

FEASIBILITY STUDY REPORT
FOR A
WASCO COUNTY
LIBRARY SERVICE DISTRICT

January 11, 2006

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EXECUTIVE SUMMARY

Background

For decades, the City of The Dalles and Wasco County Court have combined city and county general funds to operate the library, sharing about equally in its funding. Since 1997, revenue shortfalls have undercut the Library's budget.

As a result, funding for library services has not kept pace with the cost of operations. Library hours, spending for collections and courier service have been curtailed. Allocations and services to the Dufur School/Community Library, the Southern Wasco County Library in Maupin, and the Mosier Library have declined.

Now, the County Court has determined that it no longer can sustain its share of library funding. In FY 2005/06 the County's funding has dropped from its usual 50 % share to 30%. Furthermore, the County Court anticipates that it soon will be unable to fund the library at all.

Rather than see library services drastically reduced, the County Court has announced its intention to put creation of a county library district on the May 2006 primary election ballot. Likewise, the City of The Dalles is also interested in seeing the library achieve the stable source of funding that a permanent, dedicated tax rate can provide.

Oregon Revised Statutes (ORS) chapter 451 authorizes a county court to establish a service district to provide library services. If voters approve such a district, the library will be funded through a permanent property tax rate. The new funding would take effect for the July 2006-June 2007 fiscal year. If voters do not approve the district formation at the May 2006 election, library services will be dramatically curtailed beginning in July 2006. A later election, for instance in November 2006, if successful, would not produce the needed revenue until the 2007/08 fiscal year or later.

Proposal District Boundaries

Ideally, the proposed Wasco County Library District would include all of the territory within the County that is not part of the Jefferson County Library District. The Jefferson County Library District includes the Warm Springs Indian Reservation and Antelope in Wasco County. The cities of Dufur, Maupin, Shaniko, and The Dalles have passed resolutions to be in the boundaries of the proposed library district. The City of Mosier has not resolved to be included within the boundaries of the proposed Wasco County Library District.

Public Libraries in Wasco County

Three public libraries in Wasco County are recognized as legally established: The Dalles-Wasco County Library, the Dufur School/Community Library, and the Southern Wasco County Public Library in Maupin. In addition, there is a volunteer library in Mosier and a volunteer collection in the Tygh Valley community center.

Library Service Needs

There is common ground in what people in the County say they want from libraries: open hours, good collections and access to other collections, computer and information services, and services and programs for children and families.

Library Service Plan

The proposed library service plan was developed with these “givens:”

- Serve everyone in the district
- Raise service levels to state “adequate” library standards
- Include services that bridge the distance to The Dalles for everyone in the County
- Keep administrative costs lean
- The tax rate needs to be reasonable in the current economy
- The tax rate must also be adequate to sustain library service levels

A stable, sufficient source of funding would enable the following county library service plan to be implemented and sustained:

1. Library Hours

- Operate The Dalles-Wasco County Library at least 55.0 hours per week.
- Fund an additional 12 evening and/or weekend public hours at the Dufur School/Community Library.
- Fund staffing for the Southern Wasco County Library in Maupin 20 hours per week.
- If Mosier is in the district, provide funds to staff the Mosier community library 12 hours per week.

2. Library Stations

“Library stations” are computer-equipped to give online access to a County Library web page, the Gorgelink collections, County Library databases, and other on-line services provided through the County Library. They are at Shaniko, Tygh Valley, and possibly Mosier. These stations also host rotating collections and they are drop locations for courier delivery. They are located where the public can access them as many hours as possible per week.

