamascounty.org



Draft Revised Oregon City Library Service Area

Places
 [Symbol] Library

Boundaries
 [Symbol] City Boundary
 [Symbol] County Boundary
 [Symbol] Tract Block Groups

Hydro Features
 [Symbol] Rivers / Lakes
 [Symbol] Streams / Creeks

CLACKAMAS COUNTY

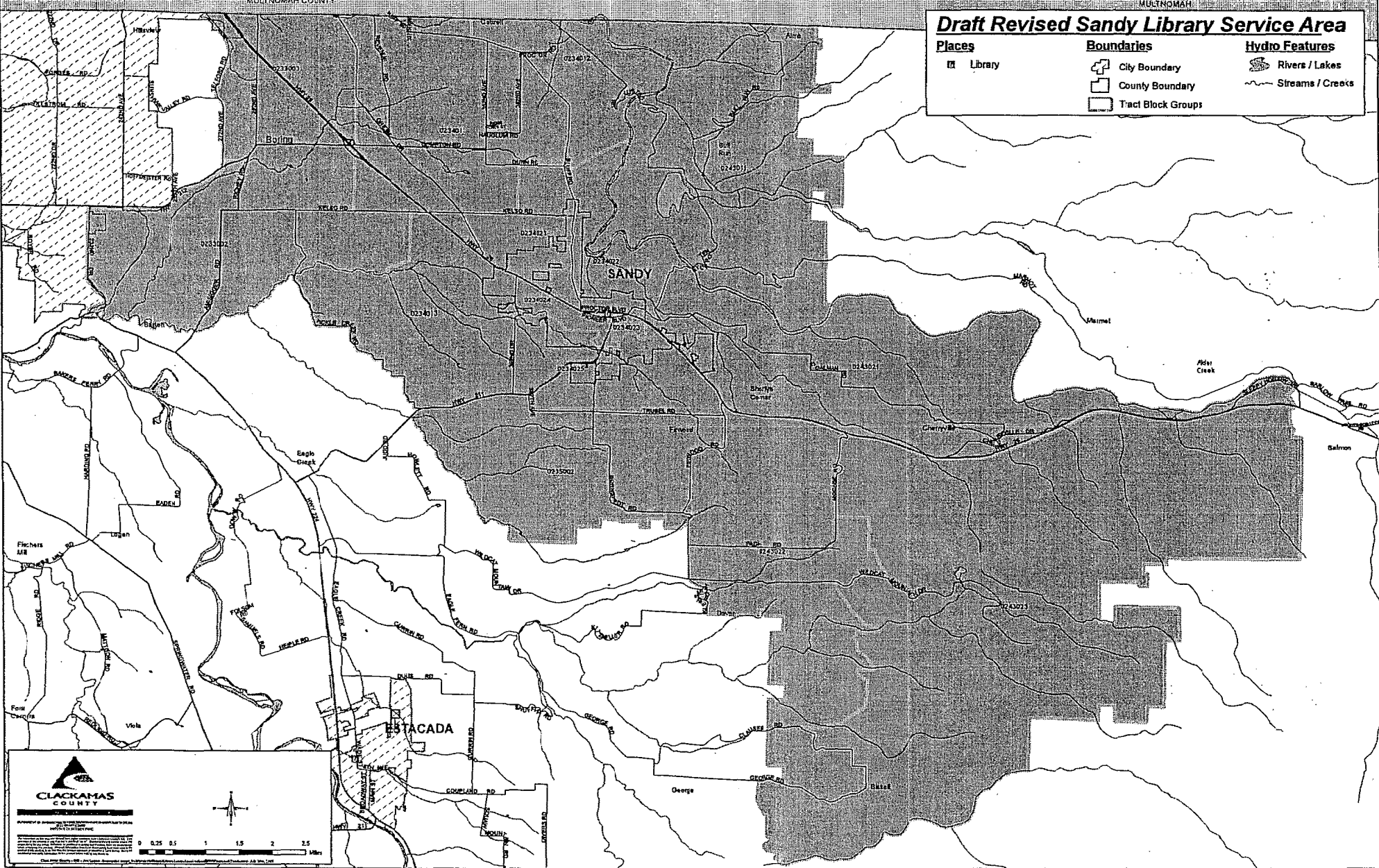
North Arrow

Scale: 0 0.25 0.5 1 1.5 2 2.5 Miles

Map Date: 10/20/2009
 Project Number: 2009-0001
 Project Name: Oregon City Library Service Area

Draft Revised Sandy Library Service Area

Places	Boundaries	Hydro Features
Library	City Boundary	Rivers / Lakes
	County Boundary	Streams / Creeks
	Tract Block Groups	

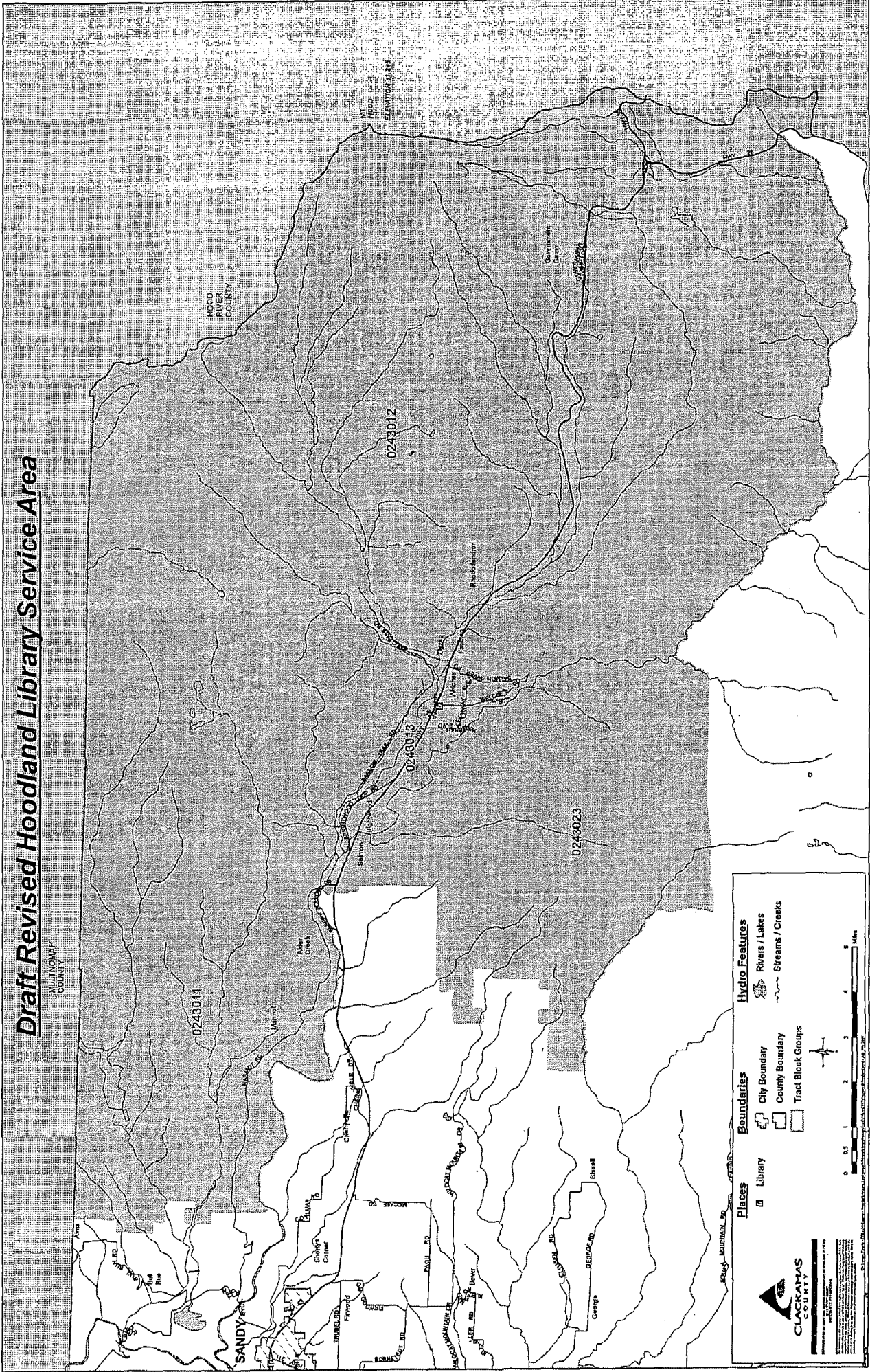


CLACKAMAS COUNTY
 Department of Planning and Community Development
 10000 NE Oregon Street, Portland, OR 97220
 Phone: 503-681-3000
 Fax: 503-681-3001
 Website: www.clackamas.gov

