

**ORANGE COUNTY
BOARD OF COMMISSIONERS
ACTION AGENDA ITEM ABSTRACT
Meeting Date: October 19, 2021**

**Action Agenda
Item No. 6-c**

SUBJECT: Establishment of a Library Services Task Force

DEPARTMENT: County Manager

ATTACHMENT(S):

1. August 31, 2021 Letter from Chapel Hill Mayor Pam Hemminger
2. Chapel Hill Public Library Advisory Board Petition
3. Inter-Local Agreement Signed September 28, 2012

INFORMATION CONTACT:

Bonnie Hammersley, County Manager,
919-245-2306

PURPOSE: To establish a Library Services Task Force to collaborate on issues relating to the Town of Chapel Hill and Orange County library funding and inter-operability.

BACKGROUND: On August 31, 2021, Town of Chapel Hill Mayor Pam Hemminger sent a letter to BOCC Chair Renee Price informing her that the Chapel Hill Public Library Advisory Board had submitted a petition (attached) to the Town Council requesting the formation of a task force to work on issues relating to library funding and inter-operability.

On September 28, 2012, the Town of Chapel Hill and the County entered into an inter-local agreement (attached) regarding the funding of the Chapel Hill Municipal Library and improved interoperability of library services. The inter-local agreement between Orange County and Chapel Hill expired in 2017. In early 2015, a work group met to discuss the terms of the inter-local agreement as well as pro-actively renew the agreement. The work group was unsuccessful at revising or renewing the agreement due to the uncertainty of how the construction to replace the existing Orange County Southern Branch Library system would impact library services in Southern Orange County.

The letter from the Town of Chapel Hill Mayor requests that the Task Force include the following individuals:

- Chapel Hill's Library Director
- Town of Chapel Hill Library Advisory Board Chair
- Friends of Chapel Hill Library Board Chair, and
- the Town Council's Liaison

To balance out the Task Force, the County would appoint:

- Orange County Library Director
- Friends of the Orange County Library Board Chair
- Friends of the Carrboro Library Board Chair, and
- a BOCC Liaison

In addition, Mayor Hemminger's letter requests the hiring a trained facilitator to help lead these discussions and process, with financial responsibility shared between the Town of Chapel Hill and the County.

FINANCIAL IMPACT: The current financial impact is \$536,323, which is the appropriation to the Chapel Hill Municipal Library included in the Adopted FY2021-22 Orange County Budget. In addition, there would be the cost for a facilitator if that service is pursued.

SOCIAL JUSTICE IMPACT: The following Orange County Social Justice Goal is applicable to this item:

- **GOAL: ENABLE FULL CIVIC PARTICIPATION**

Ensure that Orange County residents are able to engage government through voting and volunteering by eliminating disparities in participation and barriers to participation.

ENVIRONMENTAL IMPACT: There is no Orange County Environmental Responsibility Goal impact associated with this item.

RECOMMENDATION(S): The Manager recommends that the Board:

- 1) approve the establishment of the Library Services Task Force;
- 2) appoint the County representatives as outline above and designate a member of the Board of Commissioners to serve as the Board's Liaison on the Task Force;
- 3) direct the Task Force to provide an Interim Report to the Board of Commissioners by April 1, 2022;
- 4) provide direction to the County Manager on the Mayor Hemminger's requests that a) a facilitator to serve the Task Force be hired; and b) the financial responsibility for a facilitator be shared between the Town of Chapel Hill and the County; and
- 5) direct the County Manager to coordinate with the Town Manager to schedule the first meeting of the Task Force.



Office of Mayor Pam Hemminger
Town of Chapel Hill
415 Martin Luther King Jr Blvd
Chapel Hill, NC 27514
919-968-2714

August 31, 2021

Chair Renee Price
Orange County Board of County Commissioners
300 West Tryon Street
Hillsborough, NC 27278

Dear Chair Price,

On behalf of the Chapel Hill Town Council, I am reaching out to request the formation of a task force to work on issues relating to library funding and inter-operability.

As you know, the MOU between Orange County and Chapel Hill expired in 2017 and, since that time, there has been interest from both sides in talking through these issues – especially as planning and construction move forward for the new southern library branch.

This has included a recent petition from the Chapel Hill Library Advisory Board which is attached.

Per our recent discussion, I believe that Chapel Hill's Library Director, Library Board Chair, Friends of Chapel Hill Library Board Chair and our Council Liaison should be part of this task force. I also support the hiring of a trained facilitator to help lead these discussions and process.

Thank you so much for your help in getting this underway.

Sincerely,

A handwritten signature in blue ink that reads "Pam Hemminger".

Pam Hemminger

Cc: Maurice Jones

Attachment 2

**Petition For A Task Force to Examine Equitable County Funding For Library Services
Submitted by Tiffany Allen, on behalf of the Chapel Hill Public Library Advisory Board (“The Board”)
May 2021**

Whereas: The Memorandum of Understanding with Orange County regarding county funding for Chapel Hill Public Library expired in 2017; and

Whereas: Orange County’s funding for Chapel Hill Public Library has not increased since that time; and

Whereas: In December 2019, the Library Advisory Board submitted a letter to the Mayor and Town Council regarding Orange County funding for libraries; and

Whereas: The Board’s position is that the current county funding model is inherently inequitable in providing equal funding for library services for all Orange County residents; and

Whereas: The Board has developed several options for a more equitable and sustainable formula for county funding for library services for all Orange County residents;

Therefore, be it resolved: The Library Advisory Board requests that the Town Council work with Orange County to create a task force to study, develop, and recommend an equitable and sustainable approach to County funding for library services for all Orange County residents. Additionally, we recommend Chapel Hill and Orange County share the expense of hiring a trained facilitator this fall to lead these discussions and this process. Thank you for your consideration. We look forward to working with you as needed.

12-13-11
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**INTERLOCAL AGREEMENT BY AND BETWEEN ORANGE COUNTY
AND THE TOWN OF CHAPEL HILL REGARDING
FUNDING OF THE CHAPEL HILL MUNICIPAL LIBRARY AND
IMPROVED INTEROPERABILITY OF LIBRARY SYSTEMS**

THIS AGREEMENT, made and entered into this 28th day of SEPTEMBER, 2012 between the Town of Chapel Hill, North Carolina, a North Carolina municipal corporation, of Orange County, North Carolina (hereinafter referred to as the "Town"); and Orange County, a body politic and political subdivision of the State of North Carolina (hereinafter referred to as the "County"), for the joint and/or assigned operations and funding responsibilities of the Chapel Hill Municipal Library (hereinafter referred to as the "Municipal Library").

WITNESSETH

WHEREAS, the County and Town are public bodies, politic and corporate, under the laws of the State of North Carolina and are vested with the power and authority to own and operate libraries for the benefit of the public pursuant to Article 14 of North Carolina General Statutes Chapter 153A and are authorized by Article 20 of North Carolina General Statutes Chapter 160A to enter into this Interlocal Agreement (hereinafter referred to as the "Agreement"); and

WHEREAS, the County operates a library system affording services to all residents of Orange County and the Town operates its Municipal Library for the principal benefit of Town residents, while also providing library services to residents of the County beyond its corporate limits; and

WHEREAS, the County has historically provided financial support for the Town's operation of the Municipal Library by way of an annual contribution, most recently a sum of approximately \$250,000.00 in FY2010-11; and

WHEREAS, Orange County is committed to building and maintaining a robust county library system for all County residents and to supporting library services at the highest level feasible within its fiscal constraints; and

WHEREAS, the County and Town (hereinafter referred to jointly as the "Parties") acknowledge that Town residents primarily rely on the Municipal library for library services and, further, that many residents of the southern portion of the County, outside the Town, also rely on the Municipal Library and not the County library system, for library services; and

WHEREAS, the Town has historically provided library services to County residents outside of the Town's corporate limits at no charge and on the same basis as such services are provided to Town residents in accordance with N.C General Statute Sec. 153A-264; and

WHEREAS, the Parties have not previously instituted a formal written agreement to direct or calculate the County's annual contribution in support of Municipal library operations; and

WHEREAS, the Parties recognize the mutual benefit and interest of the Parties hereto, and to the public generally, in the County's continued contribution to the Municipal Library and in the Town's provision of library services to County residents; and

WHEREAS, the Parties wish to continue their longstanding relationship under which the County provides annual funding to the Town for library services to ensure such services are available at no charge to County residents; and

WHEREAS, the Parties wish, by entering into this Agreement, to establish the terms whereby future County funding of the Municipal Library shall continue and to establish a mechanism or formula whereby such funding may be appropriately calculated; and

WHEREAS, the Parties wish to explore opportunities for cooperative inter-library services and operability, whereby residents of the Town and the County may have improved access to library resources provided by both Parties:

NOW, THEREFORE, in consideration of the foregoing and on mutual promises and obligations set forth herein, the receipt and sufficiency of which is hereby acknowledged, the parties agree as follows:

1. TERM

- a. This Agreement shall commence January 1, 2012 for the remainder of the 2011-2012 Fiscal year and shall continue each fiscal year thereafter through June 30, 2015.
- b. This Agreement may be renewed beyond July 1, 2015 upon written agreement of the Parties.

2. COUNTY CONTRIBUTIONS TO LIBRARY OPERATING EXPENSES

- a. The County contributed to the Town, for general operating expenses of the Municipal Library, a base sum of Three Hundred Forty-two Thousand Nine Hundred Eighty-Six Dollars (\$342,986) for FY 2011 - 2012. The base sum represents 21% of the total operational costs

(\$1,633,269) the County budgeted for its Main Library, Carrboro Cybrary and the Carrboro-McDougle Library for the same fiscal year.

- b. Beginning in Fiscal Year 2011-2012, it is the intent that the County's annual base sum contribution to the Town Library will increase, subject to budget constraints, each fiscal year through June 30, 2015 until the County's contribution to the Town Library equates to 30 % of what the County spends annually for operational costs for the County Library System.
- c. It is the County's intent to increase its contribution to the Town Library by adding three percent (3%) each fiscal year to the base sum currently contributed to the Town. Over the life of this agreement, doing so would increase the County's contribution to the Town's Library from its current 21% of total County Library System operational costs to 30% in the fiscal year ending June 30, 2015. Additional extensions of the agreement could result in additional County contributions.
- d. It would be the intent of the County to increase its funding of County Library operational costs, by a proportional increase, and then to increase funding provided to the Town library by the previously agreed upon percentage of the library system increase, not to exceed three percent (3%) annually. If in any fiscal year the County does not increase its funding to the County Library System by an amount equal to the increase being provided the Town Library via this agreement, the amount contributed to the Town Library will be less than three percent (3%). If in any fiscal year the County reduces funding for County Library System operational costs, no increase will be provided the Town Library during that same fiscal year.
- e. At no time during the term of this agreement would the County's contribution to the Town Library fall below the initial base sum amount provided in this Agreement.
- f. Funding for equipment, facility expansion and debt service associated with facility enhancements of County Libraries are not operational costs and will not be included in calculations of contributions to be provided to the Town Library by the County.
- g. The Town will remain responsible for the day to day operations of the Municipal Library.

3. INTEROPERABILITY OF LIBRARY SYSTEMS

- a. The Parties agree to direct County and Town managers and library staff to examine methods and determine the most appropriate methods of interoperability between the Orange County Library System and the Town of Chapel Hill Library, to be determined during the term of this Agreement.
- b. Upon staff mutually determining the most appropriate methods for a transition to interoperability, County and Town management shall make a recommendation to the governing boards of the County and Town

before November 2012. This recommendation will include a description of costs and benefits of options considered.

- c. Upon adoption of an agreement implementing interoperability, which may be adopted by way of Amendment to this Agreement, such interoperability shall be phased in over an appropriate period of time.

4. LIBRARY BOARD OF TRUSTEES/ADVISORY BOARD

The Board of County Commissioners shall appoint a county commissioner to serve as liaison to the Town's Library Board of Trustees. The liaison may attend Board of Trustees meetings and may make recommendations to the Board of Trustees.

5. REVIEW OF AGREEMENT

- a. During the initial three year term, this Agreement shall be reviewed by staff of the Municipal Library and Orange County Library and County and Town Management, in consultation with a representative group of elected officials, each year beginning no later than October 15, 2012 with a report generated for the Town and County governing boards describing:
 - i. The cost/benefit of the County's funding contribution to the Municipal Library;
 - ii. Any difficulties encountered in implementing the terms of this Agreement;
 - iii. Verification that funding provided is being utilized as proposed;
 - iv. Consideration of ways by which the County may offset the demand on the Municipal Library;
 - v. Any other issues that need to be examined.
- b. The Agreement shall be reviewed by staff annually with a report generated for the Town and County governing boards describing the same items set out in subsection (a) of this section.

6. AMENDMENTS

This Agreement may be amended by mutual written consent of the County and Town.

7. TERMINATION

This agreement may be terminated by either Party hereto upon one year advance written notice to the other Party or at any time by mutual written agreement of the Parties.

8. NOTICE

Any notice required by this Agreement shall be in writing and delivered by certified or registered mail, return receipt requested to the following:

To the County:

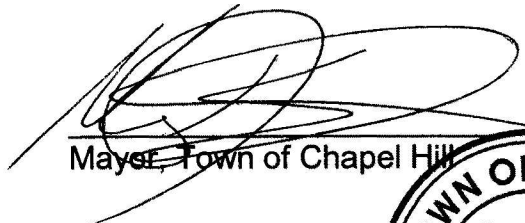
Orange County
County Manager
200 S. Cameron Street
Hillsborough, NC 27278

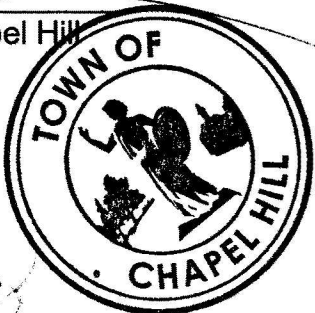
To the Town:

Town of Chapel Hill
Town Manager
405 Martin Luther King, Jr. Blvd.
Chapel Hill, NC 27514

9. ENTIRE AGREEMENT

This Agreement constitutes the entire Agreement of the parties hereto and is effective the date first above recorded.

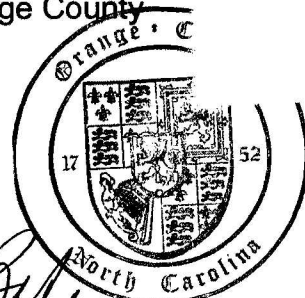

Mayor, Town of Chapel Hill



ATTEST:


Town Clerk


Chair, Board of Orange County
Commissioners



ATTEST:


Clerk to the Board

Approve Creation of the Library Services Task Force

Staff:

Maurice Jones, Town Manager
Susan Brown, Executive Director of Library, Arts and Culture

Department:

Town Manager's Office
Library, Arts and Culture

Overview:

On April 20, 2021, Orange County Commissioner Jamezetta Bedford submitted a petition (attached) to the Orange County Board of Commissioners to request that Orange County connect with Chapel Hill to determine the costs of creating/expanding interoperability between the county libraries and Chapel Hill Public Library.

On May 19, 2021, the Chapel Hill Library Advisory Board submitted a petition (attached) to the Chapel Hill Town Council requesting that the Town Council work with Orange County to create a task force to study, develop, and recommend an equitable and sustainable approach to County funding for library services for all Orange County residents.

On August 31, 2021 Chapel Hill Town Mayor Hemminger sent a letter to Chair Price to request the formation of a task force to work on both of these issues relating to library funding and inter-operability.

On September 28, 2012, the Town of Chapel Hill and the County entered into an inter-local agreement regarding the funding of the Chapel Hill Municipal Library and improved interoperability of library services. The inter-local agreement between Orange County and Chapel Hill expired in 2017. In early 2015, a work group met to discuss the terms of the inter-local agreement as well as pro-actively renew the agreement. The work group was unsuccessful at revising or renewing the agreement due to the uncertainty of how the construction to replace the existing Orange County Southern Branch Library system impacts library services in Southern Orange County.