3. Library Collection

- Funded at about \$3/per capita
- Multimedia collection
- A more current, popular collection at Maupin
- Frequently “rotating collections” at Dufur and Library Stations

4. County Library Database, Interlibrary Loan, Delivery Service

- County-library webpage, portal to information
- On-line access to the countywide database of the collections. This access is from libraries, library stations, homes, offices, and schools that are equipped with personal computers
- Access to the Gorgelink database and delivery service to Dufur, Maupin, The Dalles, and the library stations
- Interlibrary loan within the county and region
- Mail and courier delivery of books throughout the county

5. Services to Children and Families

- Part-time professional children’s librarian
- County-wide library program to children and families
- Homework help
- Bilingual books and story hours

Service Plan Estimated Cost

The proposed service plan will cost an estimated \$839,979 in personnel, operating, and capital outlay. Over ten years, the annual cost rises to \$1.25 million. The budget estimates include building a reserve fund to sustain services levels over many years.

Conclusion

A Wasco County Library District is feasible at a tax rate of \$0.68/\$1000. At this rate, the County can provide sustainable service at a cost that is in line with operating a county library that meets state library standards at the adequate level.

The three major benefits to libraries in the county affiliating with the Wasco County Library District are:

1. *Materials*: The libraries and proposed library stations would have access to the library materials held in the GorgeLink database. This includes nine library systems in three counties: Hood River, Sherman, and Wasco.
2. *Access*: The methods of access would employ familiar WWW interfaces, and would be available from any library, home, school, or place of business. The access would

include the right of a patron to place a request to borrow any circulating piece of material held in any library.

3. *Delivery*: A service is available to ensure materials arrive at end-users' library locations of choice.

Every city will benefit in greater proportion than the taxes it contributes. The unincorporated areas will benefit as well, with all of the County libraries and library stations at their disposal, online access to a regional collection of hundreds of thousands of books, and more access points to library services than ever before.

Politically, the chief issues to address in making the case for the library district are:

1. Why new taxes are needed for library services and what will become of library services without them
2. Why the tax rate must be \$0.68/\$1000 of assessed valuation.
3. The benefits to cities and communities
4. The relationship between county governance and local control
5. How to insure a good voter turnout for a measure that requires a 50 percent voter turn out and 50 percent voter approval

NOTE: This study project included preparing a planning guide and cost estimate for a joint school/public library in Southern Wasco County (Appendix A, Sub-report, Southern Wasco County Library, Maupin by Dallas Young Shaffer). However, that project is separate from the proposed service plan and budget for the proposed County Library District. The cost estimates for a new library in Maupin are not included in \$0.68/\$1000 of assessed valuation for the proposed County Library District. All library facilities in the proposed Library District are the responsibility of the local jurisdictions in The Dalles, Dufur, Maupin, and elsewhere. However, the service plan does take into account that a new library in Maupin could require higher levels of support from the District budget in future years: more hours, staffing, and operating costs to increase the public services of the joint library. Therefore, the City of Maupin and the County Library District should work together in planning any future library facility.

Introduction

This report is the culmination of a feasibility study for a Wasco County Library District. The feasibility study and the related consulting regarding the process for establishing a library district was funded through a federal Library Services and Technology grant from the Oregon State Library. It includes a proposed library plan of service and budget as the basis for determining a tax rate for the proposed library district measure.

The proposal in this report will be presented to the County Court at a public hearing on January 11, 2006. Opportunity for further comment about the proposal and plan for a library district will be on February 8, 2006. The library district measure is scheduled to go before the voters May 16, 2006. A current timetable for the library district formation process is included as Exhibit A.

Also included in this report is a sub-report, Appendix A, prepared by library building consultant Dallas Young Shaffer. Its purpose is to provide guidance for beginning to plan a school-community library in Maupin. It provides square footage and cost estimates. A second sub-report, Appendix B, prepared by technology consultant Joe Ford, includes recommendations regarding information technology for the proposed Wasco County Library District. Appendix C is a memorandum from Thomas Sponsler describing a library services district and outlining related legal issues.

Background

County Library Services Now

The City of The Dalles owns and operates the library building out of which operates The Dalles-Wasco County Library. For decades¹, the City of The Dalles and Wasco County Court have combined city and county general funds to operate the library, sharing about equally in its funding.