0 0.25 0.5 1 1.5 2 2.5 Miles

Draft Revised Hoodland Library Service Area

MULTNOMAH COUNTY



CLACKAMAS
 LIBRARY SERVICE AREA

Places

- Library

Boundaries

- City Boundary
- County Boundary
- Trade Block Groups

Hydro Features

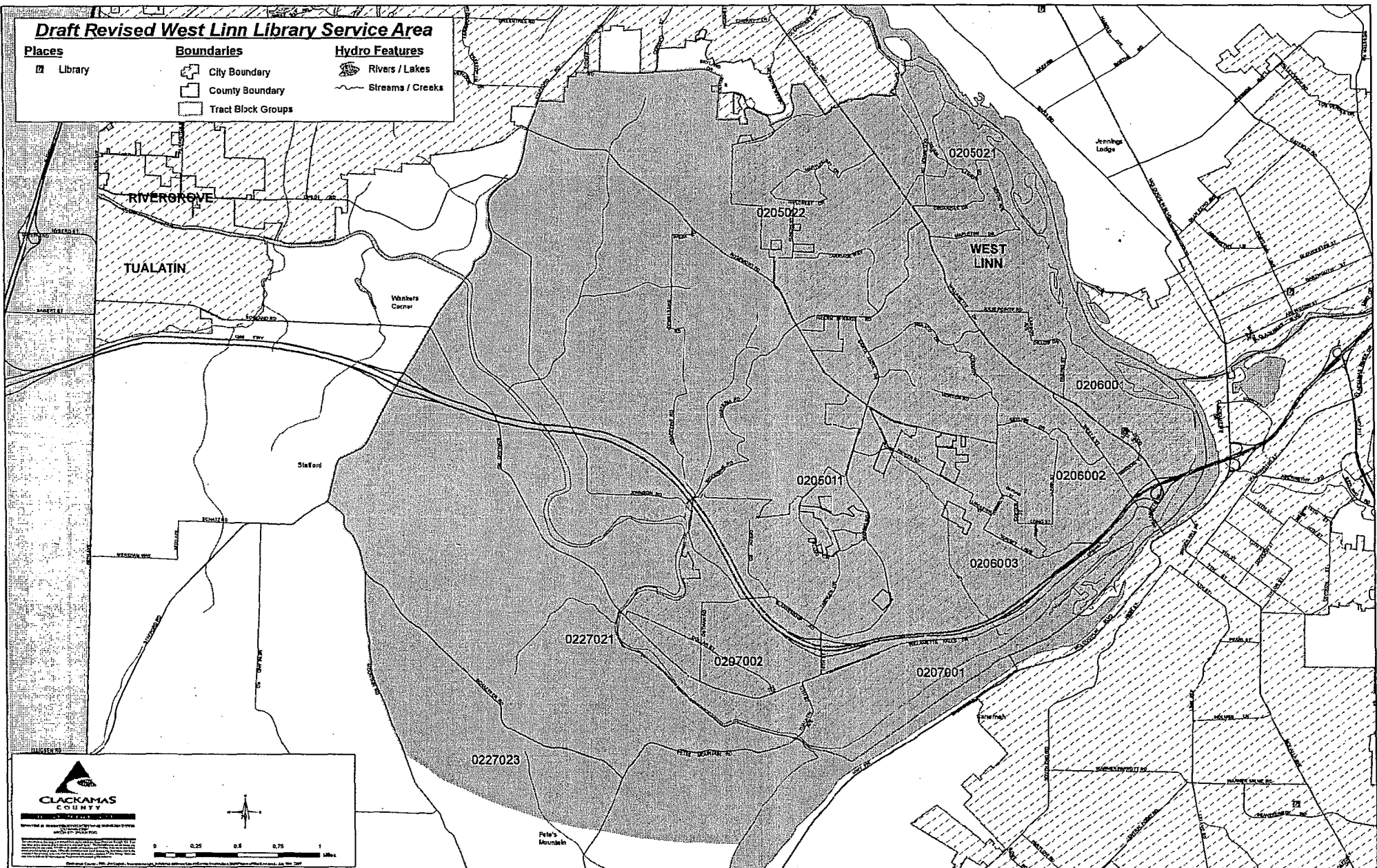
- Rivers / Lakes
- Streams / Creeks

0 0.5 1 2 3 4 5 Miles

CLACKAMAS LIBRARY SERVICE AREA
 10000 NE 100th Street, Vancouver, WA 98664
 503.251.1234
 www.clackamaslibrary.org

Draft Revised West Linn Library Service Area

Places	Boundaries	Hydro Features
Library	City Boundary	Rivers / Lakes
	County Boundary	Streams / Creeks
	Tract Block Groups	



CLACKAMAS COUNTY
 Official Seal of Clackamas County, Oregon
 Incorporated 1857
 1857-1957