The letter from Mayor Hemminger requests that the Task Force consists of the following individuals, Chapel Hill's Library Director, Library Board Chair, Friends of Chapel Hill Library Board Chair and our Council Liaison be part of the task force. The County would appoint a BOCC representative, the Orange County Library Director, the Friends of the Orange County Library Board Chair, and the Friends of the Carrboro Library Board Chair to balance out the Task Force. In addition, the request includes hiring a trained facilitator to help lead these discussions and process with financial responsibility shared between the Town of Chapel Hill and the County.



Recommendation(s):

The Town Manager recommends that the Council approve the establishment of the Library Services Task Force and direct the Manager to coordinate with the County Manager to schedule the first meeting of the Task Force.

Fiscal Impact/Resources:

The current financial impact is \$536,323; this appropriation to the Chapel Hill Municipal Library is included in the Orange County's Adopted FY2021-22 Budget. Additionally, there will be a shared cost to hire a facilitator for the Task Force.

A RESOLUTION ESTABLISHING A LIBRARY SERVICES TASK FORCE FOR THE TOWN OF CHAPEL HILL AND ORANGE COUNTY

Whereas, on September 28, 2012, the Town of Chapel Hill and the County entered into an inter-local agreement regarding the funding of the Chapel Hill Municipal Library and improved interoperability of library services; and

Whereas, that inter-local agreement expired in 2017; and

Whereas, library services play an integral role in the lives of residents in Orange County and Chapel Hill.

NOW, THEREFORE, BE IT RESOLVED by the Council of the Town of Chapel Hill approves the creation of a Library Services Task Force to develop a new inter-local agreement between the Town and Orange County.

BE IT FURTHER RESOLVED that the Town Council requests the Town Manager to work closely with Orange County's Manager to provide support for the Task Force and its work.

This, the 13th day of October, 2021.

Chapel Hill/Orange County Library Task Force Meeting Summary

Meeting Date: January 27, 2022

Members Present: Tiffany Allen, Jess Anderson, Susan Brown, Karen Curtin, Amy Fowler, Maurice Jones, Nerys Levy, Travis Myren, Erin Sapienza, Diane Kelly

Meeting Summary: Ms. Sapienza welcomed everyone to the meeting and Mr. Myren followed by sharing that this is an organizational meeting.

Next, there was discussion of the need for a facilitator. Council Member Anderson said she believed a facilitator would be useful because the topic is complex. Ms. Levy said that someone with knowledge of and expertise in libraries would be useful. Mr. Jones said that someone with knowledge of and experience with local government issues would be useful. He also mentioned recent success with the Dispute Settlement Center as facilitator and recommends them. Commissioner Fowler said she is open to using a facilitator if the group feels it is important.

Action Item: Mr. Jones and Mr. Myren agreed to talk to Maggie Chotas from Dispute Settlement Center, a facilitator who has effectively assisted with other intergovernmental task forces like this one.

There were several questions about the history of this issue, both the funding arrangement and the prior taskforces:

- *What was discussed in 2015? Why did the working group not bring forward a recommendation?* Ms. Brown shared that a working group met once and Town/County staff had several conversations, but did not bring forward a recommendation for a new MOU.
- *What is the history of the funding agreement?* Ms. Brown shared recent history.
 - In 2011, County annual contribution was approximately \$250,000. County had provided support for many years, but there was not formal agreement.
 - In 2012, Town and County entered into an MOU that increased County contribution incrementally over three years, until County contribution equated 30% of what County spends annually for Library services.
 - In 2015, the County contribution reached that 30% benchmark, at \$568,139, and the MOU expired. Since then, the County has continued to contribute that same amount of annual funding.

Action Item: Ms. Brown and Ms. Sapienza will locate any meeting materials related to 2015 discussions and share with task force.

There were several questions about interoperability, including what the term means, what the current level of interoperability is and what the differences are between the two libraries. There was general agreement that in order to explore operability, it will be important to jointly agree to a definition of the term.

There were also questions about how other municipal/county libraries collaborate on these issues, including what funding formulas they use and what level of interoperability they have.

Action Item: Ms. Brown will reach out to the other Municipal Directors in the state regarding their funding formulas and interoperability.

There were questions about the impact of the 203 Project and the Southern Branch Library on funding agreements and exploration of interoperability, including how the construction costs are being shared and how the Library operations will be funded. Ms. Levy suggested that someone from Town of Carrboro be invited to serve on the Task Force.

Action Item: Mr. Jones and Mr. Myren will contact Carrboro Town Manager and extend invitation to participate in the Task Force.

DRAFT

Library Task Force
April 19, 2022 – Meeting #1
2-4 pm via Zoom

Meeting Purpose

To begin to build an effective and productive culture for the group while understanding the purpose of the collaboration.

Outcomes

During this meeting, participants will have the opportunity to...

- Get to know each other a little better
- Explore the purpose of the task force
- Consider ground rules for working together
- Identify potential desired outcomes for the work
- Schedule the next meeting

Participants: Tiffany Allen (Chair of the Chapel Hill Public Library Advisory Board), Karen Curtin (Chair of the Friends of Chapel Hill Public Library), Diane Kelly (Chair of the Orange County Friends of the Library), Jess Anderson (Chapel Hill Town Council Liaison), Nerys Levy (Chair of the Carrboro Friends of the Library), Amy Fowler (Orange County Commissioner Liaison), Erin Sapienza (Interim Director at the OCPL), Susan Brown (CHPL Director; Director for Community Arts and Culture), Travis Myren (Deputy Manager for Orange County), Maurice Jones (Chapel Hill Town Manager)

Facilitator: Maggie Chotas, DSC; **Notetaker:** Monica Veno, DSC

Notes

Introductions & Context setting

After introductions, Ms. Chotas then offered that that the task force has the opportunity to work as quickly as we can, we also want to reflect on what has worked in the past, what are lessons we have learned before, and how can we approach what's before the group today.

Consider ground rules

Task force members were asked to reflect on how do you want to work together to be productive, effective and efficient? Ms. Chotas shared some ground rules as a place to begin, encouraging the group to adapt these and make them yours. They included:

- Begin & Adjourn on time
- One speaker at a time
- Listen for understanding
- Say what you need to say while making room for thers to say what they need to say
- Embrace a learning mindset
- Be mindful of assumptions & ask questions
- It's okay to disagree ... please do so respectfully
- Share your own story & respect the stories of others

The group didn't have any modifications and the ground rules were adopted unanimously.

Collaboration values

Task force members were invited to share a collaboration value that is important to you, and why? The values the group shared were:

- The value of “Yes, and…” for collaboration
- Time used wisely
- Transparency
- Thinking about the collective good
- Understanding all perspectives
- Good use of time working toward the goal
- Landing on a win for everyone involved
- Striving for resource equity

Exploring the purpose

The overall purpose of the Task Force is to work on issues relating to library funding & inter-operability.

Each group member had the opportunity to respond to the following in [Jamboard](#):

- What questions need to be addressed to achieve the purpose of the task force?
- What are 1-2 outcomes you would like to see this group accomplish?

Ms. Fowler shared that her understanding was that this began as an issue of updating the amount of funding, specifically to Chapel Hill Public Library, and then, in response to the folks from the BOCC asked if there was a possibility for interoperability and wanted to add that to the scope of the discussion.

Ms. Curtin responded that she believes a basic question as we start is how the total library funding is determined or reallocated for Orange County, which gets into the transparency issue.

Ms. Allen offered a question the Advisory Board considered when first approaching the topic back in November of 2019: what might a thoughtful, equitable, and sustainable formula for Orange County funding look like for libraries? In tying into this question, Ms. Anderson offered that it is important to look at current and projected data about usership, not just collections, but also programming: to think about how many folks are using each of or libraries and specifically, what the projections for the southern branch are.

Ms. Fowler noted a few questions she'd like to explore, including: what the request from CHPL is, what are equitable ways to determine a fair amount, are there any other county and city libraries and how do those counties share funds with city libraries, how difficult is it to be interoperable, what are other issues to consider for this, and would a Memorandum of Understanding (MOU) be necessary for things such as interlibrary loans?

Ms. Brown added that one key question to explore is what we mean when we say interoperability. A clear definition or set of definitions is necessary for our goal.

Ms. Levy noted that when comparing the population, it may help getting the data and services that the county should be giving in theory to the size of the population.

Ms. Brown added that it may be worth exploring what the value of interoperability is so that we could consider the cost-benefit pros and cons.

Desired Outcomes of the Task Force

Task force members had the opportunity to respond in Jamboard to the 1-2 outcomes you would like to see this group accomplish. The outcomes shared are as follows:

- Thoughtful, equitable, and sustainable funding formula for Chapel Hill and Orange County libraries developed and shared with governing boards (x7)
 - To create a sustainable funding formula that can bring us into the future and reduce the need to re-litigate/re-negotiate as often
 - To establish a metric for determining funding that can be easily applied or modified as circumstances change
 - That includes projections for population usage and growth in the various libraries given the changes that are occurring in the library system
- Agreed definition of interoperability and its objectives (+3)
- An MOU between the CHPL and OC with specifics on how much OC will provide CHPL
- MOU that defines any possible collaborations or interoperations (borrowing of books or e-books, etc.)
- We have a clear set of recommendations for our elected bodies to consider
- Understanding of how other counties approach this issue
- To agree on methods of delivering services to patrons that are efficient, cost-effective, equitable, and simple for staff and patrons to understand
- Statistics on use of CHPL by Orange County residents and on use of the OCPL. This would include checking out books/CDs/etc., as well as use of conference rooms. We would also need to know how other counties have approached funding
- What are the issues that exist for OC users today that need to be addressed?

Steps Toward Accomplishing Outcomes

Task force members were asked what would be needed in order to be able to develop the funding formula and definitions of interoperability, as well as related objectives and metrics, etc.?

Ms. Kurtin said we need information on usage – not just programming, but whatever we determine those statistics to be, we need to figure out what the usage is across the county both in CH and OC.

Ms. Allen agreed with Ms. Kurtin about the necessity of usage information, but also acknowledged how difficult it could be to determine the accuracy of this data. She offered several examples including that people come into the building and use the conference rooms, the materials (without checking them out), using the WiFi, etc. She explains that the Chapel Hill Advisory Board identified three approaches to looking at this:

- (1) an access model, which noted what percentage of Orange County residents live in Chapel Hill and have access to the library,

- (2) the usage model, which noted what percentage of cardholders live in Chapel Hill and live in Orange County broadly and specifically within Chapel Hill, and
- (3) the equal funding model, which is where Orange County just has an annual allocation of library funding that's been given out on a per capita basis (this would be a sum based on allocation of funding rather than geography).

Looking at three different models we can see an more overarching picture of both access *and* equity.

Ms. Chotas reflected that as we look to future work, it could be helpful to learn more about the work that the library board did to come up with those approaches. Ms. Allen agreed and added that it would be helpful to see what percentage of county residents currently live within the town of Chapel Hill limits, and what is the annual allocation from the county for libraries as a whole (data, usage, geography).

Ms. Levy noted that it is important we recognize that since Carrboro's library isn't open yet, all data can only be a projection, and perhaps many of Carrboro's people are using Chapel Hill's libraries.

Mr. Sapienza stated that the library system does collect plenty of data points. Although our facilities (and therefore our data) are not exact mirrors of one another, it's important to develop what data points are going to be most helpful for this group to allow us to dig into that and provide what we need to make decisions. In response, Ms. Chotas posed that it might be helpful to think about the data that is available and look at what Ms. Sapienza and Ms. Brown, as library directors, think would be useful for the task force to learn about as a next step in this process.

Ms. Brown offered in response that this group may want to pull some standard data or basic data (on items such as budget and where funding comes from, circulation, etc.) not for the purpose of making meaning of it, but to begin to conceive of a snapshot of the services of the libraries. This could be done offline, and then if the group decides it would like to see more of a breakdown of a budget, then we could facilitate that.

Ms. Kelly directed the group back to the earlier usage model, noting it could be extremely problematic because if something isn't being offered at the library that people need, they're not going to be using it. So by basing this on usage it could skew the funding that is needed and continue the original problem. Ms. Brown replied in agreement but expressed that certain things cannot be accurately tracked for data purposes, such as if a child comes and meets their tutor at the library every day. Not all usage can be measured.

Ms. Brown continued by saying it is important to also look at how the other eight or nine municipal public libraries in the state created their funding formulas, and what they currently look like. Similarly, we could pull data surrounding the interoperability piece of it, determining how other library systems approach interoperability.

Next Steps

The group decided:

- (1) it would be best to work on the issues of interoperability and a funding formula separately, beginning with the financial piece first, then working toward interoperability and this idea of two separate MOUs, although flexibility will be needed throughout navigating the process
- (2) To meet on a monthly basis, with the next meeting (virtual) on May 24 from 12:45 - 2:45 pm
- (3) At the May meeting, Ms. Brown and Mr. Sapienza will share data they've collected which may be helpful to the group more broadly. The task force can then determine which data to dive into deeper
- (4) As much as possible, it will be helpful to have agenda content shared in advance of the task force meetings to maximize time together

Evaluation

Lastly, the group reflected both on what has been working well about their work so far, as well as ways to work together more effectively. The answers provided were as follows:

Working Well:

- Being efficient
- Looking at broader issues, which is very important
- Everyone has been able to provide input
- Staying focused
- Helpful to quickly identify two major issues and an approach to examining them as a group
- Flexibility and projections – not a static model to adapt

Areas for more Effective Work:

- Providing data prior to the meeting – and the knowledge to be able to ask good questions
- Knowing deadlines and the goals of next February for budgeting purposes can help us to adjust our work and prioritize.

4 pm Adjourn

Library Task Force

September 8, 2022 – Meeting #2

11am-1pm via Zoom

Outcomes

During this meeting, participants furthered the goal of working on issues relating to library funding and interoperability for the libraries in Orange County by:

- Forecasting what the group's process will be at each meeting and scheduling meetings through December
- Reviewing ground rules for how the group will operate and make decisions together
- Discussing data and updates related to the Carrboro branch, current library services, and comparisons with other municipal public libraries throughout the state

Participants: Nerys Levy (Friends of the Carrboro Library), Meeghan Rosen (Chapel Hill Public Library), Karen Curtin (Friends of Chapel Hill Public Library), Diane Kelly (Friends of the Orange County Public Library in Hillsborough), Travis Myren (Deputy County Manager), Erin Sapienza (Orange County Public Library), Susan Brown (Chapel Hill Public Library), Amy Fowler (Orange County Commissioner), Maurice Jones (Chapel Hill Town Manager), Jason Richmond (Orange County Public Library), Tiffany Allen (Library Advisory Board), Jess Anderson (Chapel Hill Town Council), Richard White (Carrboro Town Manager), Nitya Fiorentino (Orange County Public Library)

Consulting Team: Maggie Chotas (Facilitator), DSC and Monica Veno (Notetaker), DSC

Summary Notes

Hopes for the meeting

Task Force members shared their hopes for the meeting which included:

- Clarity for the timeline and the process
- Scheduling meetings in advance
- Efficient and quantifiable progress
- Information helps reach the goals
- Constructive conversation that leads us forward
- Clear next steps focused on meeting needs of community

Ground rules review

Members reviewed the ground rules adopted at the April meeting, along with proposed new ground rules:

- Begin & Adjourn on time

- One speaker at a time
- Listen for understanding
- Say what you need to say while making room for others to say what they need to say
- Embrace a learning mindset
- Be mindful of assumptions & ask questions
- It's okay to disagree ... please do so respectfully
- Share your own story & respect the stories of others

***Proposed new ground rules:

- Work toward consensus as defined by being able to live with decisions. If decisions cannot be reached by consensus, we will
- Make every effort to attend meetings. If you aren't able to attend, you may send a representative in your place

About consensus: Members noted some apprehension surrounding what "consensus" means in different scenarios, especially with regard to understanding how decisions of recommendations may have a greater impact on one group over another. The spirit of consensus might be more descriptive of what the group is going for, but more thinking is needed around how this meets the needs of the Task Force. Ultimately, the group decided to table the ground rule about consensus for now.