The current intergovernmental agreement between the City and the County stipulates that the City will provide library services to County residents in the following ways:

1. The library is available to all residents of Wasco County residing outside the city limits on the same basis as it is available to City residents.
2. The library provides services to the three libraries at Dufur, Maupin, and Mosier (or such other places as shall be agreeable to the City and County.) These services include:
 - a. A 3-month rotating collection of books (and other library materials as requested)

¹ The County Librarian traced this funding arrangement through meeting documents back to at least 1931.

- b. Reference service referrals and interlibrary loan requests for individual and classroom use
 - c. Such other services desired by each library, supplied as time and facilities of the Library permit.
3. A 5-member library board appointed by the Mayor of The Dalles advises the City concerning the library. This board includes 2 members who reside outside of the City and are recommended by the County Court.

Funding Problems

Since 1997, revenue shortfalls resulting from property tax limitations have undercut the Library's budget. As a result, funding for the library services has not kept pace with the cost of operations. Library hours, spending for collections and courier service have been curtailed. Allocations and services to the Dufur School/Community Library, the Southern Wasco County Library in Maupin, and the Mosier Library have declined.

Now, the County Court has determined that it no longer can sustain its share of library funding. In FY 2005/06 the County's funding share has dropped from 50% to 30%. Furthermore, the County Court anticipates that it soon will be unable to fund the library at all.

Rather than see library services drastically reduced, the County Court has announced its intention to put creation of a county library district on the May 2006 primary election ballot. Likewise, the City of The Dalles is also interested in seeing the library achieve the stable source of funding that a permanent, dedicated tax rate can provide.

If voters approve such a district, the library will be funded through a permanent property tax rate, beginning in July 2006. If voters do not approve the district formation at the May 2006 election, library services will be dramatically curtailed beginning in July 2006. A later election, for instance in November 2006, if successful would not produce new revenue until the 2007/08 fiscal year or later.

Proposal District Boundaries

Ideally, the proposed Wasco County Library District would include all of the territory within the county that is not part of the Jefferson County Library District. A legal description and a map of the proposed district, both prepared by County staff, are included as Appendix C and Appendix D, respectively.

The Jefferson County Library District includes most of Jefferson County and parts of Wasco County, including the Warm Springs Indian Reservation and the city of Antelope in Wasco County. The cities of Dufur, Maupin, Shaniko, and The Dalles have passed resolutions to be in the boundaries of the proposed library district. The City of Mosier has not resolved to be in the boundaries of the proposed Wasco County Library District.

Wasco County

Wasco County is a largely rural county located in north central Oregon. The cities of Mosier and The Dalles are designated as urban areas in the Columbia river Gorge National Scenic Area management plan.

Wasco County is bounded on the north by the Columbia River Gorge and the counties of Skamania and Klickitat in the state of Washington; on the west by Hood River and Clackamas counties, on the south by Jefferson County, and on the east by Wheeler, Sherman, and Gilliam counties. People living in the County are 1-2 hours car ride from the Portland International Airport and the services and amenities of the Portland, Oregon-Vancouver, Washington metropolitan area.

Wasco County has the largest landmass of any county in the region: 2,381 square miles. By comparison, neighboring Hood River County with its 21,155 residents and 522 square miles has a population density of 40 persons per square mile while Wasco County has just fewer than 10 persons per square mile. The physical features of the County create two distinct regions. Agriculture dominates on the high plateaus while transportation, trade, and service industries dominate on the Columbia River Plain.

Civic leaders are intent on strengthening the economic well-being of the County and the region. The regional economic plan² calls for retaining and expanding existing businesses as well as attracting new business and industry that will provide a family wage for residents. It also calls for dynamic, high quality education and training opportunities for residents and workers, and an adequate infrastructure and recreational opportunities and facilities to enhance the quality of life.