Scale: 0 0.25 0.5 0.75 1 Miles

Draft Revised Wilsonville Library Service Area

Places



Boundaries



City Boundary



County Boundary



Tract Block Groups

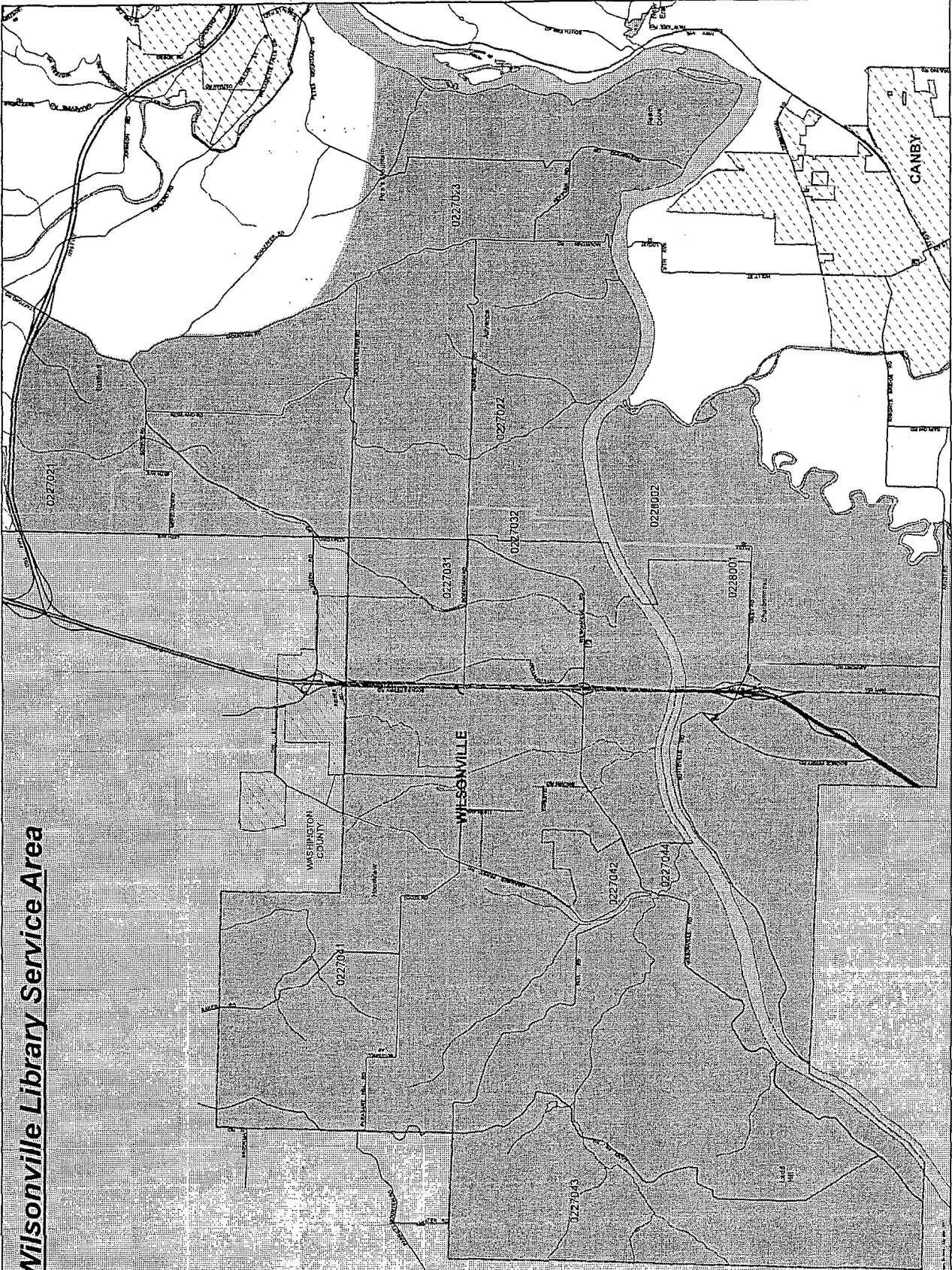
Hydro Features



Rivers / Lakes



Streams / Creeks



CLACKAMAS
Library Service Area
1000 NE Oregon Street
Portland, OR 97232
503.253.5000
www.clackamaslibrary.org

Draft IGA and Attachment A, B, and C for distribution to the Cities of Canby, Damascus, Estacada, Gladstone, Happy Valley, Lake Oswego, Milwaukie, Molalla, Oregon City, Sandy, Tualatin, West Linn, and Wilsonville

ATTACHMENT C

STAFF

Threshold Standards

Hire a paid Library Director, who works the number of hours per week that the library is open to the public (up to 40 hours/week). Make available, paid library staff 100% of the time that the library is open to the public.

Have access to a paid MLS librarian (on staff, contract, or shared with other libraries) who makes recommendations for decision-making in youth, adult, and technical services.

Make available, during all open hours, person(s) trained to provide basic library services to all ages, including reference service, reader's advisory, and technology support.

Budget funds equal to 1% of the total personal services budget for staff continuing education direct costs.

Number and qualifications of staff employed by the library at all facilities:

Population served*	Threshold
0 - 2,499	0.5 FTE, with high school diploma
2,500 - 4,999	0.35 FTE/1,000 served. Director has B.A.
5,000 - 9,999	0.35 FTE/1,000 served. Director has B.A.
10,000 - 24,999	0.35 FTE/1,000 served. Director has MLS.
25,000 - 49,999	0.35 FTE/1,000 served. Director has MLS. 1/5 of staff has MLS.
50,000 - 499,999	0.33 FTE/1,000 served. Director has MLS. 1/5 of staff has MLS.

Notes: Libraries with more than one staffed service outlet may add approximately 0.01 FTE/1000 served to the staffing requirement for each outlet. Total staffing levels may be constrained if there are facility size limitations.

MATERIALS AND SERVICES

Threshold Standards

Make available to the public a library collection organized according to accepted cataloging and classification principles.

Each year, evaluate 20% of the library's materials collection, to consider for withdrawal based on criteria such as use, currency, and condition.

Have a written collection development policy

Provide regular free summer reading and regular story time programs for youth.

Number of volumes in the library's total book collection:

- ◇ Total volumes may be constrained if there are facility size limitations.

Population served	Threshold
0 - 49,999	Book collection of 5,000 books or 2 books/capita, whichever is greater.
50,000+	Book collection of 2 books/capita.

ACCESS

Threshold Standards

Provide open hours which fit the community's need, including evening and weekend hours, and post them.

Make available all public areas and all basic public services during all open hours. Basic public services include circulation, reference and reader's advisory to all ages, interlibrary loan, and assistance to the public in the use of technology.

Population served	Threshold
0 - 4,999	20 hours
5,000 - 9,999	30 hours
10,000 - 24,999	40 hours
25,000 +	50 hours

STRATEGIC PLAN

Have a written plan that enables the library to meet the OLA Threshold Standards if not already met.

Have a written long range plan that addresses facility needs.

Adopt and periodically review policies and procedures responsive to the local community modeled on ALA policies when available.

ATTACHMENT 4

QUESTIONS FOR CLACKAMAS COUNTY AT FEBRUARY 5, 2008 WORK SESSION

1. County representatives have noted that the County's General Fund is approximately \$100 million, of which approximately \$75 million is used for law enforcement (Sheriff, DA, Community Corrections, Juvenile). The lost revenue from the failure to reauthorize the Secure Rural School and Self-determination Act is "allocable" to the remaining \$25 million. In other words, that is where the cuts will be made. Why are the cuts not being applied to the entire \$100 million?
2. Milwaukie taxpayers currently send approximately \$3,421,460 to Clackamas County for its General Fund (\$1,423,118,000 AV applied to a permanent rate of 2.4042). Presently, one visible benefit of that tax payment by Milwaukie citizens is the direct grant of approximately \$480,000 for the City library. That is approximately 14% of the total transfer. When that disappears, what benefits are City residents receiving for their payment of \$3.3 million in property tax payment to the County's General Fund? (Limit this only to the General Fund and the tax payment and do not include programs administered as "pass through" grants.)
3. In the early stages of this process the loss of \$12.5 million was understood to be a devastating cut. It is. But as it emerged, the resulting cuts seemed to be taken from a few places, with services like the Sheriff's Department held harmless. With new County buildings continuing to rise and with reports of 2,200 plus County employees, how can you justify eliminating only programs like libraries? Over the past 10 years that portion of the General Fund that once was dedicated to libraries—and that was made possible by the hard work of library supporters—has netted the County General Fund approximately \$15,313,622. How can you justify exempting other offices like the Sheriff from having to go out and sell a new jail or other programs but justify asking the libraries to sell a district in order to ensure their survival?
4. If the district proposal fails, there are only promises that the "glide path" and network services will continue. In light of the fate of the Clearwater agreements, what assurances do we have that those promises will be made reality?
5. One justification for your proposed action has been that you will be getting out of urban services that more properly are the function of cities. May we expect that this policy will immediately be applied to other areas in which the County is involved?

ATTACHMENT 4

6. Isn't the result of the proposal to simply balance County budget woes on the backs of the cities? Do you understand what will occur within each city if the district fails and payments to cities are eliminated?

ATTACHMENT 5

WS. 3 1



TO: MAYOR AND CITY COUNCIL
FROM: MIKE SWANSON, CITY MANAGER
DATE: DECEMBER 7, 2007
**RE: COUNTY PUBLIC INFORMATION CAMPAIGN PROPOSAL FOR
NOVEMBER 2008 LIBRARY DISTRICT PROPOSAL**

ACTION REQUESTED

The action requested is Council direction on Clackamas County's request for \$10,000 from each City to fund an "initiative" "to provide facts regarding the proposed formation of a county-wide Library District."

BACKGROUND

Rather than repeating the background regarding the Library District proposal, I have attached my memorandum dated October 28, 2007 regarding "FYI-County Library Funding." (See Attachment A.)

In summary, because of the loss of federal timber dollars, Clackamas County is planning budget cuts. One is the gradual elimination of the payments to cities for libraries. The recommended replacement for that decrease in funding is a proposal for a County-wide library district that would include a new permanent rate of \$0.3974/\$1,000 of assessed value. If successful, the revenue would be distributed to the cities in an amount equal to that rate applied against their individual assessed value plus an amount to compensate for the demand placed on city libraries by unincorporated residents.

I have also attached a PowerPoint presentation entitled "Library District Discussion" that contains more detail on the proposal, together with an additional proposal for funding an information campaign. (See Attachment B.) Clackamas County proposes to contribute \$50,000, with an additional \$120,000 from the twelve cities. At this writing I am not sure how many cities have committed to the funding, nor has the Library Board considered this issue. I will attempt to contact both to ascertain the level of support. My question is whether or not Milwaukie desires to do so.

RECOMMENDATION

I recommend that we not contribute to the information campaign.