Clarification was made that this group isn't a decision-making body but will make recommendations to governing boards who will make decisions about next steps. It was emphasized that recommendations from the Task Force that have widespread support will potentially have the greatest likelihood of implementation by governing boards.

About meeting attendance: The second proposed ground rule addressed meeting attendance, specifically sending a representative if you are unable to make a meeting. Members agreed that if a Task Force member needs to be absent, a staff member may function as a designee. It was also agreed that staff members who aren't members are welcome to attend in a support role.

Membership: It was noted that the Task Force doesn't have the ability to expand membership without going back to governing bodies. Clarification about membership was requested and provided. The roles the Town and County agreed to: Chapel Hill and OCPL Directors; Town of Chapel Hill Library Advisory Board; Friends of Libraries; Town Council Liaison; BOCC Liaison

Schedule Task Force meetings

Members scheduled meeting through December, as follows:

- October 6th from 11am-1pm
- November 10th from 10:30am-12:30pm
- December 8th from 10am-12pm

Overall Process

Members agreed to the following workflow, with the understanding that flexibility may be required:

September 8: Level setting, big picture process agreements, data sharing

October 6: Deep dive into funding, including:

- Current funding formula
- Possible funding formulas:
 - o Chapel Hill Library Board share their work
 - o Other possibilities
- As a Task Force, explore ideas and interests
- Prepare for proposal development to be presented at November meeting

⇒ **In between meetings:** Small staff team works to develop a proposal/ ideas regarding funding based on what was heard in the October 6. (Susan and Erin as Directors take the lead; Managers/Deputy Managers included as needed – *to be further considered at October meeting*)

November 10: Consideration of funding proposal + Next steps

December 8: Reserve in case needed

January: Deep dive into interoperability

⇒ **In between meetings:** small team works to develop a proposal/ ideas regarding interoperability (Susan and Erin + others?)

February: Consideration of interoperability proposal + Next steps

- Mid-February: Budget request to County

March/ April: Present to Town Councils, OCCC Boards

Discussion:

In exploring the overall process and workflow, participants agreed that it's important to reflect on who would be affected by all decisions made by the Task Force with regards to its recommendations. They also agreed to sharing conversation as a whole regarding funding and interoperability.

Briefing & Updates

The group was then briefed with several presentations.

Carrboro Branch Update: Travis Myren presented updates and information about the status of the Carrboro branch, including specifics about funding and the division of operational expenses and costs between the existing library branches.

Snapshot of library services: Next the group heard from library staff (Susan Brown, Erin Sapienza, Meehan Rosen, Jason Richmond and Nitya Fiorentino) about the library services of both Orange County and Chapel Hill Public Libraries over the last few years. They explained the increases and decreases of registered users of the libraries, noting that neither library purged its registered users during FY20-21 due to the pandemic. Typically, databases are purged annually. Both libraries did purge their rosters during FY 21-22 which resulted in a cleaned-up database. The complexity of data collection statistics will be further explored in subsequent meetings as relevant.

Comps with other municipal public libraries in the state: Susan presented comparisons regarding the 13 municipal public libraries in the state and any County funding they receive, how that funding is calculated and if they are interoperable with the County. She noted the variety of approaches to both funding and how interoperability is defined.

One possibility the group will consider further at next meetings is NC Cardinal - a consortium of libraries that share an online catalog and integrated library system. These libraries share resources with other member libraries throughout North Carolina. Neither Orange County Library or Chapel Hill Library is currently enrolled in NC Cardinal.

Susan shared additional information about Mooresville in the chat: It gets approximately \$1.4 million from Iredell County. The formula divides the County budget and divides by square footage of County Library. Then they take that number and multiple it by the square footage of the municipal library.

Next Steps

1. Upcoming meetings

- a. October 6th from 11am-1pm
- b. November 10th from 10:30am-12:30pm
- c. December 8th from 10am-12pm

Be on the look-out for calendar invitations with the Zoom link.

2. October 6 meeting agenda

Deep dive into funding, including:

- Current funding formula
- Possible funding formulas:
 - o Chapel Hill Library Board will share their work
 - o Other possibilities
- As a Task Force, explore ideas and interests
- Prepare for proposal development to be presented at November meeting

3. Members were invited to complete a post-meeting confidential online survey.

4. DSC will deliver meeting notes within two weeks.

Evaluation

What worked well

- Having data to digest and consider
- Given us things to think about
- Knowing we're not alone - some easy approaches
- Allowing us to expand the group - invite the experts, data and financial gurus - makes work easier to have answers in the room
- Set timeline and understanding of what we're doing

What to change

- Get to the data sooner

Library Task Force

October 6, 2022 – Meeting #3

11am-1pm via Zoom

Outcomes

During this meeting, participants furthered the goal of working on issues relating to library funding and interoperability for the libraries in Orange County by:

- Learning about the recent history of Orange County funding for Town Library services
- Analyzing and discussing possible funding formulas for the County, and
- Preparing for the development of the proposal regarding Library funding for the Task Force to consider.

Participants: Tiffany Allen (Chapel Hill Library Advisory Board), Jess Anderson (Chapel Hill Town Council), Susan Brown (Chapel Hill Public Library), Karen Curtin (Friends of Chapel Hill Public Library), Nitya Fiorentino (Orange County Public Library), Amy Fowler (Orange County Commissioner), Maurice Jones (Chapel Hill Town Manager), Diane Kelly (Friends of the Orange County Public Library in Hillsborough), Nerys Levy (Friends of the Carrboro Library), Travis Myren (Deputy County Manager), Meeghan Rosen (Chapel Hill Public Library), Erin Sapienza (Orange County Public Library), Jason Richmond (Orange County Public Library), Richard White (Carrboro Town Manager)

Consulting Team: Maggie Chotas (Facilitator), DSC and Monica Veno (Notetaker), DSC

Summary Notes

Introduction to the meeting

Task Force members reviewed plans for the meeting and shared in the chat a book they have recently read and enjoyed. The ground rules and book titles shared are included as appendices to these notes.

History of Orange County Funding for Town Library services

Susan Brown, Tiffany Allen, and Meeghan Rosen presented information about the following:

- How Town Library services have been funded by the County,
- Reasons Orange County has provided funding for the Town of Chapel Hill Libraries, and
- Potential funding models compiled by the Chapel Hill Library Board.

For the slide deck of this presentation, see: [Orange County funding for Library services in Chapel Hill, October 6, 2022.](#) Summaries of presentations and discussions follow.

A Recent History of Orange County Funding for Town Library Services

- In 2011, County annual contribution was approximately \$250,000. County had provided annual support for decades, but there was no formal agreement or formula.
- In 2012, Town and County entered into an MOU that increased County contribution incrementally over three years, until the County contribution equated 30% of what County was spending annually on OCPL library operations.
- In 2015, the County contribution reached 30% (\$568,139) and the MOU expired. Since then, the County has continued to contribute that same dollar amount to the Town of Chapel Hill annually. The amount is not tied to any metric or formula.

Reasons for County Funding

Orange County provides funding to the Town of Chapel Hill for library services for two reasons:

1. Because the Town of Chapel Hill provides library services for those County residents who live in Chapel Hill.
2. So that County residents who do not live in Chapel Hill can have a CHPL account without paying an out-of-jurisdiction fee.

Possible funding formulas identified by the Chapel Hill Library Board

In late 2019, the Board met and considered this question – *“What might a thoughtful, equitable, sustainable funding formula look like?”*

1. **Thoughtful.** All aspects of library services should be considered and valued – access to services, active cardholders, circulation, programming, etc.
2. **Equitable.** The Board believes that Orange County should provide equal funding to all County residents, regardless of where they live within the County.
3. **Sustainable.** Any formula should be calculated on an annual basis and be “future-proof” - should populations shift or library services change, the formula should adjust for those differences.

The Chapel Hill Library Board then developed the formulas, which herein our task force analyzed and discussed.

Model 1 – Access: Based on Census population estimates, [x]% of Orange County residents live within the Town of Chapel Hill and have access to and receive library services from the Town. This percentage would be the basis for this funding model. Orange County would annually fund County library service as part of the budget process. Once that budget has been established, the County would allocate a percentage of that amount equal to the percent of County residents living in Chapel Hill, based on Census estimates on January 1 of the previous fiscal year.

EXAMPLE - In 2018, 42% of Orange County residents resided within the Town of Chapel Hill. In FY19, the County allocated \$2,220,472 for Orange County Public Library operations.

In the **ACCESS** model, the County would designate an amount equal to 42% of \$2,220,472 to the Town for Chapel Hill Public Library services, or \$927,377.

Discussion and Questions of Model 1

- Diane Kelly asked if there were additional costs that the County Library has, by serving a population that's over a broader area. This question has been noted and tabled for discussion at the next meeting.
- It was noted that approximately 40% of the people who use the Chapel Hill Public Library are not residents of Chapel Hill – they reside elsewhere in the County.
- Questions of the equitability of this model were lifted by Ms. Levy and Ms. Fiorentino. In particular, the component of equity concerning broadening the library's reach of its services and what portion of that funding goes toward meeting the needs of residents whose needs are not currently being met due to transportation or other barriers.
 - Ms. Allen reiterated the importance of viewing this model only through the lens of equitable funding, rather than regarding larger issues of equity across the County.
- Commissioner Fowler noted that this model assumes that every resident has equal ease of access to either library, however, there is difficulty for folks in the outer reaches of the County to use any library at all.
 - Ms. Allen offered that while people may be geographically separated from a physical library, they may still use online library services, and that they may one day use a library. Therefore, those funds are still put toward the greater good for the community. Additionally, she noted that Chapel Hill residents are paying taxes toward County libraries that they may not use.

Model 2 – Usage: Based on current Census data and GIS analysis of cardholder addresses, [x]% of Orange County residents are active cardholders at CHPL. This percentage would serve as the basis for this funding model. Orange County would annually fund county library service as part of the budget process. Once that budget has been established, the County would allocate a percentage of that amount equal to the percent of County residents who were active cardholders of CHPL on January 1 of the previous fiscal year.

EXAMPLE - In November 2019, 46% of Orange County residents were active account holders at Chapel Hill Public Library. In FY19, the County allocated \$2,220,472 for Orange County Public Library operations.

In the **USAGE** model, the County would designate an amount equal to 46% of \$2,220,472 to the Town for Chapel Hill Public Library services, or \$1,018,552.

Discussion and Questions of Model 2

- The point was raised that the Task Force has no way of knowing how many people hold cards at both Chapel Hill and Orange County libraries.
- Concerns were noted that this model does not capture the full range of services provided by libraries today, and the accessibility of their services outside of being a cardholder (such as access to the entire collection, WiFi usage, and public events).

Model 3 – Equal Funding for All County Residents: Orange County would fund library services for every resident at an equal per capita rate. These funds would be used solely for the annual

public library operating expenses at OCPL and CHPL. Based on this per capita rate, the County would allocate funds for the number of residents living outside of Chapel Hill town limits to the OCPL system. The County would allocate funds for the number of residents living within Chapel Hill for the Town to use for providing library services. The Town would continue to fund municipal library services as part of the annual Town budget process. For purposes of example, the FY18 state average per capita operating expenditure of \$22.94 was used.

EXAMPLE - In FY18, North Carolina's average per capita public library operating expenditure was \$22.94.

In the **EQUAL FUNDING** model, if the County were to use this average as Orange County's per capita library services rate, County funding to OCPL would be \$1,950,795 and County funding to CHPL would be \$1,399,065.

Discussion and Questions of Model 3

- This was the model with the strongest support from the Chapel Hill Library Board.
- The Task Force had lengthy discussion on the reasons behind using the state average per capita amount was used. Ultimately, it was concluded that this model is based creating a benchmark amount. This amount is mutable, meaning a policy could be written wherein some other benchmark is created. Other benchmarks could be more locally tied to the County and more reflective of the local interests. This number was offered for demonstration of the principle of the model.
- A question was raised regarding how many residents do not use the County library because it is not physically accessible to them. Although this information cannot be directly presented, it is possible to provide information regarding how many residents do not have an active library account within each system individually.
- Commissioner Fowler raised concerns regarding how the budget would be set in this model. Because the per capita amount would be set prior to a budget being created, the BOCC or County Manager's office may take issue with this model's implementation. It would likely be favorable to these entities that a budget be set first, and then the per capita amount determined and allotted accordingly, if this is possible within this model.

Additional Considerations

A general theme in the Task Force discussion was a need to increase the overall funding of the libraries because they are an important value in our communities. Commissioner Fowler noted that will happen automatically when the new Carrboro branch comes on board which will result in an increase in funding for operations \$560,000.

Council member Anderson asked the Task Force to think about the big picture and do we agree that all Orange County residents, including Chapel Hill residents, should have their tax dollars used for library services? She also noted that the addition of the Carrboro branch will increase the overall budget spending for libraries, but the other issues of thoughtful, equitable, sustainable funding will still be important to address.

Commissioner Fowler suggested the best model would account for complexities, such as subtracting out for any Chapel Hill residents who actually use Orange County libraries. She suggested looking at combining models so that access and usage are incorporated.

Ms. Kelly raised the idea of creating a funding formula based on a combination of both the usage and access models (Models 1 and 2). Half of the funding amount could be given based on Model 1 (Access), and the other half of the funding amount could be given based on Model 2 (Usage). This combined amount would be the entire budget.

Ms. Allen responded that should thought the usage part would be tricky, because the Chapel Public Library is open to everyone in the County right now lwith no out of jurisdiction fee applied.

Ms. Levy advocated for using the best aspects of each model and urged the Task Force to maintain momentum.

Commissioner Fowler asked if the Orange County Library had a mobile library or any service for northern orange (north of Hillsborough)? Ms. Sapienza responded that there is some technology instruction at Cedar Grove and, on occasion, other outreach efforts there, but nothing regularly mobile at this time.

Ms. Chotas raised the question of whether municipal funding streams would change, or rather if the group thinks of these independently. Ms. Brown responded noting that the library budget is set as part of the Town's annual budget, and there is no expectation that that will change. Mr. Jones added that the Town wants to make sure they can fund things they've been holding off on, as well as increasing the amount of resources they have so as to continually enhance services each year.

Ms. Levy called for Chapel Hill Public Libraries to consider the consequences of if their funding is not increased, so as to assess the urgency to come to resolution.

Next Steps

1. **Between Now and Next Meeting** – As decided at the September meeting, Susan and Erin as Directors will take the lead on developing a proposal regarding funding for the Task Force to review. Managers/Deputy Managers will also be included as needed. *Members will have the opportunity to explore what will help the proposal development process work well.*
2. **Upcoming meetings**
 - a. November 10th from 10:30am-12:30pm
 - b. December 8th from 10am-12pm

Be on the look-out for calendar invitations with the Zoom link.

3. November 10 meeting agenda

Consideration of Funding Proposal + Next Steps:

- Discuss the funding proposal presented to the Task Force and offer feedback
- Assess additional costs on the County for providing services to Chapel Hill residents
- Determine next steps for the Task Force with regard to the Funding Proposal

Evaluation

What worked well

- Great to get all the differing viewpoints.
- This has been a great discussion!
- Good facilitation – kept us on track
- We got to the numbers and analysis sooner
- Good structure and order
- Diverse, larger group offers better discussion and more input and ideas

What to change

- Nothing noted.

Appendices

Share in the chat: A book you have recently read and enjoyed.

11:01:54 From Diane Kelly - President, FOCPL to Everyone:

Murder and an Irish Curse by author Melissa Bourbon

11:02:21 From Meeghan Rosen to Everyone:

Still Life by Sarah Winman

11:02:27 From Jess Anderson to Everyone:

Crossing to Safety by Wallace Stegner

11:02:31 From Monica Veno | she/her to Everyone:

The Heart's Invisible Furies by John Boyne

11:02:31 From Karen Curtin to Everyone:

Five Decembers

11:02:35 From Nitya Fiorentino to Everyone:

Culture Code

11:02:49 From Maggie Chotas to Everyone:

Wish you were here - Jodi Picoult

11:02:51 From Susan Brown to Everyone:

How to Sell a Haunted House by Grady Hendrix

11:03:17 From erinsapienza to Everyone:

The House Across the Lake - Riley Sager. Spooky easy read.