General Characteristics

Within Wasco County's boundaries are the cities of Antelope, Dufur, Maupin, Mosier, Shaniko, and The Dalles and the communities of Celilo, Clarno, Friend, Pine Grove, Pine Hollow, Rock Creek, Rowena, Tygh Valley, Wamic, and Wapinitia. About 57% of County residents live in the cities; 46 % live in the unincorporated areas of the County. The city of The Dalles is the county seat. The Dalles is estimated to contain about 80 % of the population of Wasco County within its urban growth boundary.

Figure 1: Wasco County Population by Jurisdiction	Number	Percent
Antelope	59	0.2%
Dufur	588	2.5%
Maupin	411	1.7%
Mosier	410	1.7%
Shaniko	26	0.1%
The Dalles	12,156	51.1%
Total cities	13,650	57.4%
unincorporated	10,141	42.6%
Total County	23,791	100.0%

² Mid-Columbia Economic Development District, 2005 MCEDD Comprehensive Economic Development Strategy, p. 57-60

Wasco County has the largest population in the mid-Columbia River region. The population increased by 9.7 % between 1990 and 2000, about half the rate of population growth in Oregon during the same period. U. S. Census projections show the County's population of 23,791 is expected to remain stable.

Anecdotally, however, county officials have said that they expect the population growth to surprise the forecasters in the next several years. The economy of the region is gaining momentum; new housing is underway with more being planned. The unofficial expectation is that development in The Dalles, Hood River, and the region will create new jobs, a family wage, and demand for housing and services in Wasco County.

Social Characteristics

Racially and ethnically, Wasco County is largely white. However, it has a higher percentage of American Indian and Alaska Native persons, native Hawaiian and other Pacific Islanders, and persons of Hispanic or Latino origin than the rest of Oregon. 387,912 acres of the Warm Springs Indian Reservation is located in southwest Wasco County. In the northeast corner of the County are approximately 916 acres of federal lands for the occupancy of the Umatilla, Nez Perce, Warm Springs, and Yakima tribes. Over 10% of the County population speaks a language other than English in the home.

<i>Figure 2: Population by Race/Ethnicity</i>	Wasco County	Oregon
White	86.6%	86.6%
Black or African American	0.3%	1.6%
American Indian and Alaska Native s	3.8%	1.3%
Asian	0.8%	3.0%
Native Hawaiian and Other Pacific Islanders	0.5%	0.2%
Hispanic or Latino origin	9.3%	8.0%

There are 9,401 households and an average of 2.47 persons per household in Wasco County. As a percentage of the population, the five years and under age group is slightly smaller than the national norm while the senior population is significantly larger.

<i>Figure 3 : Population By Age Group Wasco County</i>	Number	Percent	U.S.
Male	11,770	49.5	49.1
Female	12,021	50.5	50.9
Under 5	1,553	6.5	6.8
18-64 years	17,756	74.6	74.3
65years and over	3,965	16.7	12.4
Median age	39.9		35.3

Of those persons 25 years old and older residing in Wasco County, 82.1 % have a high school education. This is a higher rate than either Oregon as a whole or the nation. Another 15.7% have a Bachelor's degree or higher. This is considerably lower than Oregon overall and the nation.

The children of Wasco County may be more at risk than children elsewhere in the state. There is a higher rate of child abuse and neglect, poverty, and suicides among Wasco County youth than in Oregon overall. There are 2,491 (42%) low-income children in the County.³ Reading proficiency is below the state average.

Figure 4: Youth Population Wasco County	Number
0-4 years	1,431
5-9 years	1,641
10-14 years	1,767
15-17 years	1,140
18-19 years	560
Total Youth	6,545

Economic Characteristics

The Columbia River makes Wasco County's economy interdependent with that of Hood River and Sherman counties in Oregon and Skamania and Klickitat counties in the state of Washington. These counties and the region overall have been and still are economically depressed.