When one considers the district proposal in its entirety it is clear that Clackamas County wins regardless of the outcome. The same thing cannot be said about the cities. The need for a district is prompted by the County's decision to eliminate payments to city libraries. I cannot argue that any portion of the County's permanent rate is required to fund libraries, even though its permanent rate includes the amount of the former County-wide Library Levy. That was accomplished through a voter-approved ballot amendment. Regardless, the County's permanent rate would be less were it not for the vigorous support of citizens actively interested in libraries. It was their hard work that passed the last Library Levy. However, the fruits of their efforts will now be used for some other County purpose, and if the district proposal fails, Clackamas County will have transferred its budget woes to each city receiving library funding. Their proposal to form a new district to provide library funding will create a new tax, and any new tax will not be easy to pass. The beauty of it from their perspective is that should the district pass their budget is balanced, at least in part, by the old Library Levy. If the district doesn't pass, their budget is balanced, at least in part, by the old Library Levy, and they will argue that they are justified in doing so because of the lack of support for additional library funding (in addition to which they will most likely argue that the cities did not work hard enough to make the district pass).

Cities win only if the district is approved, and they lose—and effectively assume a portion of the County's budget woes—if the district is not adopted. Milwaukie's loss is approximately \$480,000 per year.

I suggest looking at this information campaign in another way—namely, Clackamas County should be expected to bear the entire burden of securing support for the district in order to keep faith with past successful library efforts and to replace the money that it has elected to eliminate from support of libraries in Clackamas County. Given the challenges to adoption of a new district, Clackamas County's request for \$10,000 to support the information campaign is their way of ensuring that we assume an active role in offloading their budget problems on the cities. We should make it clear that we expect the County to be responsible for allocating money from its General Fund to support library services, and any failure to do so is wholly their responsibility. Any other approach leaves them in a position whereby they lose nothing and the cities potentially lose a great deal. The need for a district and the resulting risk to library funding and the cities is of Clackamas County's creation, and it is unreasonable to expect the cities to accept all of the risk while they move forward with a win-win.

In closing, I have invested my seven years with Milwaukie trying to cooperate with Clackamas County and to change what had been a negative relationship.

Regrettably, events of the past two years convince me that their philosophy is to cooperate only when their interests are served. If a city's interests are at stake and support might result in a cost to them, cooperation is the farthest thing from their mind. This is one more example of that approach.

ATTACHMENT A

WS. 3 4

TO: MAYOR AND CITY COUNCIL
FROM: MIKE SWANSON, CITY MANAGER
DATE: OCTOBER 28, 2007 (SENT VIA E-MAIL)
RE: FYI—COUNTY LIBRARY FUNDING

The purpose of this memorandum is to provide a briefing on the future of County funding for libraries within Clackamas County. There are four attachments to this memorandum. They are as follows: *Oregonian* article by Peter Zuckerman entitled "Clackamas County tentatively OKs new jail;" spreadsheet with heading "This is the election year 08-09;" spreadsheet with heading "FY 2009-2010;" and spreadsheet with heading "FY 2010-2011."

As you are aware, a portion of each City's funding for libraries, in addition to operating funds for the three County libraries (Oak Lodge branch, Town Center branch, and Hoodland branch) and the County-wide Network, comes from Clackamas County's General Fund. The practice originated with the County-wide Library Levy, which was a dedicated special levy. Each year the cities and County would review the formula for distribution of the funds, and the Board would make an appropriation for distribution to the cities. Generally, the distribution was a combination of the population served and each library's circulation. For the current fiscal year we budgeted revenues from the County's distribution of \$480,363; the Ledding Library's total budget is \$1,909,261.

The last County-wide Library Levy in the amount of \$.35/\$1,000 of value, was folded into the County's General Fund pursuant to Measure 50, which was approved by the voters in 1998. One significant result of that action was to change the amount of the levy from a dedicated to a discretionary amount. In any event, Clackamas County has continued to make an annual distribution to the cities from the General Fund. However, all of that will change in the next few years. This past year Congress took significant steps toward elimination of payments to Oregon and California counties for timber harvests on federal lands. In the end, it was agreed that the funding would be reduced annually during the next five years. The funding will affect both Clackamas County's Road and General Funds.

Among the cuts that Clackamas County has indicated it will make is in the distribution of funding to city libraries (including the closing of the County's Oak Lodge branch and a move of the Town Center branch to Happy Valley/Damascus). The attached *Oregonian* article refers to the possibility of using that funding to build a new County jail. In any event, the County plans to annually reduce payments to the cities as its revenue from the federal timber lands falls.

The plan that the Board of County Commissioners has put forward is creation of a County-wide Library District, which would include a new permanent rate of \$.3974/\$1,000 of assessed value. The proposed District will appear on the 2008-

09 November ballot. The purpose of the District would be to pass through funding to cities for operation of their libraries. (The base amount returned to each city would be the amount that would have been generated if the District's new permanent rate had been applied to each city's assessed value.) The District's new permanent rate of \$.3974/\$1,000 of assessed value was arrived at by projecting the amount needed to bring every city library to the State's "threshold" library service level. The cities would also be reimbursed for service to unincorporated areas. (Milwaukie's service population area roughly follows the UGMA boundary.) At last week's LNIB meeting County representatives also announced that the Board would not cease the payments to the cities from the General Fund until the payments for federal timber harvests ended. Rather, they would designate that for capital needs of the cities. (The total amount is approximately \$12 million; there are twelve city libraries. They have not provided a distribution formula.)

As you can see from the attached spreadsheet, approval of a new district would mean a significant increase for Milwaukie. The FY 08-09 spreadsheet estimates a payment of \$491,298 under the old distribution formula. The FY 2010-2011 spreadsheet estimates a payment to Milwaukie of \$1,387,205 should the District be created. (Remember—this also includes an increase in people served.)

There are significant challenges to this approach. Among them are the challenges of mounting an effective campaign to create a new unit of government and new permanent rate as well as explaining the resulting increase to any individual city. There will be much discussion over the next few months as this proposal moves forward.

Clackamas County tentatively OKs new jail

More space | Budget money for an 896-bed facility could come from other programs

By PETER ZUCKERMAN
THE OREGONIAN

OREGON CITY — Clackamas County would get a jail that holds more than twice as many inmates as the current one according to a plan county commissioners tentatively approved Tuesday.

The new jail would have 896 beds and open in 2010. The county is working out how it would, over two decades, pay off the \$61 million in bonds it would sell to pay for construction.

The commissioners said Tuesday that they might consider a larger jail, accommodating about 1,340 inmates, depending on what bidders say it would cost.

Law enforcement officials say

the current jail, built in the 1950s, has an outmoded design and inadequate capacity for Clackamas County's population of about 350,000. The current jail has 434 beds, but only 350 are being used because of a lack of money to operate them.

The new jail would be more cost effective to operate because it would require fewer deputies per inmate, said Jonathan Mantay, county administrator. The current jail requires one corrections deputy per every dozen inmates. The new jail would require one deputy per every 50 or so, thanks to its superior design, Mantay said.

Several county staffers told the commissioners that they're nervous about finding the money to build a new jail. Some of the money could come from the \$5.5 million the county has been giving libraries in recent years but is phasing out.

County residents also might have to pick up part of the jail

bill by perhaps paying more for licensing their businesses or franchises, a county staff report says.

Other money could come from cuts to county services supported by the general fund, which helps pay for everything from building maintenance to the Oregon State University Extension Service and computer hardware.

"We're making a commitment to cut other programs and cut them every year," said commissioner Bill Kennemer, who said he was uncomfortable with the costs of the new jail.

Building a jail now would save money in the long run, even if all the beds won't be needed immediately, Mantay said.

Construction costs have been rising about 10 percent a year and economies of scale make it cheaper to build the jail all at once rather than piecemeal, he said.

Most importantly, said Sheriff

Craig Roberts, the new jail would make Clackamas County safer.

A county staff report says that overcrowding forces the jail to release about 2,500 prisoners ahead of schedule every year. Of those, about 2,000 eventually will return to jail for alleged crimes, the report says.

A new jail would not have a specific area devoted to treating people who are mentally ill, as the commissioners originally wanted. The sheriff said that with the new jail it would be cheaper to bring in programming that helps the mentally ill population.