11:03:37 From Tiffany Allen to Everyone:

Lessons in Chemistry

11:03:42 From Nerys Levy to Everyone:

Nerys - Drawn to Life Catalogue of the current Ackland Museum exhibit- I am an artist

11:03:45 From mjones to Everyone:

A Promised Land by Barack Obama

11:04:17 From Jason Richmond to Everyone:

The Body by Bill Bryson

Ground Rules *adopted at the April 2022 meeting*

- Begin & Adjourn on time
- One speaker at a time
- Listen for understanding
- Say what you need to say while making room for others to say what they need to say
- Embrace a learning mindset
- Be mindful of assumptions & ask questions
- It's okay to disagree ... please do so respectfully
- Share your own story & respect the stories of others
- Make every effort to attend meetings. If you aren't able to attend, you may send a representative in your place

Library Task Force

November 10, 2022 – Meeting #4

10:30 am-12:30 pm via [Zoom](#)

Outcomes

During this meeting, participants furthered the goal of working on issues relating to library funding and interoperability for the libraries in Orange County by:

- Analyzing and discussing the endorsement of the proposed funding formula developed by Library Directors, with support of Managers.
- Anticipating potential avenues for transitioning and phasing-in a new funding formula.
- Preparing for further development of a funding formula plan based primarily on the Access Model.

Participants

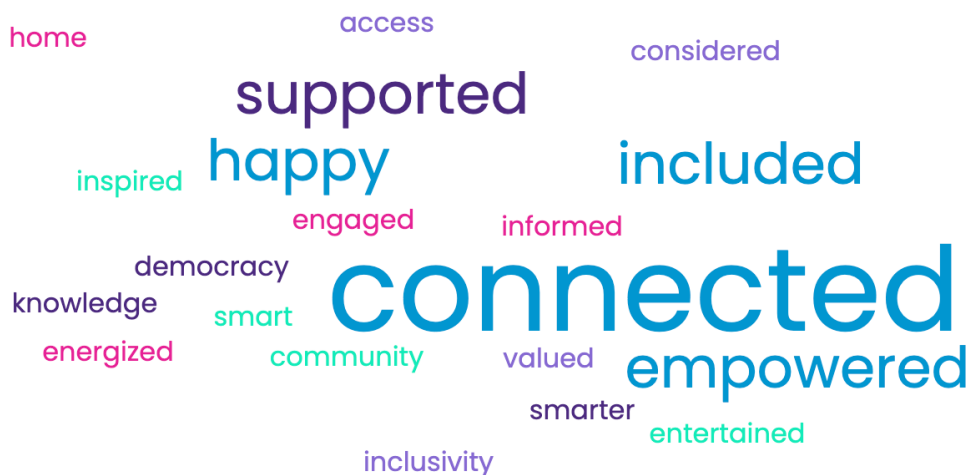
Nitya Fiorentino (Orange County Public Library), Diane Kelly (Friends of the Orange County Public Library in Hillsborough), Nerys Levy (Friends of the Carrboro Library), Meeghan Rosen (Chapel Hill Public Library), Jason Richmond (Orange County Public Library), Susan Brown (Chapel Hill Public Library), Travis Myren (Deputy County Manager), Richard White (Carrboro Town Manager), Erin Sapienza (Orange County Public Library), Karen Curtin (Friends of Chapel Hill Public Library), Jess Anderson (Chapel Hill Town Council), Tiffany Allen (Chapel Hill Library Advisory Board), Amy Fowler (Orange County Commissioner)

DSC Consulting Team: Maggie Chotas and Monica Veno

Summary Notes

Introduction to the meeting

Task Force members reviewed plans for the meeting and shared in the chat three words that came to mind when they thought about how local libraries make them feel. A Word Cloud of responses follows. The more the words were repeated, the larger the word.



Proposal for Funding Formula

Meeghan Rosen (on behalf of Susan Brown and Erin Sapienza) shared that after the last Task Force meeting, Erin and Susan met to reflect on what we heard from the Task Force members:

- We heard agreement that the formula should be thoughtful, equitable, and sustainable – the three interests outlined by Chapel Hill Library Advisory Board.
- We heard an additional interest in a formula that is simple, straightforward, and easy to understand/calculate – and as staff we share this interest.
- Model 3 (“Equal Funding”) is preferred by the Chapel Hill Library Advisory Board, but did not have support from County members of the Task Force.
- Model 2 (“Usage”) is not preferred by the Chapel Hill Library Advisory Board, and had limited support from the County members of the Task Force.
- Model 1 (“Access”) is preferred by the Chapel Hill Library Advisory Board, and had general support from the County members of the Task Force.

Based on the Task Force discussion and this model meeting all the shared interests, staff believe **Model 1 / Access** is the model that should advance from the Task Force to the County Commission and Town Council as part of the budget process.

Description: Based on Census population estimates, [x]% of Orange County residents live within the Town of Chapel Hill and have access to and receive library services from the Town. This percentage would be the basis for this funding model. Orange County would annually fund county library service as part of the budget process. Once that budget has been established, the County would allocate a percentage of that amount equal to the percent of County residents living in Chapel Hill, based on Census estimates on January 1 of previous fiscal year.

Orange County Funding and ToCH population 2018-2021

| | FY2018 | FY2019 | FY2020 | FY2021 |
|---|------------|------------|------------|------------|
| OC Library Budget* | 2214496 | 2220472 | 2311001 | 2232871 |
| OC Population within ToCH** | 42.82% | 43.14% | 41.18% | 41.06% |
| Model 1 funding example | \$ 948,277 | \$ 957,888 | \$ 951,662 | \$ 916,760 |
| | | | | |
| | | | | |
| *From Annual Statistical Report of NC. County funding to Orange County Library System. https://statelibrary.ncdcr.gov/services-libraries/resources-library-staff/data-and-evaluation/north-carolina-public-library-statistics | | | | |
| **From Population and Housing Unit Estimates Tables. US Census Bureau. https://www.census.gov/programs-surveys/popest/data/tables.html | | | | |

Ms. Rosen explained that the dollar amount in the table doesn’t include Hillsborough or state aid contributions to the library system. Row 4 of the same spreadsheet came from census.gov, for their population and housing estimates. The census describes population in terms of

jurisdiction, which is primarily based on where people vote and pay taxes, rather than by mailing address. Dividing the Orange County population residing in Chapel Hill by the Orange County library budget is how the Access Model funding is calculated.

The Task Force previously discussed calling this model the “Service Model” because it provides for Chapel Hill libraries which provide services to Chapel Hill residents.

Discussion of the Proposed Funding Formula

Richard White (Carrboro Town Manager) recused himself from formal voting on this issue because no formal Town of Carrboro representative was designated to this Task Force by the Board.

Maggie Chotas reminded the group of their call to action: that no decisions of this Task Force will automatically be implemented, and the Task Force’s primary role is to make recommendations to the County Commissioners, who will then make all final decisions. The overall weight of support from Task Force members may make a difference with the County Commissioners.

Commissioner Fowler raised some concerns about a potential increase in the allocated funds for Chapel Hill Public Libraries if the formula is tied to the overall library budget. For example, once the Carrboro branch opens, the overall operating costs for Orange County Libraries would increase to fund operating costs of the new library. Therefore, the concern would be that under the Model 1 / Access funding formula, the Chapel Hill’s library budget would increase as well, regardless of whether its services or population increased.

Council Member Anderson shared her perspective that if there had been a functional MOU in place, CHPL would be in a different place, but since funding has remained so flat, it feels like there’s ground to make up. She added she thought the model should account for the fact that Carrboro will be serving their residents. Ms. Curtin added it hasn’t been equitable funding for some time and that there is some measure of “catching up” to do. Task Force members discussed how to make a transition to a new model more palatable and sustainable in the long run, by phasing in increases. Nerys Levy noted that there is catching up that needs to be done for library services in Southwest Orange in general.

Commissioner Fowler stated that there is a known bump to the OCPL budget line coming up with the opening of the Carrboro branch; “Should we then be giving Chapel Hill more just because our budget increased?” She added she understands the perspective of Chapel Hill residents who pay into County taxes and therefore deserve library support. Her concern specifically was if the overall budget was changing for some reason other than an increase in population.

Nitya Fiorentino reflected on the difference between funding equity and equitable access to services, noting we keep using the term equity without addressing the fact that we're not attending to equity. For example, if we had five branches across Orange County to make sure

that we served all County residents, then our budget would be so large that then the infusion to Chapel Hill would potentially become disproportionate. She emphasized she didn't want to approach it like we're competing for funds. "At the end of the day, there is only so much funding that the Commissioners can endorse, providing to every branch of services within County government."

Council Member Anderson followed up on the concept of equity, noting that Chapel Hill has been laser focused on equity and making sure everyone can use the library from across the County, all the while bearing infrastructure costs and operating costs. She encouraged the group to consider what model makes the most sense regardless of the short-term impact, which can be mitigated by phasing in. She urged the group to identify the best long-term model that meets the stated criteria of thoughtful, equitable and sustainable.

In reflecting on concerns raised by the Access Model funding formula, Task Force members pivoted to reflecting on the Usage Model (Model 2) and how it might be combined with the Access Model to create a new, hybrid funding formula. Diane Kelly noted that it might be helpful to look at usage because it tells the Task Force whether Orange County residents living within Chapel Hill are using the Chapel Hill libraries. Combining the two formulas (Models 1 and 2) may create a more fair and logical formula.

Tiffany Allen proposed narrowing the next round of proposal development to one formula, and then asking staff members to work on what the development and phasing-in would look like in both the short-term and long-term. Facilitator Maggie Chotas called to question the support for continuing to develop the Access Model. Staff members didn't participate in the actual "temperature taking," but everyone else agreed. Commissioner Fowler expressed some trepidation, but noted she was fine with using Access model for now and "when we have actual numbers and can get an idea of modeling, then maybe in three or four years we would potentially change it."

Next Steps

Task Force members agreed to the following next steps:

1. In preparation for the December 8, 2022 Task Force meeting, staff members will collaborate to develop more details around the Access Funding Model, including:
 - Phasing-in increases
 - Running two scenarios:
 - a. *With* increased operational costs (including the new Carrboro branch)
 - b. *Without* increased operational costs of new branch (not including Carrboro)
 - What it could look like to build in a process for reviewing data for usage over time
2. The Task Force will meet next December 8th 10 am-noon (by Zoom) to hear the presentation by staff members and further consider the recommendation on funding model.

Evaluation

Task Force members were invited to reflect on what is going well and what to change to continue to improve working together:

What is working well about our work together so far?

- Proper, interactive discussion
- Getting to consensus
- A better understanding of perspectives and more clarity
- The way we were able to ask questions of each other

What can we do to work together more effectively?

- Might add some efficiency to call to question sooner – not to cut off conversation, but get the sense of the group about agreement
- Having easy access to previous information shared with the Task Force
- Send agendas and other Word documents in PDF form – formatting was scrambled for some members with this last agenda
- If members see any changes that need to be made to notes – or need anything from facilitators to make their work easier – let Maggie know

Library Task Force

December 8, 2022 – Meeting #5

10:00 am-12:00 pm via [Zoom](#)

Outcomes

During this meeting, participants furthered the goal of working on issues relating to library funding and interoperability for the libraries in Orange County by:

- Considering and discussing a more detailed funding proposal developed by Library Directors, with support of managers.
- Considering different approaches to transitioning and phasing-in a new funding formula based on the Access Funding model.
- Setting dates for continued meetings in January and February.

Participants

Tiffany Allen (Chapel Hill Library Advisory Board), Jess Anderson (Chapel Hill Town Council), Susan Brown (Chapel Hill Public Library), Karen Curtin (Friends of Chapel Hill Public Library), Nitya Fiorentino (Orange County Public Library), Amy Fowler (Orange County Commissioner), Maurice Jones (Chapel Hill Town Manager), Diane Kelly (Friends of the Orange County Public Library in Hillsborough), Nerys Levy (Friends of the Carrboro Library), Travis Myren (Deputy County Manager), Meeghan Rosen (Chapel Hill Public Library), Erin Sapienza (Orange County Public Library), Jason Richmond (Orange County Public Library), Richard White (Carrboro Town Manager)

Consulting Team: Maggie Chotas (Facilitator, DSC and Monica Veno (Notetaker), DSC

Summary Notes

Introduction to the meeting

Task Force members reviewed plans for the meeting and checked in by sharing their responses to ***The last time I was in a local library, I...***

| | |
|-------------------|---|
| Diane Kelly: | Worked on a creative project |
| Maggie Chotas: | I facilitated a meeting |
| Erin Sapienza: | I'm here now of course and I hunted down a key for an office |
| Tiffany Allen: | Browsed the local authors bookshelf |
| Susan Brown: | I live in a local library |
| Amy Fowler: | Bought books by the bag and pastries and chai latte from the coffee kiosk |
| Jess Anderson: | Got all the "Who Was" books I could find for my 9 yo |
| Monica Veno: | Took home 8 new reads! |
| Karen Curtin: | I was volunteering at a big book sale |
| Nitya Fiorentino: | Printed documents while I was out of state. Also I work here |
| Nerys Levy: | I talked with the librarian |

Funding Model Presentation and Discussion

Ms. Rosen walked through the chart below which was developed by Library Directors and staff members after the last Library Task Force meeting to provide more details around the Access Funding Model.

| | A | B | C | D | E | F | G | H | I |
|----|---|---|-------------------|------------|--------------|--------------|--------------|--------------|--------------|
| 1 | | | | | | | | | |
| 2 | | LIBRARY FUNDING | | FY2023 | FY2024 | FY2025 | FY2026 | FY2027 | FY2028 |
| 5 | | AT FY23 LEVEL & 41% POP. (NO S. BRANCH) | One-Time Increase | \$ 568,139 | \$ 993,843 | \$ 993,843 | \$ 993,843 | \$ 993,843 | \$ 993,843 |
| 6 | | | Phased increase | \$ 568,139 | \$ 653,280 | \$ 738,421 | \$ 823,562 | \$ 908,703 | \$ 993,844 |
| 7 | | | | | | | | | |
| 8 | | | | | | | | | |
| 9 | | | | | | | | | |
| 10 | | ADDS S. BRANCH FUNDING JAN 2024. & STATIC 41% POP | | FY2023 | FY2024 | FY2025 | FY2026 | FY2027 | FY2028 |
| 13 | | | One-Time Increase | \$ 568,139 | \$ 1,104,220 | \$ 1,214,596 | \$ 1,214,596 | \$ 1,214,596 | \$ 1,214,596 |
| 14 | | | Phased increase | \$ 568,139 | \$ 697,430 | \$ 826,721 | \$ 956,012 | \$ 1,085,303 | \$ 1,214,594 |
| 15 | | | | | | | | | |

Ms. Rosen provided the following context for the yellow rows in the chart:

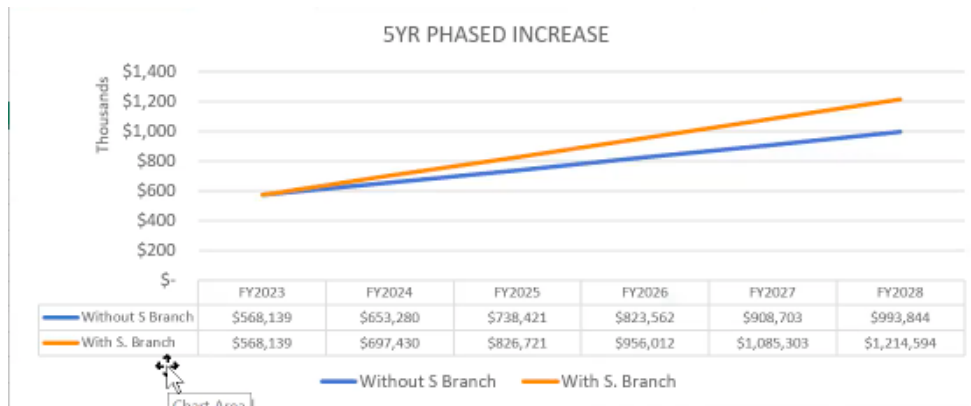
- Based on Library Funding for FY2023 and the current 41% population of Orange County residents living in Chapel Hill. This scenario is *without increased operational costs of the new Southern branch*. \$568,139 is the current amount given to CHPL.
- In reality, the top row of \$993,843 is not necessarily a stagnant number, it will fluctuate based on data that changes annually. In this chart it is used only for a comparative example.
- The phased-in increase of the second row shows a percentage increase each year over the course of five years before reaching the total new annual funding amount. From that point forward, the Access Funding Formula would continue to change, based on the population data and total County spending for libraries.