The average wage, per capita income, and household income are below state and national norms while unemployment is above state and national norms. The percent of the County's population below the poverty

Figure 5: Economic Characteristics⁴	Wasco	U.S.
Median Family income	\$42,412	\$50,046
Median household income	\$35,959	\$41,994
In labor force (16 and older)	60%	63.9%
Families below poverty level	10.3%	9.2%
Individuals below poverty level	12.9%	12.4%
Home ownership rate	68.4%	64.3%

line (12.9%) is better than other counties in the region; however it is higher than Oregon (11.6%) and the nation (12.4%)⁵. While Wasco County's average wage of \$25,669 is second-highest in the region, it is only 78.5 % of the national average. The per capita personal income of \$24,120 is 81.8% of the national average.⁶ Wasco County has 37% of the mid-Columbia region's seniors residing within it, many on fixed incomes.

The five largest industries in terms of payroll in Wasco County are, ranked from top to bottom: 1) government, 2) services, 3) manufacturing, 4) retail trade, and 5) agriculture, including forestry and fishing. The County relies heavily on government employment, which accounts for 26.5% of the total county payroll. Services account for 22.9%; manufacturing accounts for 18.5%, retail trade 13.8% and agricultural, forestry and fishing account for 5.4% of the total county payroll. Private sector employment is

³ Status of Oregon's Children in 2004, Oregon Department of Human Services

⁴ U.S. Bureau of the Census, Quickfacts, Wasco County, Oregon, based on 2000 Census (www.quickfacts.census.gov/qfd/41/41065.html)

⁵ 2005 MCEDD Comprehensive Economic Development Strategy, p. 36

⁶ Mid-Columbia Economic Development District, 2005 MCEDD Comprehensive Economic Development Strategy, p. 28.

important to the overall economy of Wasco County where it is responsible for more than half of the total payroll in the county.

Agriculture and power utilities are far more important for employment in Wasco County and the region than the rest of Oregon or the nation. The County has a higher percentage of persons employed in agriculture, forestry, fishing, hunting, and mining as well as in utilities than the rest of Oregon or the nation. There are fewer professional, scientific, and management and administrative jobs in the County.

Unemployment in Wasco County decreased from 11.4% in 1990 to 9.2% as of March, 2005. The number of jobs has increased along with the rest of the region. However, the unemployment rate in the County is higher than that of Oregon (6.1%) and the nation (5.2%).

An indication of the improving Wasco County economy is that the ratio of working age to non-working age persons has increased by 10.5% between 1990 and 2000. This improvement has been greater in Wasco County than in any other county in the region except Skamania County in Washington. This is good news for the County and the region where the dependency ratio had been lower than the norm for Oregon and the nation.⁷

Implications for The Library District

The greatest challenge of the proposed county library district is to serve everyone in a district that is large and, except for The Dalles, sparsely populated. It isn't affordable, for instance, to fully fund all of the legally established libraries or to establish additional ones, at least not in the traditional way. At the same time, everyone wants something from a library district if they are going to vote to support it with tax dollars.

The service plan needs to bridge the distance between where people live in the county and the location of library resources. There is already a good basis for a Wasco County Library District. There are established library locations, systems for interlibrary cooperation, communications systems to support information technology, and community centers and other spaces in the communities to stage library activity. The service plan, therefore, should build on the existing library infrastructure while employing technology to bridge the distances.

While the service plan must serve everyone, it must also be affordable in a county that is economically distressed. It will need to be effective but lean. At the same time, Wasco County is intent on developing the economy. Like good schools, good libraries are assets as well as tools for economic development. Change and growth will put new demands

⁷ Mid-Columbia Economic Development District, 2005 Annual Report, p. 29. The dependency ratio indicates the size of the working age population to the non-working age population. The higher the ratio, the more people working to support those who are not.

on the County Library District. The tax rate needs to be reasonable in the current economy. Because it is permanent, the tax rate also must be adequate for future needs.

Public Libraries in Wasco County

Three public libraries in Wasco County are recognized as legally established by the Oregon State Library: The Dalles City-Wasco County Library, the Dufur School/Community Library, and the Southern Wasco County Public Library in Maupin.

Figure 6 below provides a brief profile of these libraries: population, collection size, staffing in full time equivalents (FTE), local government revenue, per capita expenditures, and square footage.