The new jail also would not house juveniles, also a feature the commissioners wanted. It's possible juveniles would be housed in the current jail's holding facility, which last year got a \$1 million upgrade paid for with a federal grant, the sheriff said.

Peter Zuckerman: 503-294-5919;
peterzuckerman@
news.oregonian.com

BI-MART

Community Event Calendar

View our weekly ads online
at www.bimart.com

GET YOUR COUPON AT BI-MART!

**PORTLAND
PILOTS**

2 for 1

**FLU SHOT CLINIC
AT RESER STADIUM**

The OSU School of Pharmacy Flu Shot Clinic. Presented by BI-MART

Saturday, October 27

OSU vs. Stanford Football Game

In front of Reser Stadium

Available 3 hours prior to the game through halftime.

ATTACHMENT 6

DRAFT

1. Cities will support the creation of a countywide library district on the November 2008 General Election ballot substantially along the lines outlined in the proposed IGA, including a contribution by each city of \$10,000 and \$50,000 by Clackamas County for a public information campaign.
2. Plan B needs to be developed in the event the district proposal fails to pass, including but not limited to the following:
 - a. Other County functions must share the pain of a loss of General Fund revenue, resulting in a reasonable level of financial support for libraries, albeit one that recognizes the substantial reduction in revenue due to Congress' failure to reauthorize the Secure Rural School and Self-determination Act. If the County's position remains fixed, it must provide an explanation of why other functions cannot be expected to share the pain of the cuts.
 - b. Any loss of revenue must provide a reasonable "glide path" in order to ensure that cities have maximum time and revenue as they plan alternate strategies.
3. Clackamas County must provide details about closing county branches, including, but not limited to, the depth of the county's commitment to close them (even in the face of opposition from unincorporated residents), timing, mechanics of transferring responsibility
4. In light of the liability should one be found to have gone beyond providing information (and into advocacy), the cities must be involved in the planning and execution of an information campaign, and no funds collected may be used to reimburse any party for personnel costs.

ATTACHMENT 7

A Resolution to Defund Library
Operations In Clackamas County
from the County General Fund and
Support Creation of a New Dedicated
Library Funding Model

Resolution No.
Page 1 of 2

WHEREAS, Clackamas County has received Federal funding through the Secure Rural Schools and Community Self Determination Act funding to offset the loss of revenues that would have been realized through the sale of timber harvests; and

WHEREAS, the funding for the Secure Rural Schools program was not reauthorized in the last Federal budget, resulting in the loss of \$12,500,000 to the County budget; and

WHEREAS, Clackamas County recognizes its cities as the provider of urban services such as libraries; and

WHEREAS, Clackamas County has committed to the continued support of the library system through its ongoing support of the Library Network office, which provides technical support and other services to all libraries in the County; and

WHEREAS, Clackamas County has worked with individual cities on a service provision plan of the residents impacted by the closure of the three County operated libraries; and

WHEREAS, the leadership of Clackamas County and its cities agree that a stable, permanent funding source dedicated to libraries is essential; and

WHEREAS, a service district for libraries County wide will be on the ballot in November, 2008,

NOW THEREFORE BE IT RESOLVED THAT CLACKAMAS COUNTY:

Will no longer provide direct library operations services, beginning in the 2009/2010 fiscal year; and

Will discontinue funding to city libraries in a five-year phased approach beginning in the 2009/2010 fiscal year; and

A Resolution to Defund Library
Operations In Clackamas County
from the County General Fund and
Support Creation of a New Dedicated
Library Funding Model

Resolution No.
Page 2 of 2

Will continue the funding and staffing of the Library Network
office on behalf of city libraries; and

Will assist in creating a library service district for the purpose of
funding city library services for the benefit of Clackamas County
residents; and

Clackamas County funding contributions to cities will decrease
according to the following schedule:

\$3,500,000	in FY 2009/2010
\$3,000,000	in FY 2010/2011
\$2,500,000	in FY 2011/2012
\$2,000,000	in FY 2012/2013
\$1,500,000	in FY 2013/2014
\$0	in FY 2014/2015

Adopted this 10th day of January, 2008

Chair, Clackamas County Commissioners

Recording Secretary



TO: MAYOR AND CITY COUNCIL
FROM: MIKE SWANSON, CITY MANAGER
DATE: JANUARY 22, 2008
**RE: CITY HALL COURT FACILITY AND JCB OFFICE SPACE
REMODELS**

ACTION REQUESTED

This item is for information only at this time. This staff memo provides information on two proposed facility needs, each of which will be presented in a separate section. Cost estimates are currently being developed, and we will return with additional information once we have that in hand. However, it is an appropriate time to introduce these proposed projects to the City Council for your information.

BACKGROUND

SECTION 1: CITY HALL COURT FACILITY

At present the City's Municipal Court jurisdiction extends to matters within the City's Municipal Code, including traffic and Code violations. Misdemeanors, which include crimes such as harassment, menacing, disorderly conduct, reckless driving, theft, criminal trespass, criminal mischief, and unlawful possession of a firearm, do not fall within the Court's jurisdiction. The District Attorney does not accept many misdemeanor filings for prosecution, citing staff shortages. Thus, our officers are often faced with a crime and knowledge of the perpetrator but no effective consequence.

For a number of years we have considered extending the Municipal Court's jurisdiction to misdemeanors. The change will carry a number of costs, among which is adequate space in which to handle criminal matters. We identified the former fire bay in City Hall as a potential site for a court facility and retained the Myhre Group to design a court facility, which I have attached as Attachment A. This design has been reviewed by the Municipal Judge for his approval. It has also been submitted to a professional cost estimator. Once we have the cost we can identify possible financing sources as well as the total cost for adding misdemeanors to the Court's jurisdiction.