Commissioner Fowler suggested that for presentation purposes of this phased-increase example, it would be helpful to include a hypothetical FY2029 so as to show how the final number stabilizes. This would point out that it does continue to increase and instead is only changed by the percentage of population.

Ms. Rosen provided the following context for the green rows in the chart:

- *Includes the increased operational costs of the new Southern branch.*
- In FY2023 there is no cost for operations of the Southern branch, but in FY2024, there will be half a year of the projected costs. The light green line sees an increase from FY2023 to FY2024 for the majority of the one-time increase, however, there is also an increase from FY2024 to FY2025 because the Carrboro branch will likely not be operation the entirety of the FY2024 year but is expected to be operational for all of FY2025.
- The darker green line represents a phased increase over five years, however it accounts for a higher contribution of County funding for library services because the County would then be funding the Southern branch.

The same information is presented below in graph form.



Ms. Curtin suggested the total budgeted cost for library operations (around \$2.4 million) be included in this chart in order to provide perspective. Ms. Fiorentino also offered that it might be helpful to include total budgets of both Chapel Hill and Orange County as a whole, as well.

Mr. Myren asked if there was any escalation to the total operating costs including, noting those costs will, of course, will go up so we can expect Ms. Rosen explained there was no escalation in this model.

Ms. Allen suggested listing out a set of assumptions to explain the thinking behind the numbers presented. She noted they really are for demonstration to illustrate how the model works, what the phased-in approach looks like and how the model operates after the five-year phase-in.

Pursuing this Approach

When asked about satisfaction with pursuing the phased-increase approach to Model 1 (Access Model), there was support with moving forward. Voting Task Force members were asked to rank their support on a scale from 1-5 (1 "low support" to 3 "I can live with it" to 5 "YES!").

Informal votes were dispersed as follows:

- 2 members voted 5
- 3 members voted 4
- 1 member voted between 2.5 and 3

In the interest of finding a thoughtful, equitable, and sustainable formula that meets all interests, Council Member Brown suggested a more structured MOU which would allow for five years of phased increases working up to that static target, and then an additional time period for the funding formula to be consistently implemented (such as three years). Ms. Allen followed up suggesting a five-year implementation period, rather than three years.

Task Force members then came to agreement about a phased-in approach occurring over a five-year period.

Ms. Levy voiced concern for adapting a “catching-up” mentality without assurances of the growth of library funding consistently over the next five years. Commissioner Fowler noted that she can’t speak for the whole board, but when the BOCC approved the Southern branch of the library, they were aware it would increase the operation budget. In her opinion, she said, the BOCC is likely to approve increased funding for that.

Ms. Curtin added that she thought it would be helpful to include how Orange County in general is below statewide average in funding to libraries.

Ms. Sapienza suggested that Library Directors and other staff members continue to refine the presentation of this information at the next meeting. At that time, Task Force members can further discuss what elements to include and not include in presenting to the governing boards. She also said it will be important to hear from Commissioner Fowler and Mr. Myren about the amount of detail to include in the presentation to the BOCC, noting there needs to be enough to add context, but not too much so it is confusing. Similarly, Ms. Brown added, we’ll need to determine who makes the presentation and who to make the presentation to. Given that it is a joint Task Force of the Town and County, Council Member Anderson and the Town Council would benefit from hearing it.

Ms. Levy asked for clarification about increased funding in the County budget. Mr. Myren explained a request would need to come into the County Manager by March-ish. The Manager would decide what to recommend and then it goes to the BOCC to make changes as they desire.

Task Force members discussed and reiterated the necessity of listing assumptions made in explanation of the numbers of this model, and also the need to account for things which cannot be reasonably known right now, but may be visualized with educated estimates and explained reasoning.

Council Member Anderson stressed the importance of advocating and educating about the proposal so that board members have context for the thinking of the Task Force.

Ms. Kelly added it would be valuable to think about what would the objections be to what we're proposing, and how can we address those in our report?

Ms. Brown asked for clarification about whether the proposal and presentation will be including the Southern branch or not including the Southern branch. The general consensus of the Task Force was to include the Southern branch in the proposal and keep as close to reality as possible with representing inflationary numbers.

Next Steps

1. Library Directors and staff will work on a presentation for the January Task Force meeting which will further refine the funding formula proposal by:
 - Including the Southern branch in the figures

- Making assumptions in the proposal explicit
- Listing out dynamic “moving parts,” such as: when the Southern branch comes online in the budget, population growth, overall County budget to libraries (including inflationary increases), emergencies in the future
 - Explaining how the Southern branch opening is reflected in the overall County budget and in the proposal numbers
 - Representing a reasonable inflationary increase -- will be advised by Mr. Myren
- Including other budget figures, such as full County budget to libraries, as well as budgets of CHPL and OCPL

2. Two additional meetings of the Task Force were scheduled:

a. January 24, 2023, 1-3 pm

Agenda: Discussion around the presentation and report by Directors and staff members

+ A brief introduction to interoperability discussion

b. February 23, 2023, 10 am-noon

Agenda: Interoperability

Evaluation

What we did well:

- Focused
- Saw where the gaps were
- Efficient
- Clear presentation
- Good use of timing, checking-in

Where we can improve: Nothing noted.

The meeting adjourned at 1:38 pm.

Library Task Force

January 24th, 2023 / 1:00-3:00PM / Zoom

Purpose

Task Force members had the opportunity to learn about, discuss and endorse the more detailed funding proposal developed by Library Directors, with support of Managers.

Participants

Tiffany Allen, Jess Anderson, Chris Blue, Susan Brown, Karen Curtin, Nitya Fiorentino, Amy Fowler, Jack Kier, Nerys Levy, Travis Myren, Mary Jane Nirdlinger, Meeghan Rosen, Erin Sapienza, Jason Richmond

Meeting Summary

Agenda overview

- ❖ Welcome, Check in & Agenda Review
- ❖ Proposal Presentation
- ❖ Discussion & Call to Question
- ❖ Interoperability: Brief Introduction

Key Points

- The Task Force settled on a final proposal/presentation for the funding of Chapel Hill Public Library by Orange County.
- The opening discussions and exploration of interoperability has begun and will continue with baseline data exploration and cost/benefit analysis to be presented at the next meeting of the Task Force.
- Next Meeting on February 23rd will be IN PERSON from 10 am – noon. The meeting will occur at the Solid Waste Building Conference Room, 1207 Eubanks Rd, Chapel Hill.

Next Steps

1. Travis Myren will talk to the OCCC Chair about getting the funding recommendation from the Task Force calendared on the OCCC docket.
2. To continue the discussion about interoperability, Directors and respective staff will gather baseline information regarding what services each library system offers and their associated costs to be presented at the next meeting.
3. Directors and respective staff will prepare a general Cost/Benefit analysis of interoperability potential to present at the next meeting.

Detailed Summary

Proposal Presentation: Susan Brown

Context

At its December 8, 2022 meeting, Task Force members asked staff members develop a draft presentation such as one that would be shared with governing boards. Susan Brown shared the draft presentation, found [here](#).

Key points

- The presentation first highlights the reasons that Orange County funds Chapel Hill Public Library, the history of funding and MOUs previously used, as well as how this Task Force came to be.
- Task Force sought to create a formula that was: thoughtful, equitable, and sustainable.
- Three Models of funding formulas were examined: Access, Usage, or the Equal Funding model.
- The Task Force has also considered the impact of the addition of the Southern Branch Library. For the recommended Access funding formula, usage of the Southern Branch Library is not a factor, although there would be an impact based on the population of Chapel Hill.
- The Task Force Recommends a new agreement that will:
 - o Use the “Access” model as the funding formula
 - o Be in effect for at least six years (FY2024-2029)
 - o Incorporate a phased approach that will incrementally increase funding
- The phased-in approach:
 - o Estimates FY2028 allocation in Spring 2023, based on a *projected* FY2028 population and budget
 - o Increases County funding incrementally by \$169,358 annually to meet FY2028 estimated allocation, and
 - o Recalculates allocation for FY2029 in Spring 2028, based on FY2029 population estimates.
- A designated list of assumptions and definitions was also added to the presentation.

Discussion points

Task Force members raised the following questions in response to the proposal/presentation:

- A question was raised about the need for the funding for the Chapel Hill Library – what are the unmet needs that necessitate the funding from the County?
 - ⇒ One appropriate way to frame this concern would be: *CHPL has had many unfunded things we would like to put this money towards* -- which would provide reasoning for the requested increase with examples provided, as well.
- A sense from the group was expressed to emphasize the need for increased funding to libraries generally and sharing information about how Orange County ranks in the state in terms of library funding.
 - ⇒ Details will be added to the presentation regarding how Orange County’s library funding compares to the rest of the state from the Baseline Data information shared in one of the early Task Force meetings.
- The presentation suggested that the MOU would “Stipulate that funding is to increase CHPL operating budget, not replace Town funds”
 - ⇒ Task Force members decided that the stipulation in question should not be in the MOU. This question should be addressed via the customary budgetary decisions of the jurisdiction.

Call to Question

Task Force members were given the opportunity to show their level of enthusiasm for the proposal incorporating changes noted. *On a scale from 1-5 (1 “low support” to 3 “I can live with it” to 5 “YES!”), what is your level of enthusiasm for supporting the funding formula proposal? Elected officials and Advisory Board members all expressed strong support for the proposal.* Staff members on the Task Force stood aside from the call to question.

Interoperability: Brief Introduction

Key Points

- The group re-read Commissioner Jamezetta Bedford’s Petition for the exploration of interoperability between Orange County and Chapel Hill Public Library services.
- Based on earlier research shared with the Task Force, a reminder was made that no other County and Municipal library are “interoperable” in NC, so there is not the benefit of having examples to build from.
- Researching the costs and avenues for this would be significant work, so there must be agreement on what tasks staff should undertake before significant investment is made toward calculating numbers and options.
- This could potentially call to question the reason there are two separate library systems if both the users and the collections are combined through interoperability.

- A cost-benefit analysis may be helpful, in the similar way we started with baseline data when the Task Force began its discussion about a sustainable funding formula.
 - ⇒ A cost-benefit analysis will be developed and presented at the next meeting in hopes of aiding in identifying interests and benefits and burdens of moving toward an interoperable different system.
- The goal of interoperability is accessibility, which is important for all the citizens of the county.

The Task Force will continue its discussion about interoperability at its next meeting on February 23, 2023.

Library Task Force

Meeting #7 – Final Meeting

February 23, 2023 / 10 am-noon / Orange County Solid Waste Building

Purpose

Task Force members learned about, discussed and considered baseline information and preliminary cost/benefit analysis regarding interoperability.

Participants

Tiffany Allen, Jess Anderson, Susan Brown, Karen Curtin, Nitya Fiorentino, Amy Fowler, Diane Kelly, Nerys Levy, Travis Myren, Mary Jane Nirdlinger, Meeghan Rosen, Erin Sapienza, Jason Richmond

Meeting Summary

Agenda overview

- ❖ Updates on funding recommendation process
- ❖ Focus on staff report regarding interoperability [see page 4 of these notes for the report]
- ❖ Discussion & Call to Question

Key Recommendations

The Task Force reached consensus on the following.

As members of the Library Task Force, we recommend:

- ❖ Not to pursue a large-scale interoperability system change because there isn't evidence there would be cost savings and more likely would add cost without adding services. In addition, consolidating would take staff time which is the greatest expense.
- ❖ The staffs of OCPL and CHPL focus on collaboration instead of interoperability, giving special consideration for the Southern Branch and CHPL to make sure the services and programs are complementing each other and adding value, not duplicating.
- ❖ The staffs of OCPL and CHPL focus on open communication and best practices with a collaborative spirit while being responsive to community values and needs in a strategic way.
- ❖ The work of the Library Task Force concludes once the reports are completed. No additional meetings are anticipated.
- ❖ Once the Southern Branch Library is open and operational for a few years, the OCPL and CHPL Directors review data, share information, and consider if any more in-depth collaborations are needed/warranted.

Next Steps

- ❖ Provide governing boards reports of the findings and recommendations of the Task Force regarding funding and interoperability. Staff will draft reports within a month and send via email to Task Force members for review.
- ❖ Member will be notified when the Task Force recommendations will be on the OCCO docket. Members are encouraged to attend the meeting.

Detailed Summary

Updates on Funding recommendation process

Travis Myren provided the update that the Library Task Force funding recommendation is on the horizon for the BOCC to consider, but there hasn't been a date set. The Task Force will be notified when the topic is calendared.

Focusing on interoperability

Susan Brown shared that after the last Library Task Force meeting, staff met to continue the conversation about interoperability. Using Jamezetta Bedford's petition as a starting place, staff members added baseline data piece by piece. Ms. Brown noted a complete cost/benefit analysis has not been completed because it is a big task. The interoperability draft report presented by staff is included as an Appendix to these notes on page 4.

Discussion ensued about whether it would save money if the ILS systems of the CHPL and the OCPL were combined. Amy Fowler posed the question "if the juice would be worth the squeeze." Susan Brown responded that due to different governance structures and existing systems, it would take a lot of work to come to agreement on what the base components should be. Meeghan Rosen added ILS isn't just holding a catalogue of records, it is also tied to how we order books and more. The questions would be who selects what, from which vendor? It wouldn't necessarily save money to combine the systems and could actually cost more due to the level of customization that would be required to do so. Also, it wouldn't save any staff time. When you think of it in terms of where the burden is, the cost is staff time.

Jess Anderson reflected you can't do a traditional cost/benefit analysis without knowing the variables. What are we trying to do? Would this big change be worth it? What is the problem we're trying to solve? What are the compelling reasons to consider consolidation? Jess noted she didn't yet hear a compelling reason for such a huge overhaul and there isn't a shared problem statement.

Meeghan Rosen provided context in thinking about interoperability. (1) Will it save money? The answer to that is most likely no and might actually add costs; (2) Will it increase access? We don't know because we don't know what the needs are. Erin Sapienza added there hasn't been a needs analysis completed for Northern Orange. Efforts are underway to increase broadband access in Northern Orange County and the OCPL is involved in supporting residents in using technology.

Jess Anderson wondered if there were other ways to think about interoperability, such as lockers at University Place? Is there a way to meet the intention/ problem without overhauling systems?

Group members explored ways that interoperability is currently already in place. In addition to all County residents being eligible for library cards at both libraries, at no cost, all County residents have opportunities to use any branch to attend public programs, use in-house computers, printers or WiFi and reserve a meeting room. The only thing County residents do need a library card for is to check out books or other library materials and equipment.

Amy Fowler observed it didn't seem there was going to be a lot of savings if the ILS systems merged. There are similar collections in both systems. Diane Kelly asserted if there is too much coordination, it will be a lot of headaches to get it to work. Susan Brown added that may help us to understand why no one else in the state does it. Amy Fowler added it's good to ask the question about interoperability in terms of combining systems and the answer at this point is no, it wouldn't save money or necessarily increase access. We could solve one problem if the ILS systems were coordinated, but create other problems. Once broadband is in the whole County, that will change the game.

Meeghan Rosen noted there hasn't yet been a lot of attention paid to how the services in the Southern Orange Branch will impact usage in other branches, especially with the CHPL.