In addition, there is a volunteer library in Mosier and a volunteer collection in the Tygh Valley community center.

Figure 6: Profile of Public Libraries in Wasco County⁸

<i>Library</i>	<i>Service population</i>	<i>Collection (total units)</i>	<i>Staffing FTE</i>	<i>Local Government Revenue</i>	<i>Effective Tax Rate</i>	<i>Per capita expenditures</i>	<i>Square Footage</i>
<i>Dufur School-Community Library</i>	1,838	21,292	1.38	\$ 64,160	\$0.6645	\$ 33.37	3,600
<i>Southern Wasco County (Maupin)</i>	745	6,828	.30	\$ 12,094	\$0.2985	\$ 14.09	1,830
<i>The Dalles-Wasco County Library</i>	20,487	70,683	5.13	\$ 377,109	\$0.4886	\$ 19.14	14,960
<i>Total</i>	23,070	98,802	6.81	\$ 454,173		\$ 5.07	20,390

These libraries, both legally established and volunteer, work essentially independently of one another. The Dalles-Wasco County Library provides a sizable library, a central collection, on-line databases, and nine public computers, all available to county residents at The Dalles.

The Dalles-Wasco County Library provides a vital link to the collections of the participating GorgeLink libraries. *Figure 7* shows a summary of service measure data. Notice the high level of interlibrary loan activity that The Dalles-Wasco County Library provides. This interlibrary loan activity entails loaning books from The Dalles-Wasco County Library and borrowing books and other library materials for residents of the County.

⁸ FY 2003-04 Annual Statistical Reports, Oregon State Library, Effective Tax Rates for Oregon Public Libraries

Figure 7: Summary of Service Measures

<i>Library</i>	<i>Card holders</i>	<i>Hours /week</i>	<i>Circulation Per year</i>	<i>Reference</i>	<i>Interlibrary Lending</i>	<i>Interlibrary borrowing</i>
<i>Dufur School Community Library</i>	517	43.5	12,860	2,500	0	0
<i>SouthernWasco County (Maupin)</i>	263	12	2,205	208	0	458
<i>TheDalles-Wasco County Library</i>	11,587	40	118,816	3,900	5,814	3,002

In all, there are about 100,000 books, periodicals, audiovisual, and other collection items in Wasco County libraries. This includes the collections in Mosier and Tygh Valley. Recognizing that a small portion of this material is donated, the collection amounts to a significant investment over the years. However, not everyone has access to these collections because 1) they are not all in a countywide database, 2) people do not have easy access to the existing database, and 3) delivery services in the County are very limited.

The Dalles-Wasco County Library

The Dalles-Wasco County Library has been the mainstay of library services in Wasco County for decades. Located at 722 Court Street in The Dalles, the library is a 14,960 square foot facility that was built in 1966; the mezzanine expansion was added in 2000. It is a two-story high rectangular building with attractive views into the outdoors. There is adjacent parking on two levels. The library is well maintained and attractive, though crowded with shelving and furniture on the main floor.

Figure 8 shows the number of registered library card holders by location. The Dalles-Wasco County Library has 12,280⁹ registered borrowers, about two-thirds from within the city limits of The Dalles. Residents of Hood River and Sherman counties and residents of neighboring Washington State counties also use The Dalles-Wasco County Library according to a reciprocal arrangement. Similarly, Wasco County residents may also use the collections of these other library jurisdictions.

Figure 8: Registered cardholders	Number
Dufur	283
Maupin	142
Mosier	254
Shaniko	1
The Dalles (inside city limits)	8028
The Dalles (outside city limits)	2491
Tygh Valley	125
Wamic	70
Other Wasco County	16
Hood River County	443
Sherman County	202
Washington Resident	227
Wasco County cities	8,708
Unincorporated	2,700
Out-of-county	872

⁹ Registration Report, The Dalles-Wasco County Library, March 8, 2005

The library is open 40 hours over five days a week. It houses a collection of about 71,000 volumes. Dynix is the automated, integrated library system used by the Library. This database contains the collection records, patron accounts, and current circulation records of the collections housed in The Dalles-Wasco County library on Court Street. The library includes 11 internet stations for public use and computers with word processing and other office software for public use.