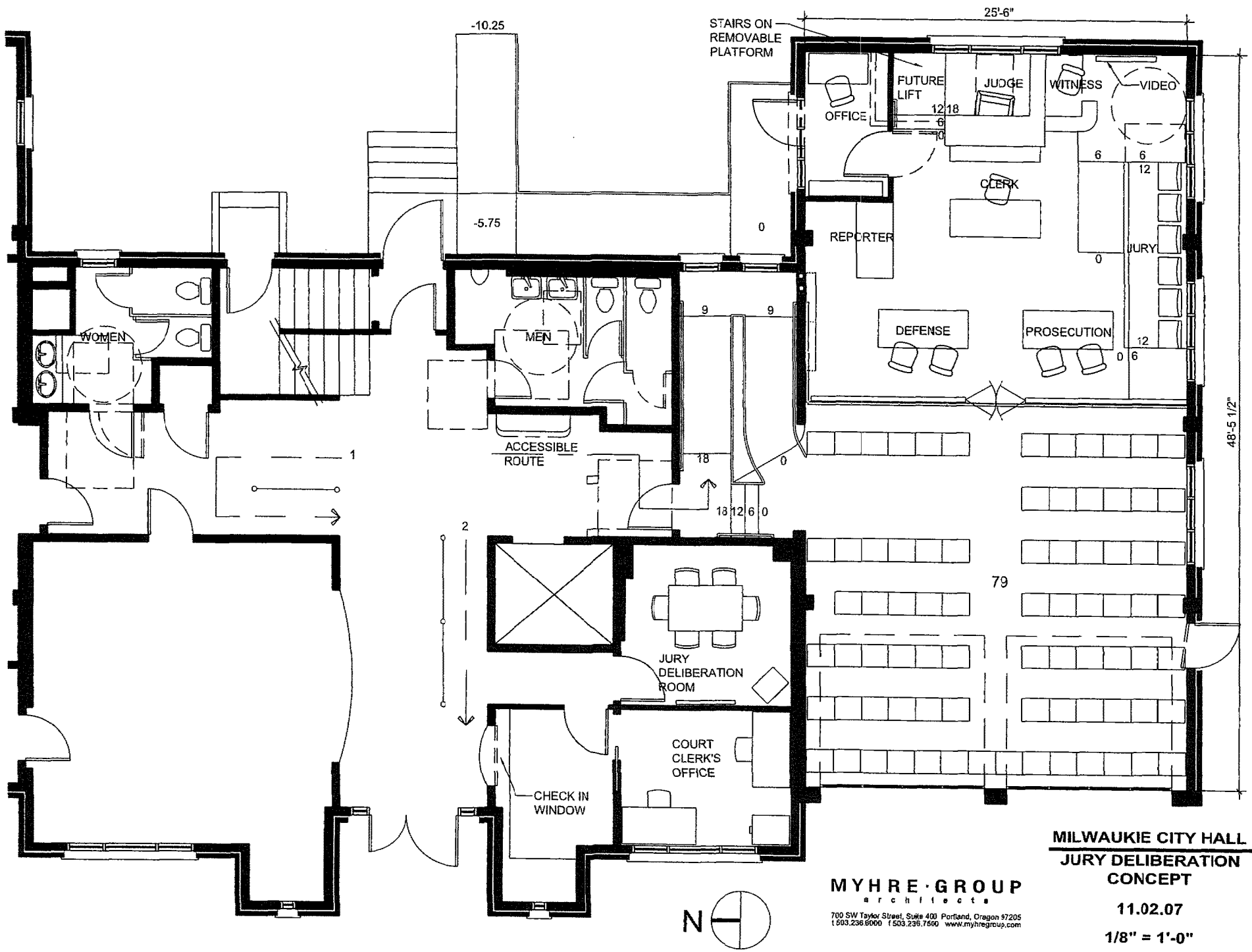
SECTION 2: JCB OFFICE REMODEL

JCB is increasingly unable to adequately accommodate the increased activity stemming from development within the City. When adding an additional Planner during the last budget process I acknowledged the need for the position but noted that I would be authorizing it without provision for adequate space. Inadequate meeting space, noise problems, insufficient lighting, inadequate provision for future growth, and a lack of filing space accessible to staff are only a few of the problems.

Planners, Engineers, and functions such as that performed by Alex Campbell and Gavin Hales are professional positions. We expect and receive a professional level of work, but we provide substandard facilities in which to conduct that work.

Thus, I requested that JCB management conduct a study of space needs that would address the problems outlined above. To that end they developed a design with the help of an expert in office space interiors. I have attached a copy of that design as Attachment B. It has been submitted to a professional cost estimator. Once we have the cost we will explore possible financing sources.

ATTACHMENT A



MILWAUKIE CITY HALL
JURY DELIBERATION
CONCEPT

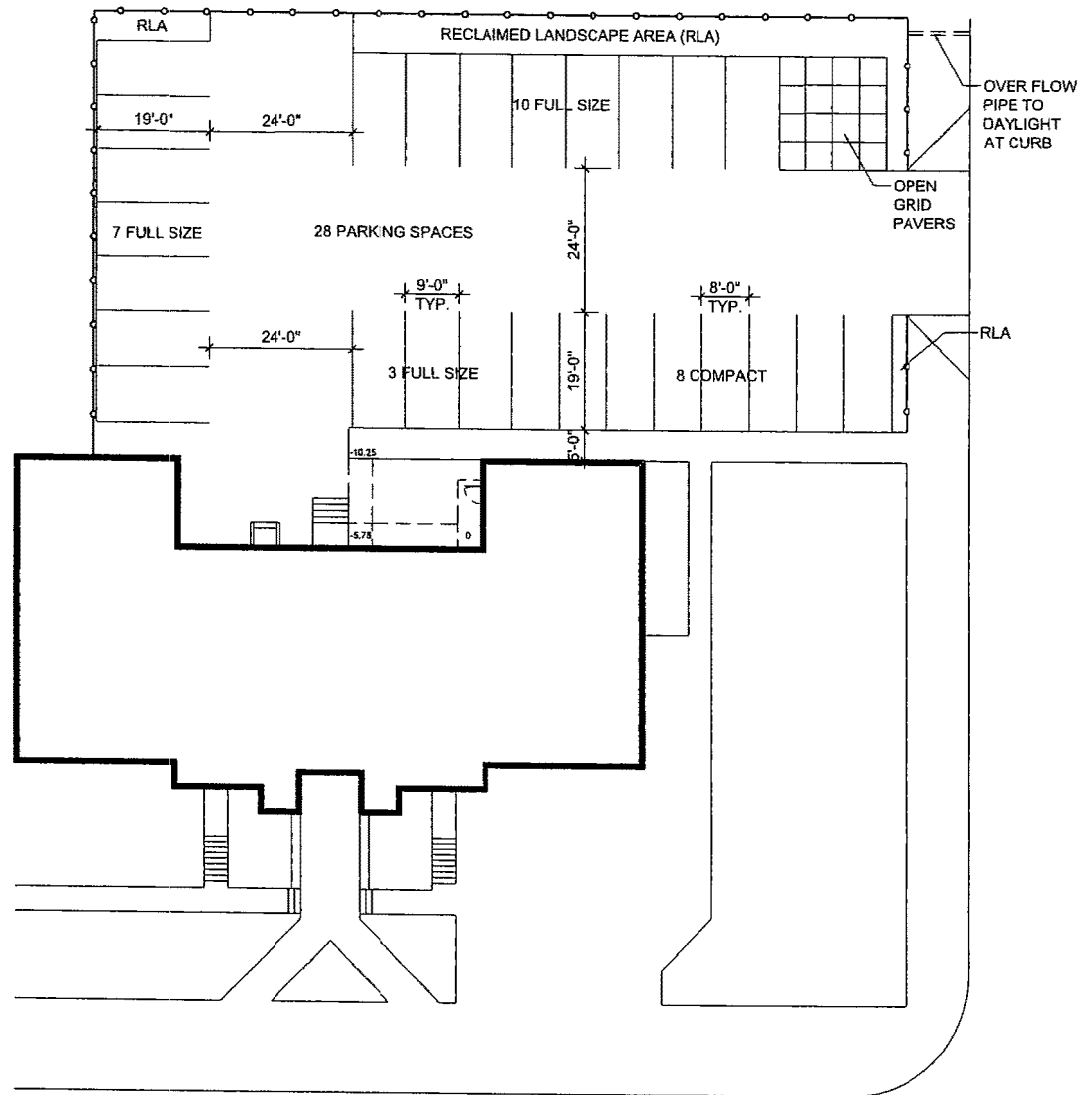
11.02.07

1/8" = 1'-0"

MYHRE · GROUP
 architects

700 SW Taylor Street, Suite 400 Portland, Oregon 97205
 (503) 236 8000 (503) 236 7500 www.myhregroup.com





MILWAUKIE CITY HALL
PROPOSED PARKING
LAYOUT OPTION A

10.08.07

1" = 20'-0"



MYHRE GROUP
 ARCHITECTS

702 SW Taylor Street, Suite 400 Portland, Oregon 97265
 (503) 248-8800 (503) 248-1900 www.myhregroup.com



MILWAUKIE CITY HALL

MILWAUKIE, OR 073430 12.06.07

Trellis Extended—View 1

MYHRE GROUP

ARCHITECTS
1000 N. MILWAUKIE AVENUE, SUITE 100
MILWAUKIE, OR 97122
TEL: 503.261.1111 FAX: 503.261.1112

**Milwaukie City Hall Remodel
Scope Description DRAFT**

Oct. 8, 2007

Updated Nov. 1 2007

Updated Dec. 14, 2007

Site Improvements:

Reconfigure site per Schematic MGA Proposed Parking Layout Option A dated 10-8-07 to include:

1. Squaring off the Existing On-Site Parking Area to increase number of stalls available on site.
2. Re-stripping the parking lot to maximize efficiency.
3. Removing Asphalt not required for parking or circulation and replacing with landscape.
4. [Reclaimed Landscape Area and Open Grid Pavers at new parking stalls to be utilized to treat storm water on site]
5. [Storm Water Overflow pipe to be installed from landscape swale under sidewalk to curb gutter as required]
6. [Provide Shade Trees at Reclaimed Landscape Areas to minimize Heat Island Effect where appropriate]
7. [New landscape to be native plantings requiring minimal water/ no irrigation]
8. Add parking lot lighting (to address personal security concerns)
9. [All new site lighting to be energy efficient and shielded to ensure that all site lighting falls within the property boundaries and minimizes glare and sky glow effect (no Sodium fixtures per City Staff)]
10. Add canopy over rear (East Facing) door for weather protection.
(Two elevation options to be provided in lieu of Main Street Garage Door elevation- once Jury deliberation space is determined)
11. New exterior accessible ramp at private exit from Judge's office to ~~grade~~ the landing of the existing stair at the rear of the building. This will also require the door to be reversed at this location.
12. Add new Surveillance system to monitor ~~two code enforcement vehicles or entire parking area.~~ *Fixed or sweeping- motion detectors to record to CD.*
13. Provide signs stating "Employees Parking Only" and "Parking Lot under video surveillance"
14. Lighting over egress door on the South Façade to be replaced with energy efficient period fixture.
15. [Provide Bicycle Storage for 5% of City Hall Staff at sidewalk on South side of building.] *(5 Stalls to be provided at area surrounded by Judges Chamber ramp.)*
16. *Bollards to be added at existing driveway to Fire Bay. (Bollards to be aesthetically pleasing (possibly similar to Fed. Bldg. in PDX) and located just outside garage doors)*

Format Key:

[] = Sustainable Strategies

Italics = *Group Discussion Item/ Input required*

Fire Bay Reconfiguration and Improvements:

Remodel Existing Fire Bay into a Courtroom for traffic and potential misdemeanor court per MGA Schematic Floor Plan Option 2 dated 10-8-07 to include:

1. Seating for approximately 79 in the public seating area.
2. Accessible internal ramp between building core and courtroom space. (existing door to be relocated to accommodate new ramp and stairs.) (Plumbing at existing Fire Hose Room to be re-routed down adjacent wall where possible.)
3. Elevated Judge's platform (18" A.F.F.)
4. Elevated Jury box for 6 jurors (12" A.F.F.)
5. Raised Witness stand (6" A.F.F.)
6. Judges Chambers with new private exterior door for Judge. (Existing Hose Tower door to be salvaged for use as interior door to Judges chambers.)
7. Clerk's station.
8. Prosecution's station.
9. Defendant's station.
10. Recorder's station (for equipment only-unoccupied)
11. Partial height wood barrier dividing general seating from hearings area.
12. Partial height wood barrier dividing hearings area from jury area.
13. Operable partition system to divide public seating/multi purpose area from hearings area.
14. Removable benches at seating/multi purpose area. (benches to "lock" down if possible)
15. Existing garage doors to be replaced with new metal or wood framed window system patterned to reflect the original fire doors with *bullet resistant*, tempered and sight obscuring/translucent glazing. (Operable (*Power Operated*) system desired provided safety, energy and moisture intrusion requirements can be met)
16. Exit door at south wall (required for second means of egress from Public seating/ Flex space) to be provided with an alarm and signed "Emergency Exit Only- Alarm Will Sound". No hardware to be provided on exterior side of door for security reasons.
17. Panic Alarm to be provided at Judges Station Direct to LOCOM.
18. Warning light at Judges station to light should any alarms be triggered from the main building.
19. Wiring for electronics as deemed appropriate by the City of Milwaukee's Information Systems & Technology Director to include *network access and power to Judge, Clerk and Attorneys Stations.*
20. Flat Screen Video Display for arraignments *on adjustable arm at wall near Witness stand.*
21. Flooring to be modular carpet tiles over existing slab on grade *or stained concrete.*
22. Walls to be Painted Gypsum Board over existing framing.
23. Wall insulation to be added/ upgraded as required for improvements.

24. Ceiling to be Painted Wood Paneling and Trim "Box Beam" configuration as high as possible.
25. [Provide Commissioning to assess and verify existing Heating Ventilation and Air Conditioning systems perform as intended.]
26. Upgrade existing Heating Ventilation and Air Conditioning (or provide separate HVAC) as required to service the new courtroom. Air Conditioning to be provided.
27. [Comply with Indoor Air Quality Standards established by ASHRAE 62.1-2004]
28. [Monitor air for CO2 content and provide systems to allow HVAC system to correct when monitor detects deficiency]
29. [Provide MERV 13 (Minimum Efficiency Reporting Value) or better air filters for mechanical system]
30. [*Provide natural ventilation through operable windows.*]
31. [Provide mechanical ventilation (30% above ASHRAE 62.1-2004)]
32. [Target minimum energy performance for new improvements (LEED utilizes the ASHRAE/IESNA Standard 90.1-2004)]
33. Plumbing and Electrical upgrades as required to service the new courtroom.
34. Sprinkler system upgrades as required to service the new courtroom.
35. [Film to be added to existing courtroom windows to maximize energy efficiency (and minimize solar heat gain).]
36. [Blinds to be provided for all existing windows.]
37. High efficiency period lighting w/ ceiling fans where appropriate.
38. [Provide lighting control for energy efficiency (such as task lighting to minimize ambient lighting needs or occupancy sensors)]
39. Sound insulation to be added at courtroom walls *and ceiling* adjacent to main building
40. [Use building products with recycled content (target 10%)]
41. [Use regionally manufactured materials (target 20%) and regionally extracted materials (target 10%)]
42. [Use products containing rapidly renewable building materials such as bamboo, cork, etc. (target 5% of project cost)]
43. [Use FSC (Forest Stewardship Council) Certified wood products (target 50%)]
44. [Establish indoor air quality management plan during construction activities and flush out before occupancy.]
45. [Establish target for reducing construction waste by 50% and diverting for reuse/recycling]
46. [Establish target for use of off site sourced salvaged building materials of 5%]
47. Selective demolition as required for the above improvements.
48. *All windows into Courtroom and Judges Chambers are to be Bullet resistant.*
49. *Fire Pole to be incorporated into the Design- Possibly hung from ceiling horizontally with commemorative plaque on adjacent wall.*
50. *Wiring to be provided to Attorneys Stations (in discrete and cost effective manner.)*

Other Building Improvements:

Check-In

1. Check in window to be provided at top of courtroom ramp with counter space and operable closure??? *To Be Determined!*
Check in window located near main entrance of the building.
2. Wiring for Computer system tied to courtroom systems.

Jury Deliberation Room

1. Jury room located to the south of the elevators

Court Clerks Office

1. Court Clerks office located to the south of the new check in window

Restrooms

1. Men's restroom partitions to be reconfigured to meet ADA requirements.
2. Men's restroom mirror to be lowered so bottom edge is 40" max. to meet ADA requirements.
3. Women's restroom sinks to be lowered to 34" max. at rim of sink.
4. Women's restroom door to be relocated to meet accessibility requirements.
5. [Provide occupant sensors at sinks]

Corridors

1. Metal detector to be installed outside entrance to courtroom.
2. Existing countertop outside of courtroom to be shortened to allow for accessible access around metal detectors.

Entryway

1. [Provide walk off matt outside Main and Rear Entry Points to minimize maintenance and improve indoor air quality]
2. *Existing Storefront at Main Entry to be replaced with new storefront patterned after original entry door (3'-10" x 7'-0" leaf centered between two sidelights).*

Guardrails at Basement Stairs

1. *Replace existing guardrails to basement stairs with period railings.*

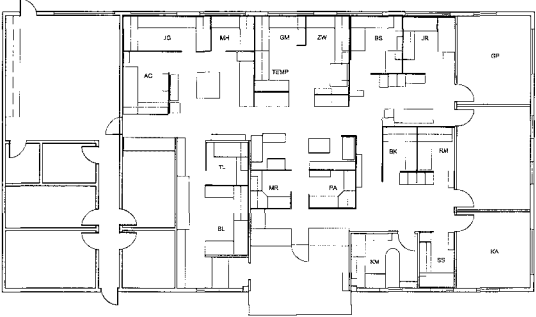
Other Building Wide Sustainable Strategies

1. [Provide for energy efficient water heating systems.]
2. [Provide energy efficient lighting fixtures.]
3. [Provide individual lighting controls (target 90% of building occupants as well as multi-occupant spaces)]
4. [Provide individual temperature and ventilation controls (target 50% of building occupants as well as multi-occupant spaces)]

Operational Issues:

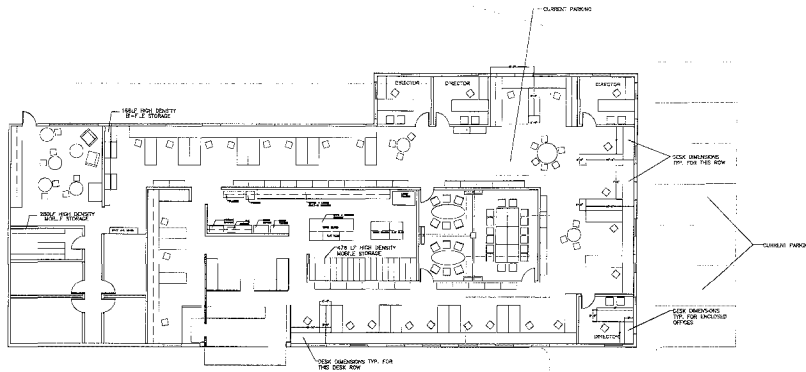
1. [Establish target of 70-90% energy star compliant appliances, computers, and office equipment]
2. [Prohibit smoking in building and establish designated areas for smoking at least 25' from openings and air intakes.]
3. [Demonstrate the building's environmental strategies through signage, web site, etc.]
4. [Assign preferred parking locations for carpool/ vanpool users.]