Nerys Levy added it's important to work for more library funding in general. Past relationships between the systems haven't been conducive to interoperability, but there is a spirit of collaboration presently.

Library Task Force 2022-2023 Interoperability Report 02.23.23 Shared with the Library Task Force on February 23, 2023

BACKGROUND

Commissioner Bedford petitioned Orange County in April 2021 to connect with Chapel Hill to “determine the existing situation, the costs of creating/expanding interoperability between county libraries and Chapel Hill library... which could include using the same inventory/borrowing software for all three libraries in OC and should include expenses beyond software licenses such as personnel costs; travel expense; etc.”

The library Task Force was convened on April 19, 2022 to work on issues relating to library funding and interoperability. At their first meeting the Task Force agreed to work on these issues separately, focusing on funding first, then interoperability. They agreed to consider recommending two separate MOU, based on how their work progressed.

The Task Force’s funding recommendation was passed to County Manager’s Office and the Town Manager on Jan 24, 2023.

Task Force conversations around “interoperability” began on Jan 24, 2023. Members asked staff to come back on Feb 23 with baseline information about the services both systems provide, facts about other “interoperable” library systems, and a summary of community burdens/benefits to potential scenarios.

PETITION

“Determine the existing situation”

STAFF RESPONSE

Currently, Orange County Public Library and Chapel Hill Public Library are two separate systems. Each system has its own governance structure, budget, staffing model, catalog of materials, database of patron accounts, subscription services, website, eBook platform, etc.

All County residents are eligible for library cards at both libraries, at no cost. If OC materials are returned to CHPL (or vice versa), staff communicate and agree on a way to return them to their correct location. Library staff occasionally collaborate on public programming, while Library Directors and Assistant Directors regularly communicate about services, policies, and best practices. Beyond that, there is no “interoperability.”

PETITION

“Whereas, it would benefit OC residents to have interconnected services between the county libraries and the Chapel Hill library”

STAFF RESPONSE

Staff have not conducted a needs assessment or cost/benefit analysis of interconnected services.

[2022-2027 Orange County Public Library Strategic Plan](#)

[Chapel Hill Public Library 2022-2023 Annual Business Plan](#)

PETITION

“Whereas, there may be associated costs for borrowing/collection inventory software at the new library.”

STAFF RESPONSE

The new Southern Branch will connect to OCPL’s existing ILS. There will be no significant increase in subscription costs. Annual operating cost for the new Southern branch is estimated to be \$538,000. This includes staffing and other operational costs.

Adding the Southern branch library to the County’s current system won’t increase the County’s contracted costs with the ILS vendor. Adding the new branch will require reconfiguring some parts of the ILS to incorporate the new location. Current OCPL staff will lead this work.

CONTEXT

The Orange County Public Library ILS (a.k.a the borrowing/ collection inventory software (a.k.a. Integrated Library System, or ILS) and the Chapel Hill Public Library ILS are not connected in any way. Community members search each catalog separately. The library systems use different vendors for user interfaces apps, websites, and we are members of different eBook consortia. The County contracts with Innovative Interfaces Inc. for OCPL’s ILS service. Integrated library systems are complex relational databases that libraries use to create and maintain records of all registered account holders and all items in the collection, including acquisitions and catalog records. The records in OCPL’s ILS database are unique to its library collection and cardholders.

The Town also contracts with Innovative Interfaces Inc. for its library ILS. Each library system maintains its own contract with ILL. Each pays for slightly different services. The records in Chapel Hill’s ILS database are unique to its library collection and cardholders.

PETITION

“Whereas we do not have current data about the age, costs, planned replacement; potential upgrades, and general opportunities regarding libraries in the county and the town.”

STAFF RESPONSE

All U.S. public libraries collect standard information about operations and usage. In N.C., every library system annually submits dozens of measures to the State Library. The State Library compiles and analyses this data in the [Statistical Report of North Carolina Public Libraries](#). Here are some measures from the 2021-2022 Report.

LIBRARY BUDGET

| Operating Income | CHPL | OCPL |
|-------------------------------|--------------------|--------------------|
| Municipal Funds | 2,611,958 | 4,000 |
| County Funds | 568,139 | 2,221,219 |
| Aid To Public Libraries | 29,681 | 104,540 |
| Other State Funds | - | - |
| LSTA Grants | 67,463 | 75,261 |
| Other Federal Funds | 18,870 | - |
| All other funds | 96,430 | 15,969 |
| Total Operating Income | \$3,392,541 | \$2,420,989 |

| Operating Expenditures | CHPL | OCPL |
|-------------------------------------|--------------------|--------------------|
| Salaries & Wages Expenditures | \$2,676,624 | \$1,851,362 |
| Total Collection Expenditures | \$211,627 | \$359,326 |
| Other Operating Expenditures | \$504,290 | \$129,455 |
| Total Operating Expenditures | \$3,392,541 | \$2,340,143 |

LIBRARY USAGE

| | CHPL | OCPL |
|---|-------------|-------------|
| Total Registered Users, Library Cardholders | 61,168 | 51,971 |
| Library Visitor Door count | 235,142 | 79,046 |
| Total Materials | 539,583 | 339,924 |
| Total Collection Usage | 1,440,719 | 399,680 |

LIBRARY PERSONNEL

| | 2021-2022 | |
|--|-------------|-------------|
| | CHPL | OCPL |
| Total FTE's | 37.3 | 31.63 |
| Percent of FTE's with ALA/MLS | 18.77% | 41.10% |
| Total volunteer hours | 1,123 | 0 |
| Minimum hourly wage, Library Assistant | \$18.68 | \$15.85 |

DEFINITIONS

LIBRARY RESOURCE SHARING: a transaction between two libraries to lend materials to each other on a short-term basis. Resource sharing might include a variety of activities, services, staff requirements, and costs, based on the interests and desired outcomes articulated by participating libraries/communities.

Currently, none of NC's municipal library systems provide resource sharing services to the counties within which they reside. They do not share collections or have "one card" that borrowers can use at both library systems.

[NC Cardinal](#) is an example of a state-wide resource sharing consortium. NC Cardinal was conceived in 2009 and formed in 2010 "to make the combined resources of North Carolina's public libraries available to all people of the state through a shared catalog and a statewide library card." Cardinal focuses on resource sharing, cost savings, and collaborative collection development for half of the public libraries in North Carolina. Neither OCPL nor CHPL are NC Cardinal members.

Prior to 19__, Orange County Public Library was a member of the Hyconeechee Regional Library System.

Federated Search Engine: retrieves information from different, disparate libraries. A user makes a single query and the search engine presents results from all sources in one user interface, such as OCLC's [WorldCat](#). Library patron, acquisition, and collections records remain distinct from one another. If the county and the town wished to purchase or build a Federated Search system, users would be able to search both collections simultaneously via a single search-box, though not necessarily able to place holds on items. Patron accounts would remain distinct to each system.

Interlibrary Loan: is a process by which one library requests material from, or supplies material to, another library. A library user could ask staff to coordinate the loan of material not available in the user's local library. Interlibrary loan is typically a staff-mediated process. Materials are transported via mail or courier service. Neither Orange County nor Chapel Hill Public Library currently offers an inter-library loan service.

Legal Service Area: the geographic area for which a public library has been established to offer services and from which (or on behalf of which) the library derives income, plus any areas served under contract for which the library is the primary service provider. Licenses and license agreements with software and computing service vendors are typically based on the population of a library's *legal service area*. If the county and the town wished to jointly subscribe to online services (e.g. Hoopla, Overdrive), legal impacts and costs would need to be analyzed.

1. Orange County Public Library's legal service area population does not include residents who live within the Town of Chapel Hill's jurisdiction. OC legal service area does include residents who live in Hillsborough and Carrboro. OCPL's legal service area population in FY22 was 89,293.
2. Chapel Hill Public Library's legal service area does not include County residents who live outside the Town's jurisdiction. CHPL's legal service area population in FY22 was 61,789.

Public Library Typeⁱ: Based on the type of local government structure within which the library functions. It reflects the state or local law which authorizes the library. Therefore, for the purposes of state and national reporting and funding,

1. Orange County Public Library is a county library system
2. Chapel Hill Public Library is a municipal library system

Library type is one of the factors that determine the amount of State Aid funding each system is eligible for. In FY2022, Orange County received \$104,390 in State Aid. Chapel Hill received \$29,681.

System Interoperability: the ability of different information systems to connect and communicate in a coordinated way. Interoperability typically refers to data exchange between applications, databases, and IT systems. Making all library technical systems fully interoperable is not possible at this time, as both libraries rely on county-owned & municipal-owned systems that are not currently interoperable.

Unified Catalog: is a combined catalog of the holdings from multiple libraries. [NC Cardinal](#) is an example of a unified catalog. A unified catalog can make it easier for users (library staff or members of the public) to locate and request materials from other library systems. The county and the town do not currently provide a unified catalog.

Note: Because Orange County branch libraries are part of the same system, they have one, unified catalog that is shared among the branches. OCPL card holders can place holds on items at any branch and have materials delivered to another branch for pick up. Returns are accepted at any branch. The county uses a staff courier to transport materials between branches.

Chapel Hill Public Library is a single outlet. All collections and operations are based at 100 Library Dr in Chapel Hill. The Town does not employ a courier. At present, Chapel Hill Public Library has no staff, collections, or transportation resources directed to resource sharing.

CURRENT LIBRARY SERVICES

All residents of Orange County have free access to all library services at both OCPL and CHPL. Any county resident can establish an account at both CHPL and OCPL by showing proof of residency and identification. Both systems offer a similar suite of library services.

| LIBRARY SERVICE | CHPL | OCPL |
|---|------|------|
| Free library cards for all county residents | ✓ | ✓ |
| Books for kids, teens, & adults to borrow | ✓ | ✓ |
| Movies, audiobooks, and DVDs to borrow | ✓ | ✓ |
| Access to ebook, eaudio collections | ✓ | ✓ |
| Access to NCLive online resources | ✓ | ✓ |
| Foreign language materials | ✓ | ✓ |
| Online tutoring service | | ✓ |
| Programs & story times for kids | ✓ | ✓ |
| Programs & events for teens | ✓ | ✓ |
| Programs & events for adults | ✓ | ✓ |
| Public computers, printing, & WiFi | ✓ | ✓ |
| Public meeting room space | ✓ | ✓ |
| Public study rooms | ✓ | ✓ |
| Local history & genealogy resources | ✓ | ✓ |
| Digital Media production & equipment tools | ✓ | |

County residents do not need a library card to:

- Visit any library in the county
- Attend public programs and story times at any library in the county
- Use in-house library computers, printers, or WiFi services at any library in the county
- Reserve a meeting room

County residents do need a library card to check out books or other library materials and equipment.

ⁱ Public Library Statistics Cooperative (PLSC)

**Petition For A Task Force to Examine Equitable County Funding For Library Services
Submitted by Tiffany Allen, on behalf of the Chapel Hill Public Library Advisory Board (“The Board”)
May 2021**

Whereas: The Memorandum of Understanding with Orange County regarding county funding for Chapel Hill Public Library expired in 2017; and

Whereas: Orange County’s funding for Chapel Hill Public Library has not increased since that time; and

Whereas: In December 2019, the Library Advisory Board submitted a letter to the Mayor and Town Council regarding Orange County funding for libraries; and

Whereas: The Board’s position is that the current county funding model is inherently inequitable in providing equal funding for library services for all Orange County residents; and

Whereas: The Board has developed several options for a more equitable and sustainable formula for county funding for library services for all Orange County residents;

Therefore, be it resolved: The Library Advisory Board requests that the Town Council work with Orange County to create a task force to study, develop, and recommend an equitable and sustainable approach to County funding for library services for all Orange County residents. Additionally, we recommend Chapel Hill and Orange County share the expense of hiring a trained facilitator this fall to lead these discussions and this process. Thank you for your consideration. We look forward to working with you as needed.

NC MUNICIPAL PUBLIC LIBRARIES & COUNTY FUNDING ARRANGEMENTS

OVERVIEW AND NOTES

All thirteen municipal public libraries in the state were surveyed about any County funding they receive, how that funding is calculated, and if they are “interoperable” with the County. Responses were received from all but Pinehurst.

Note about “Interoperability” – While the Task Force has not settled on a shared understanding of this term, two concepts have been frequently mentioned:

- The first concept defines “interoperability” as County residents getting free library cards at the associated municipal library – as a function of the funding provided by the County. **All municipal libraries that receive County funding make cards freely available to all County residents.**

- The second concept defines “interoperability” as either a “one card” approach or the ability to share catalogs, request books from either system, and have a courier service between libraries. **No municipal libraries have this type of interoperability with their associated County.**

Note about NC Cardinal – While none of the municipal libraries are interoperable with the county based on that second definition, many municipal AND county libraries do have a shared catalog, the ability to request books from other systems, and have a courier service between libraries. This is provided through the State Library of NC and the NC Cardinal Service. From the website:

NC Cardinal was conceived in 2009 and formed in 2010 “to make the combined resources of North Carolina’s public libraries available to all people of the state through a shared catalog and a statewide library card.” In the ten years of its existence, NC Cardinal has broadened its focus to include resource sharing, cost savings, and collaborative collection development for half of the public libraries in North Carolina.

RESPONSES FROM MUNICIPAL LIBRARIES

CLAYTON

County funding? No.

Interoperable? As of this year, library cards are free to all County residents, but no shared collections, services, etc.

FARMVILLE

County funding? Yes, approximately \$10,000 which represents 2.5% of budget.

How calculated? Unknown.

Interoperable? Library cards free to all County residents, but no shared collections, services, etc. other than as part of NC Cardinal.

GIBSONVILLE

County funding? Yes, approximately \$55,000, which is approximately 25% of budget.

How calculated? Apply for grant amount annually, amount has not changed in some time.

Interoperable? Library cards free to all Guilford County residents, but no shared collections, services, etc.

HICKORY

County funding? Yes, approximately \$230,000 which represents 11% of budget.

How calculated? Number of current cardholders who live in county/outside city limits multiplied by Library's per capita cost (ex. 3,400 cardholders x \$65 = \$221,000). They also use the per capita figure to set fees for out-of-county borrowers.

Interoperable? Library cards free to all County residents, but no shared collections, services, etc.

HIGHPOINT

County funding? Yes, approximately \$590,000 which represents 8% of budget.

How calculated? Per capita – Population of all Guilford County minus Greensboro, Gibsonville and Jamestown multiplied by \$5 per person.

Interoperable? Library cards free to all County residents, but no shared collections, services, etc.

KINGS MOUNTAIN

County funding? Yes, approximately \$67,500, which represents 8.5% of budget

How calculated? Apply for grant amount annually, amount has not changed in some time.

Interoperable? Library cards free to all County residents, but no shared collections, services, etc. other than as part of NC Cardinal.

MOORESVILLE

County funding? Yes, approx. _____

How calculated? Funding for operational expenses of MPL is based on a percentage of what is provided to the Iredell Main Library in Statesville. The formula uses the square footage of the two organizations with Statesville being larger. The restrictions with the funding are limited to staff, materials, utilities, and other day to day operational expenses. The original agreement was for 10 years with an automatic renewal unless both parties agreed to revisit the MOU.

Interoperable? Library cards free to all County residents, but no shared collections, services, etc. other than as part of NC Cardinal.

NASHVILLE

County funding? Yes, approximately \$15,000.

How calculated? Unclear.

Interoperable? Library cards free to all County residents, but no shared collections, services, etc., other than as part of NC Cardinal.

ROANOKE RAPIDS

County funding? - No

Interoperable? – No, county residents must pay an annual \$20 non-resident fee.

SOUTHERN PINES

County funding? No

Interoperable? No

WASHINGTON

County funding? No

Interoperable? No

LIBRARY SNAPSHOT DATA

LIBRARY TASK FORCE
MEETING 2

SEPTEMBER 8, 2022

USER DATA

| | FY18-19 | | FY19-20 | | FY20-21 | | DRAFT FY21-22 | |
|---|---------|---------|---------|---------|---------|--------|---------------|--------|
| | CHPL | OCPL | CHPL | OCPL | CHPL | OCPL | CHPL | OCPL |
| Total Registered Users, Library Cardholders | 66,020 | 35,139 | 63,029 | 39,451 | 63,065 | 47,107 | 61,168 | 51,971 |
| Library Visitor Door count | 561,029 | 225,010 | 392,233 | 154,237 | 16,883 | 14,765 | 235,142 | 79,046 |

| | CHPL | OCPL |
|-------------------------------|---------------------|---------------------|
| | # of Patrons | # of Patrons |
| Orange County. Unincorporated | 7,747 | 9,063 |
| Remote. Outside of OC | 3,365 | 1,940 |
| Town of Carrboro | 10,783 | 2,410 |
| Town of Chapel Hill | 26,165 | 2,981 |
| Town of Hillsborough | 836 | 4,275 |
| Total | 48,896 | 20,669 |

USER RESIDENCE

COLLECTION DATA

| | FY18-19 | | FY19-20 | | FY20-21 | | DRAFT FY21-22 | |
|---------------------------|-----------|---------|-----------|---------|---------|---------|---------------|---------|
| | CHPL | OCPL | CHPL | OCPL | CHPL | OCPL | CHPL | OCPL |
| Total Items in Collection | 385,880 | 186,019 | 390,171 | 187,446 | 479,953 | 276,314 | 539,583 | 339,924 |
| Total Collection Usage | 1,671,730 | 472,630 | 1,367,390 | 359,088 | 919,701 | 229,856 | 1,440,719 | 399,680 |

OPERATING INCOME

| | FY18-19 | | FY19-20 | | FY20-21 | | DRAFT FY21-22 | |
|--------------------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|
| | CHPL | OCPL | CHPL | OCPL | CHPL | OCPL | CHPL | OCPL |
| Municipal Funds | 2,217,742 | 4,000 | 2,359,309 | 4,000 | 2,415,870 | 4,000 | 2,611,958 | 4,000 |
| County Funds | 568,139 | 2,220,472 | 568,139 | 2,311,001 | 568,139 | 2,232,871 | 568,139 | 2,221,219 |
| Aid To Public Libraries | 27,506 | 104,527 | 28,713 | 104,180 | 30,098 | 104,692 | 29,681 | 104,540 |
| Other State Funds | - | - | - | - | 17,970 | - | - | - |
| LSTA Grants | 92,938 | - | 47,082 | 31,508 | 145,465 | 72,022 | 67,463 | 75,261 |
| Other Federal Funds | - | - | - | - | - | - | 18,870 | - |
| All other funds | 189,487 | 119,498 | 149,968 | 91,862 | 52,599 | 5,112 | 96,430 | 15,969 |
| Total Operating Income | 3,095,812 | 2,448,497 | 3,153,211 | 2,542,551 | 3,230,141 | 2,418,697 | 3,392,541 | 2,420,989 |

OPERATING EXPENDITURES

| | FY18-19 | | FY19-20 | | FY20-21 | | DRAFT FY21-22 | |
|-------------------------------------|---------------------|--------------------|---------------------|--------------------|---------------------|--------------------|---------------------|--------------------|
| Operating Expenditures | CHPL | OCPL | CHPL | OCPL | CHPL | OCPL | CHPL | OCPL |
| Salaries & Wages Expenditures | \$ 2,307,871 | \$1,960,756 | \$ 2,434,867 | \$2,060,690 | \$ 2,433,119 | \$1,916,639 | \$ 2,676,624 | \$1,851,362 |
| Total Collection Expenditures | \$ 229,321 | \$289,500 | \$ 244,483 | \$298,917 | \$ 202,152 | \$325,812 | \$ 211,627 | \$359,326 |
| Other Operating Expenditures | \$ 461,682 | \$185,371 | \$ 583,599 | \$172,520 | \$ 576,869 | \$176,246 | \$ 504,290 | \$129,455 |
| Total Operating Expenditures | \$ 2,998,874 | \$2,435,627 | \$ 3,262,949 | \$2,532,127 | \$ 3,212,140 | \$2,418,697 | \$ 3,392,541 | \$2,340,143 |



203 South Greensboro Street Project Summary

203 Project Evolution

2014-2017

- Site Selection – FY2015-16 Budget for Construction

2017

- Selected Town of Carrboro-owned Property at 203 South Greensboro Street

December 2017

- Development Agreement Executed with Town of Carrboro

Early 2018

- The ArtsCenter Engaged to Participate

Late 2018

- Schematic Design and Initial Cost Estimates

Early 2019

- The ArtsCenter Withdraws from the Project = Redesign

Early 2020

- Skills Development Center Relocation to Leased Space

Spring 2020

- Amended Development Agreement to Reflect Adding Skills Development – Budget Increased to \$15.6 million

Orange County Southern Branch Library Site



Development Agreement

– Development Agreement Terms

- Town Contributes Land ~ \$600,000 in 2013
- Colocation of Library Space, Skills Development Center with Town Offices
- Town Holds Contract with Architect and Construction Manager
- Establishes Condominium Ownership Model
 - Shared costs allocated by percentage of square feet occupied
 - » Sitework
 - » Common areas in building
 - » Shared parking (36 spaces)
 - Operating and Maintenance Costs also Shared

Final Space and Cost Allocations

| 203 South Greensboro Space Allocation | | |
|---------------------------------------|------------------|----------------|
| | Square Feet | % of Total |
| Orange County | 18,811.26 | 52.69% |
| Town of Carrboro | 16,891.88 | 47.31% |
| TOTAL | 35,703.14 | 100.00% |

| 203 South Greensboro Cost Allocation | | | |
|--|----------------------|----------------------|----------------------|
| | Orange County | Town of Carrboro | TOTAL |
| Individual Spaces - 35,703 square feet | \$ 8,657,694 | \$ 7,774,319 | \$ 16,432,013 |
| Common Space - 16,200 square feet | \$ 3,930,767 | \$ 3,525,517 | \$ 7,456,284 |
| Site Work - \$2,497,440 | \$ 1,316,588 | \$ 1,180,852 | \$ 2,497,440 |
| Parking - OC = 110; Town = 61 | \$ 5,295,806 | \$ 2,938,389 | \$ 8,234,195 |
| Total Construction Cost | \$ 19,200,855 | \$ 15,419,077 | \$ 34,619,932 |

Final Total Project Budget

Total Project Budget – March 10, 2022

| | Town | Orange County | Total |
|--|-----------------|-----------------|-----------------|
| A. Construction | | | |
| Total Construction & CMAR | \$15,490,004.00 | \$19,202,063.00 | \$34,692,067.00 |
| B. Design | | | |
| Architectural Fees (Ratio of CBO/OC Sq. Ft. = 44/56) | \$752,074.00 | \$937,220.00 | |
| Supp. Architectural Fees (Ratio of CBO/OC Sq. Ft. = 44/56) | \$252,785.00 | \$315,015.00 | |
| | \$1,004,859.00 | \$1,252,235.00 | \$2,257,095.00 |
| C. FFE & Contingency | | | |
| Furniture , Fixtures and Equipment (FF&E) | \$1,688,850.00 | \$802,225.00 | |
| Owner's Contingency (5%) @ Ratio of CBO/OC 44/56 | \$772,245.00 | \$962,358.00 | |
| Subtotal FFE&Contingency | \$2,461,095.00 | \$1,764,583.00 | \$4,225,678.00 |
| TOTAL Project Budget | \$18,955,958.00 | \$22,218,881.00 | \$41,174,840.00 |

Orange County New Annual Net Operating Costs ~ \$540,000 in FY2022

Schedule Update

- Notice to Proceed Issued August 8, 2022
- Eighteen Month Construction
- Construction Completion – January 2024

ORANGE COUNTY FUNDING FOR LIBRARY SERVICES IN CHAPEL HILL

Library Task Force Meeting
October 6, 2022

RECENT HISTORY OF COUNTY FUNDING

REASONS FOR COUNTY FUNDING

LIBRARY BOARD INTERESTS & FORMULAS

RECENT HISTORY OF COUNTY FUNDING

- In 2011, County annual contribution was approximately \$250,000. County had provided annual support for decades, but there was no formal agreement or formula.
- In 2012, Town and County entered into an MOU that increased County contribution incrementally over three years, until the County contribution equated 30% of what County was spending annually on OCPL library operations.
- In 2015, the County contribution reached 30% (\$568,139) and the MOU expired. Since then, the County has continued to contribute that same dollar amount to the Town of Chapel Hill annually. The amount is not tied to any metric or formula.

WHY DOES COUNTY PROVIDE FUNDING?

Orange County provides funding to the Town of Chapel Hill for library services for two reasons:

1. Because the Town of Chapel Hill provides library services for those County residents who live in Chapel Hill.
2. So that County residents who do not live in Chapel Hill can have a CHPL account without paying an out-of-jurisdiction fee.

Because the Town provides library services for Orange County residents who live in Chapel Hill.

| Area | Population |
|--------------------|---------------|
| Orange County, NC | 146,027 |
| Carrboro | 21,314 |
| Chapel Hill | 60,988 |
| Hillsborough | 7,239 |
| Remainder, OC | 56,486 |

*2018 population estimates from census.gov

So that County residents who do not live in Chapel Hill can have a CHPL account without paying an out of jurisdiction fee.

- CHPL's current "Out of County" fee is \$65 per year.
- These fees are a common practice, based on the fact that library services are primarily funded through local tax dollars. If people from other taxing jurisdictions wish to get a library account, they pay a fee.

2019 LIBRARY BOARD DISCUSSION

In late 2019, the Board met and considered this question – ***“What might a thoughtful, equitable, sustainable funding formula look like?”***

Thoughtful. All aspects of library services should be considered and valued – access to services, active cardholders, circulation, programming, etc.

Equitable. The Board believes that Orange County should provide equal funding to all County residents, regardless of where they live within the County.

Sustainable. Any formula should be calculated on an annual basis and be “future-proof” - should populations shift or library services change, the formula should adjust for those differences.

MODEL 1 - ACCESS

Based on Census population estimates, [x]% of Orange County residents live within the Town of Chapel Hill and have access to and receive library services from the Town. This percentage would be the basis for this funding model.

Orange County would annually fund county library service as part of the budget process. Once that budget has been established, the County would allocate a percentage of that amount equal to the percent of County residents living in Chapel Hill, based on Census estimates on January 1 of previous fiscal year.

EXAMPLE - In 2018, 42% of Orange County residents resided within the Town of Chapel Hill. In FY19, the County allocated \$2,220,472 for Orange County Public Library operations.

In the **ACCESS** model, the County would designate an amount equal to 42% of \$2,220,472 to the Town for Chapel Hill Public Library services, or \$927,377.

MODEL 2 - USAGE

Based on current Census data and GIS analysis of cardholder addresses, [x]% of Orange County residents are active cardholders at Chapel Hill Public Library. This percentage would serve as the basis for this funding model.

Orange County would annually fund county library service as part of the budget process. Once that budget has been established, the County would allocate a percentage of that amount equal to the percent of County residents who were active cardholders of CHPL on January 1 of previous fiscal year.

EXAMPLE - In November 2019, 46% of Orange County residents were active account holders at Chapel Hill Public Library. In FY19, the County allocated \$2,220,472 for Orange County Public Library operations.

In the **USAGE** model, the County would designate an amount equal to 46% of \$2,220,472 to the Town for Chapel Hill Public Library services, or \$1,018,552.

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MODEL 3 – EQUAL FUNDING FOR ALL COUNTY RESIDENTS

Orange County would fund library services for every county resident at an equal per capita rate. These funds would be used solely for the annual public library operating expenses at Orange County Public Library system and Chapel Hill Public Library.

Based on this per capita rate, the County would allocate funds for the number of residents living outside of Chapel Hill town limits to the Orange County Public Library system. The County would allocate funds for the number of residents living within the Chapel Hill for the Town to use for providing library services. The Town would continue to fund municipal library services as part of the annual Town budget process.

EXAMPLE - In FY18, North Carolina's average per capita public library operating expenditure was \$22.94.

In the **EQUAL FUNDING** model, if the County were to use this average as Orange County's per capita library services rate, County funding to OCPL would be \$1,950,795 and County funding to CHPL would be \$1,399,065.

QUESTIONS?

THOUGHTS?

CHAPEL HILL/ORANGE COUNTY LIBRARY FUNDING & SERVICES

Task Force Update & Funding Recommendation

January 24, 2023

BACKGROUND

MEETINGS

RECOMMENDATION

FUNDING RATIONALE

1. Because the Town of Chapel Hill provides library services for the approximately 61,000 County residents who live in Chapel Hill
2. So that County residents who do not live in Chapel Hill can have a CHPL account without paying an out-of-jurisdiction fee

RECENT HISTORY

- In 2011, amount was approximately \$250,000
- In 2012, MOU signed to increase funding over three years, until it equaled 30% of what County was spending on OCPL
- In 2015, funding reached 30% (\$568,139) and the MOU expired
- Since then, the County has contributed that same annual dollar amount, which no longer equals 30%

RECENT PETITIONS

- In April 2021, Commissioner Bedford petitioned to examine the cost/benefit of interoperability
- In May 2021, Library Board petitioned Council to form a task force to study county funding
- In October 2021, Commission and Council jointly approved creation of task force

TASK FORCE MEETINGS

- Agreed to work on issues of funding and interoperability separately
- Agreed to work on funding first, with a goal of recommending a funding formula as part of the FY 2023-24 budget development
- Agreed with Library Board's interests in developing a funding formula



**FUNDING
FORMULA
INTERESTS**

THOUGHTFUL - All aspects of library services should be considered and valued, not just circulation and cardholders.

EQUITABLE - Orange County should strive to provide equal funding to all County residents, regardless of where they live within the County.

SUSTAINABLE - Any formula should be calculated on an annual basis and be “future-proof” - should populations shift or library services change.

FUNDING FORMULA MODELS

ACCESS - Based on number of County residents who live in Chapel Hill and have access to library service via the Town of Chapel Hill.

USAGE - Based on the number of county residents who are active cardholders at Chapel Hill Public Library.

EQUAL FUNDING - Based on equal per capita funding for Library services for all County residents.

**“ACCESS”
MODEL
(aka Service
Provider
Model)**

- A known percentage of County residents live within the Town
- The Town is the primary provider of library services for those County residents
- $[Total\ County\ funding\ for\ Orange\ County\ Library\ operating\ expenses] \times [Percent\ of\ Orange\ County\ residents\ living\ with\ Town\ jurisdiction] = Annual\ County\ Funding\ to\ Town\ of\ Chapel\ Hill$

CARRBORO LIBRARY

- County shared updates on 203 Project and the plans for Southern Branch Library within it
- Agreed that there are many unknowns about how/when/if Southern Branch Library will have an impact on usage of Chapel Hill Public Library
- For the recommended funding formula, usage of Southern Branch Library is not a factor



**NEW
MOU**

Task Force recommends a new agreement that will...