EXISTING JOHNSON CREEK FACILITY
FLOOR PLAN



- STATS
- TOTAL CURRENT SF: 3,430
 - STAFF WORKSTATIONS: 19
 - STAFF WORKSTATIONS NEEDED: APPR. 5-20 FOR NEXT 10 YRS
 - CURRENT FILE STORAGE: 266.F INCLUDING "LOFT"
 - TOTAL FILE (AND ARCHIVE) STORAGE NEEDED: APPR 600LF INCLUDING ARCHIVE MATERIALS DUE TO ARRIVE FROM CITY HALL AND FACTORING IN GROWTH

EXPANDED JOHNSON CREEK FACILITY
 FLOOR PLAN - REVISED VERSION A WITH
 EXISTING SITE PARKING OVERLAY



- STATS
- ADDITIONAL SF: 2,723
 - STAFF WORKSTATIONS: 32
 - ARCHIVE STORAGE: 924L²
- PROS:
- ADDITIONAL ENCLOSED OFFICES
 - ADDITIONAL OPEN MEETING SPACES
 - INCREASED DAYLIGHT
 - BETTER CIRCULATION
 - IMPROVED STAFF INTERACTION/COMMUNICATION
 - ALLOWS FOR SEVERAL ADDITIONAL WORKSTATIONS
 - FURNITURE SYSTEM PROVIDES GREATEST FLEXIBILITY IN ACCOMMODATING FUTURE STAFF EXPANSION
 - PROVIDES ADDITIONAL STORAGE SPACE FOR BOTH INDIVIDUAL WORKSTATIONS AS WELL AS ARCHIVAL MATERIALS
 - ALLOWS FOR (2) ADDITIONAL PRIVATE MEETING SPACES, THAT WHEN COMBINED W/ MAIN CONFERENCE ROOM WILL ACCOMMODATE JCF ALL-STAFF GATHERINGS
 - PROVIDES ACOUSTICAL SEPARATION OF INDIVIDUAL WORKSTATIONS FROM OFFICE EQUIPMENT
- CONS./LIMITATIONS:
- LOST PARKING SPACES ON EAST AND SOUTH SIDES OF BUILDING



FOWLER INTERIORS
 7135 SE THORBURN
 PORTLAND, OREGON 97215
 OCTOBER 4, 2007



TO: MAYOR AND CITY COUNCIL
FROM: MIKE SWANSON, CITY MANAGER
DATE: JANUARY 22, 2008
RE: CITY LOGO

ACTION REQUESTED

The action requested is Council review of a proposed design to replace the current City logo.

BACKGROUND

For the past twenty years the City has used a series of logos employing the dogwood. (See attached.) The current logo is over ten years old. During the past month the first of the downtown medallions was set at the northwest corner of the City Hall block. While I realize that taste is individual, the medallion design is one that is unique, identifiable, and attractive. With so much occurring in the City this is an appropriate time to introduce a new look, and the medallion design is one that would serve that purpose.

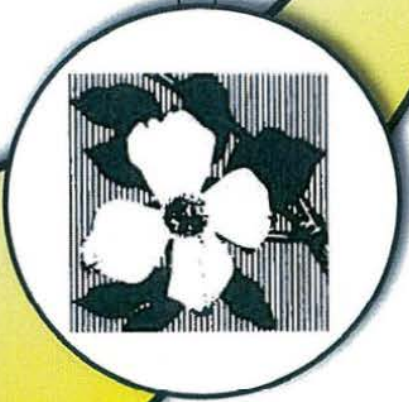
It retains the dogwood theme of past logos. It is more colorful, which is certainly in keeping with the City's past, present, and (I assume) future. It will also become a permanent fixture as it is set in more locations. Public reaction to the design has been favorable.

I am recommending that we begin a process to introduce the medallion design as the City's new logo. It would not happen over night. First, we will devote a section of the City web site and a future *Pilot* article to the proposed change in order to test public reaction. Second, the new logo would not replace the old one overnight. Rather, we will continue to use everything that has the current logo until it is replaced. The logo appears on everything from letterhead/business cards, vehicles, apparel, and this staff memo, and to engage in a wholesale replacement would be wasteful. Staff is also working on identifying the cost difference between one and multi-color printing and will have that in the near future.

I request that staff be authorized to begin the process in order to prepare for a change. Should unforeseen contingencies arise, we will be back to adjust the plan to make a change.

Milwaukie Logos

Past, Present, & Proposed Future



Mike:

Community Services has been looking into a new logo for the City. The current logo is over ten years old and our Department feels that it is time for an "upgrade" in the City's "look". Our logo is used as a marketing icon for the City on all things representing the City, including, but not limited to:

- Letterhead (for the City's four facilities)
- Vehicles, fleet and police
- Business Cards
- Forms
- Signs for City facilities and parks (Number?)
- Website
- Newsletter
- City flag
- Mugs, pencils and other swag
- Apparel - operations folks, uniforms for police and code compliance

This is an important time for the City and many new projects are either just completed or underway. There is an excitement in the community brought about by things like new restaurants and condos downtown. What better time to adopt a "New Look"?

Over the past few years, we have worked with Chris Kanaly, of Kanaly Design, to develop artwork for, among other things, the banners we installed along McLoughlin Blvd. and the medallions being fabricated for Main Street. The public seems to react positively to this multicolored dog wood design. Given the nascent proliferation of this artwork, Community Services proposes that we take this opportunity to capitalize upon its popularity by announcing its use as a **New City Logo**. We could make a New Years resolution of it!

Grady has received an estimate from Chris Kanaly for \$3500 to do an "Identity Package Design." This would give us printer-ready artwork for both color and black and white prints. Grady would work with Chris to coordinate review of the artwork by City staff, and even Council, if you'd like.

Grady has developed the attached artwork to show the progression of logos the City has employed over that the past twenty plus years. Interestingly, by moving toward a realistic floral design we would not be moving away from our historic logo but rather, returning to what we have had in the past. In order to get some feedback from the public on this proposed shift in our logo design, we will place the attached on our City web site and ask the public how they feel about this proposed return to our past.... We are considering also placing something like this in the February Pilot.

While the new logo would be announced in early 2008, existing inventory hosting the old logo would be used up completely before new inventory was purchased with the new logo. All "new" purchases, after a certain date, would be made with the new logo. Painting of cars and equipment in the City may need to be phased in over some period of time for the budget to accommodate this change easily. Clothing, too, could be phased out over time rather than simply discarded and replaced. There may be a fairly lengthy "transition period", obviously, where the two logos coexist.

We anticipate that the use of a three color rather than a one color logo may cost the City some additional funds in paper costs. We are gathering data right now regarding what that actual cost difference would be and will forward that to you when we have it. In the interim, we would like to

begin working with Chris Kanaly to begin developing the new logo. We will integrate cost concerns into our review of his work as we go along.

Community Services and Community Development would share the cost of the initial artwork and my office would work on the announcement of the new logo and a proposal for how to phase it in. We would like your approval to begin this process in January 2008.

Please let me know what you think. My staff is ready to move forward after the New Year with your permission.

JoAnn