- Use the “Access” model as the funding formula
- Be in effect for at least six years (FY 2024 – 2029)
- Incorporate a phased approach that will incrementally increase funding



**PHASED
APPROACH**

- Estimate FY28 allocation in Spring 2023, based on *projected* FY28 population and budget
- Increase County funding incrementally by \$169,358 annually to meet FY28 estimated allocation
- Recalculate allocation for FY29 in Spring 2028, based on FY29 population and budget estimates

| | FY23 | FY24 | FY25 | FY26 | FY27 | FY28 | FY29 | FY30 |
|---|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| OC \$\$ for OC Libraries | 2,420,615 | 2,770,132 | 3,130,135 | 3,224,040 | 3,320,761 | 3,420,384 | 3,522,995 | 3,628,685 |
| x | | | | | | | | |
| % of OC Residents in Town | 41.55 | 41.51 | 41.48 | 41.44 | 41.40 | 41.37 | 41.33 | 41.30 |
| = | | | | | | | | |
| OC \$\$ to CHPL with Phased Approach | 568,139 | 737,497 | 906,855 | 1,076,213 | 1,245,571 | 1,414,933 | 1,456,148 | 1,498,684 |

ASSUMPTIONS & DEFINITIONS

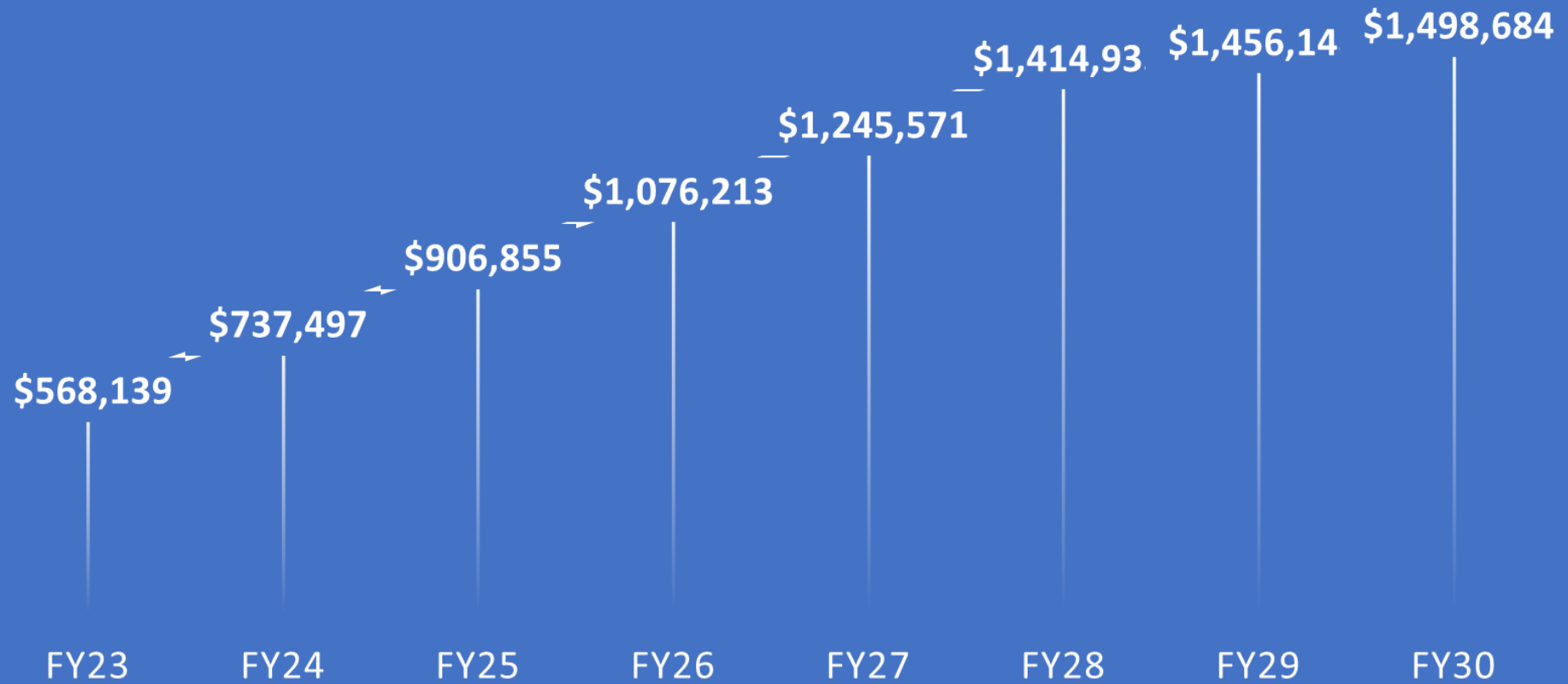
BUDGET

- Definition: Statistical Report of North Carolina Public Libraries
- Baseline budget data source : FY24 Adopted budget
- County budget estimates : Based on 3% annual increase
- Southern Branch opens at 203 Project January 2024 with 6 month operating expenses of \$268,834

POPULATION

- Baseline population data : 2020 US Census
- County population FY30 estimate : [NC OSBM](#) State Demographer 8.3% growth
- Chapel Hill population FY30 estimate : [World Population Review](#) 7.5% growth

PHASED INCREASES FY23-FY28 FORMULA LEVEL



NEXT STEPS

- Share funding formula recommendation with County/Town electeds
- Deep dive into interoperability
- 3-4 additional meetings
- Update & recommendations on interoperability in mid 2023

QUESTIONS?

THOUGHTS?

REACTIONS?

Petition re Orange County and Chapel Hill Library Services

April 20, 2021

From: Commissioner Jamezetta Bedford

Whereas, it would benefit OC residents to have interconnected services between the county libraries and Chapel Hill Library; and

Whereas, the SW County library to be built in Carrboro is under design with borrowing submission to the LGC targeted for late 2021;

Whereas, there may be associated costs for borrowing/collection inventory software at the new library; and

Whereas we do not have current data about the age, costs, planned replacement; potential upgrades, and general opportunities regarding the libraries in the county and towns;

I petition that Orange County connect with Chapel Hill to determine the existing situation, the costs of creating/expanding interoperability between the county libraries and Chapel Hill library, which could include using the same inventory/borrowing software for all three libraries located in OC, and should include expenses beyond software licenses such as personnel costs; travel expense; etc. If other counties or city libraries have current interoperability systems now with Chapel Hill and/or County libraries, please include that data and impact. Library directors and staff will know of other variables and considerations that need to be included in a cost/benefit analysis. It would be a shame to spend a lot of funds on the SW library system only to learn we missed an opportunity to improve the library services for all.

BACKGROUND

Commissioner Bedford petitioned Orange County in April 2021 to connect with Chapel Hill to “determine the existing situation, the costs of creating/expanding interoperability between county libraries and Chapel Hill library... which could include using the same inventory/borrowing software for all three libraries in OC and should include expenses beyond software licenses such as personnel costs; travel expense; etc.”

The library Task Force was convened on April 19, 2022 to work on issues relating to library funding and interoperability. At their first meeting the Task Force agreed to work on these issues separately, focusing on funding first, then interoperability. They agreed to consider recommending two separate MOU, based on how their work progressed.

The Task Force’s funding recommendation was passed to County Manager’s Office and the Town Manager on Jan 24, 2023.

Task Force conversations around “interoperability” began on Jan 24, 2023. Members asked staff to come back on Feb 23 with baseline information about the services both systems provide, facts about other “interoperable” library systems, and a summary of community burdens/benefits to potential scenarios.

PETITION

“Determine the existing situation”

STAFF RESPONSE

Currently, Orange County Public Library and Chapel Hill Public Library are two separate systems. Each system has its own governance structure, budget, staffing model, catalog of materials, database of patron accounts, subscription services, website, eBook platform, etc.

All County residents are eligible for library cards at both libraries, at no cost. If OC materials are returned to CHPL (or vice versa), staff communicate and agree on a way to return them to their correct location. Library staff occasionally collaborate on public programming, while Library Directors and Assistant Directors regularly communicate about services, policies, and best practices. Beyond that, there is no “interoperability.”

PETITION

“Whereas, it would benefit OC residents to have interconnected services between the county libraries and the Chapel Hill library”

STAFF RESPONSE

Staff have not conducted a needs assessment or cost/benefit analysis of interconnected services.

[2022-2027 Orange County Public Library Strategic Plan](#)

[Chapel Hill Public Library 2022-2023 Annual Business Plan](#)

PETITION

“Whereas, there may be associated costs for borrowing/collection inventory software at the new library.”

STAFF RESPONSE

The new Southern Branch will connect to OCPL’s existing ILS. There will be no significant increase in subscription costs. Annual operating cost for the new Southern branch is estimated to be \$538,000. This includes staffing and other operational costs.

Adding the Southern branch library to the County’s current system won’t increase the County’s contracted costs with the ILS vendor. Adding the new branch will require reconfiguring some parts of the ILS to incorporate the new location. Current OCPL staff will lead this work.

CONTEXT

The Orange County Public Library ILS (a.k.a the borrowing/ collection inventory software (a.k.a. Integrated Library System, or ILS) and the Chapel Hill Public Library ILS are not connected in any way. Community members search each catalog separately. The library systems use different vendors for user interfaces apps, websites, and we are members of different eBook consortia.

The County contracts with Innovative Interfaces Inc. for OCPL’s ILS service. Integrated library systems are complex relational databases that libraries use to create and maintain records of all registered account holders and all items in the collection, including acquisitions and catalog records. The records in OCPL’s ILS database are unique to its library collection and cardholders.

The Town also contracts with Innovative Interfaces Inc. for its library ILS. Each library system maintains its own contract with ILL. Each pays for slightly different services. The records in Chapel Hill’s ILS database are unique to its library collection and cardholders.

PETITION

“Whereas we do not have current data about the age, costs, planned replacement; potential upgrades, and general opportunities regarding libraries in the county and the town.”

STAFF RESPONSE

All U.S. public libraries collect standard information about operations and usage. In N.C., every library system annually submits dozens of measures to the State Library. The State Library compiles and analyses this data in the [Statistical Report of North Carolina Public Libraries](#). Here are some measures from the 2021-2022 Report.

LIBRARY BUDGET

| Operating Income | CHPL | OCPL |
|-------------------------------|--------------------|--------------------|
| Municipal Funds | 2,611,958 | 4,000 |
| County Funds | 568,139 | 2,221,219 |
| Aid To Public Libraries | 29,681 | 104,540 |
| Other State Funds | - | - |
| LSTA Grants | 67,463 | 75,261 |
| Other Federal Funds | 18,870 | - |
| All other funds | 96,430 | 15,969 |
| Total Operating Income | \$3,392,541 | \$2,420,989 |

| Operating Expenditures | CHPL | OCPL |
|-------------------------------------|--------------------|--------------------|
| Salaries & Wages Expenditures | \$2,676,624 | \$1,851,362 |
| Total Collection Expenditures | \$211,627 | \$359,326 |
| Other Operating Expenditures | \$504,290 | \$129,455 |
| Total Operating Expenditures | \$3,392,541 | \$2,340,143 |

LIBRARY USAGE

| | CHPL | OCPL |
|---|-------------|-------------|
| Total Registered Users, Library Cardholders | 61,168 | 51,971 |
| Library Visitor Door count | 235,142 | 79,046 |
| Total Materials | 539,583 | 339,924 |
| Total Collection Usage | 1,440,719 | 399,680 |

LIBRARY PERSONNEL

| | 2021-2022 | |
|--|-----------|---------|
| | CHPL | OCPL |
| Total FTE's | 37.3 | 31.63 |
| Percent of FTE's with ALA/MLS | 18.77% | 41.10% |
| Total volunteer hours | 1,123 | 0 |
| Minimum hourly wage, Library Assistant | \$18.68 | \$15.85 |

DEFINITIONS

LIBRARY RESOURCE SHARING: a transaction between two libraries to lend materials to each other on a short-term basis. Resource sharing might include a variety of activities, services, staff requirements, and costs, based on the interests and desired outcomes articulated by participating libraries/communities.

Currently, none of NC's municipal library systems provide resource sharing services to the counties within which they reside. They do not share collections or have "one card" that borrowers can use at both library systems.

[NC Cardinal](#) is an example of a state-wide resource sharing consortium. NC Cardinal was conceived in 2009 and formed in 2010 "to make the combined resources of North Carolina's public libraries available to all people of the state through a shared catalog and a statewide library card." Cardinal focuses on resource sharing, cost savings, and collaborative collection development for half of the public libraries in North Carolina. Neither OCPL nor CHPL are NC Cardinal members.

Prior to 19__, Orange County Public Library was a member of the Hyconeechee Regional Library System.

Federated Search Engine: retrieves information from different, disparate libraries. A user makes a single query and the search engine presents results from all sources in one user interface, such as OCLC's [WorldCat](#). Library patron, acquisition, and collections records remain distinct from one another. If the county and the town wished to purchase or build a Federated Search system, users would be able to search both collections simultaneously via a single search-box, though not necessarily able to place holds on items. Patron accounts would remain distinct to each system.

Interlibrary Loan: is a process by which one library requests material from, or supplies material to, another library. A library user could ask staff to coordinate the loan of material not available in the user's local library. Interlibrary loan is typically a staff-mediated process. Materials are transported via mail or courier service. Neither Orange County nor Chapel Hill Public Library currently offers in an inter-library loan service.

Legal Service Area: the geographic area for which a public library has been established to offer services and from which (or on behalf of which) the library derives income, plus any areas served under contract for which the library is the primary service provider. Licenses and license agreements with software and computing service vendors are typically based on the population of a library's *legal service area*. If the county and the town wished to jointly subscribe to online services (e.g. Hoopla, Overdrive), legal impacts and costs would need to be analyzed.

1. Orange County Public Library's legal service area population does not include residents who live within the Town of Chapel Hill's jurisdiction. OC legal service area does include residents who live in Hillsborough and Carrboro. OCPL's legal service area population in FY22 was 89,293.
2. Chapel Hill Public Library's legal service area does not include County residents who live outside the Town's jurisdiction. CHPL's legal service area population in FY22 was 61,789.

Public Library Type¹: Based on the type of local government structure within which the library functions. It reflects the state or local law which authorizes the library. Therefore, for the purposes of state and national reporting and funding,

1. Orange County Public Library is a county library system
2. Chapel Hill Public Library is a municipal library system

Library type is one of the factors that determine the amount of State Aid funding each system is eligible for. In FY2022, Orange County received \$104,390 in State Aid. Chapel Hill received \$29,681.

System Interoperability: the ability of different information systems to connect and communicate in a coordinated way. Interoperability typically refers to data exchange between applications, databases, and IT systems. Making all library technical systems fully interoperable is not possible at this time, as both libraries rely on county-owned & municipal-owned systems that are not currently interoperable.

Unified Catalog: is a combined catalog of the holdings from multiple libraries. [NC Cardinal](#) is an example of a unified catalog. A unified catalog can make it easier for users (library staff or members of the public) to locate and request materials from other library systems. The county and the town do not currently provide a unified catalog.

Note: Because Orange County branch libraries are part of the same system, they have one, unified catalog that is shared among the branches. OCPL card holders can place holds on items at any branch and have materials delivered to another branch for pick up. Returns are accepted at any branch. The county uses a staff courier to transport materials between branches.

Chapel Hill Public Library is a single outlet. All collections and operations are based at 100 Library Dr in Chapel Hill. The Town does not employ a courier. At present, Chapel Hill Public Library has no staff, collections, or transportation resources directed to resource sharing.

CURRENT LIBRARY SERVICES

All residents of Orange County have free access to all library services at both OCPL and CHPL. Any county resident can establish an account at both CHPL and OCPL by showing proof of residency and identification. Both systems offer a similar suite of library services.

| LIBRARY SERVICE | CHPL | OCPL |
|---|------|------|
| Free library cards for all county residents | ✓ | ✓ |
| Books for kids, teens, & adults to borrow | ✓ | ✓ |
| Movies, audiobooks, and DVDs to borrow | ✓ | ✓ |
| Access to ebook, eaudio collections | ✓ | ✓ |
| Access to NCLive online resources | ✓ | ✓ |
| Foreign language materials | ✓ | ✓ |
| Online tutoring service | | ✓ |
| Programs & story times for kids | ✓ | ✓ |
| Programs & events for teens | ✓ | ✓ |
| Programs & events for adults | ✓ | ✓ |
| Public computers, printing, & WiFi | ✓ | ✓ |
| Public meeting room space | ✓ | ✓ |
| Public study rooms | ✓ | ✓ |
| Local history & genealogy resources | ✓ | ✓ |
| Digital Media production & equipment tools | ✓ | |

County residents do not need a library card to:

- Visit any library in the county
- Attend public programs and story times at any library in the county
- Use in-house library computers, printers, or WiFi services at any library in the county
- Reserve a meeting room

County residents do need a library card to check out books or other library materials and equipment.

ⁱ Public Library Statistics Cooperative (PLSC)