The Dalles-Wasco County Library has a half-time library clerk whose major but not only assignment is children's services. The children's program consists of a weekly story hour, the summer reading program, and several additional, seasonal events for children. It includes informational visits to some day care providers, namely Head Start and Migrant Education. The children's services program essentially serves The Dalles though it is open to anyone. About 28 children and their caregivers attend weekly story hours. The 2005 summer reading program had an enrollment of 127 children.

Dufur School/Community Library

The City of Dufur and the Dufur School District built what is believed to be the first joint school-public Library in Oregon. Built on the grounds of the K-12 campus during the 1970's, it was remodeled about 5 years ago. The facility is 3,600 square feet. There is a public entrance from the parking lot and the capability to be locked off from the school. This secures the school facilities during summer and evening hours.

The collection is approximately 21,000 items and includes books and other materials primarily for school-aged children. School-aged children are the main focus of the library program. The librarian reports there were 317 programs for children in FY 2004-05. Monthly, The Dalles-Wasco County Library provides 50 books on three month rotation for the adult reader. The Educational Service District mobile unit provides courier service.

The catalog is computerized on a Follett stand-alone library system. The library is open 45.5 hours during the school year, including two evenings when it is open until 9 p.m. It is open two evenings in the summer. There are no weekend hours. The staff is paid primarily by the school district; the city pays for the non-school hours. There is one internet station available to the public. The library is very inviting, attractive and well maintained.

Southern Wasco County Public Library

The Maupin public library is 1,800 square feet with a collection of 6,800 items including a collection of historical photographs, books, and related materials. There is one Internet station for the public. The collection inventory is indexed in a card catalog; there is also an electronic database, the nature and status of which is not known. There are 263 registered borrowers.

There is a city population of 411, a library service population of 747, and an estimated 4-5 thousand other residents of southern Wasco County for whom this library could provide service. However, the library is very crowded with extremely limited seating space; there is no public meeting room. The collection appears to be quite dated. The library is open two days per week, six hours each day for a total of 12 hours per week. The Library reported only 1 program in FY 2004-05 for children.

The library is located next to City Hall and several blocks away from the schools and the proposed site of a future, joint school/public library. The City and the School District are interested in building a joint Public-School Library on the K-12 campus with a community meeting room. A sub-report with estimated costs is included as Appendix A.

Mosier Community Library

The Mosier volunteer library is located in an attractive 1909 building constructed for a library by the community, led by mother and daughter Alice and Emily Husband. The library is approximately 300 square feet and there is one Internet station for public use. The library is irregularly open 17.5 hours a week. It is staffed by volunteers. A small collection of mostly donated books fills the modest shelf space.

Shaniko

This small community in southern Wasco County was incorporated in 1901. Currently there are 26 year-round residents. The community has a number of historical buildings and is a tourist attraction. There is no library service in the community now. Residents are interested in having access to county library collections.

Tygh School Community Center Library

The Tygh School Community Center, Incorporated, is located in the former elementary school. According to volunteers, it serves the Tygh Valley community and those living farther west of Highway 97, estimated to be almost 2,000 people. Currently it houses a Head Start class, Thursday community lunches which serve 60 to 100 people, and a volunteer library.

The library opened in 2000 and the collection nearly fills a former classroom. It contains approximately 3,000 to 4,000 items obtained from individual donors and from the closed elementary school libraries in Wamic and Pine Grove. Volunteers are now indexing the collection by author.

The board of the community center plans to connect the library to the adjoining classroom and move the children's materials into that space. There is one Internet station used by staff and available to the public. The library is open when volunteers are present, approximately 15 hours a week.

Antelope

A small portion of Wasco County, including the city of Antelope, lies within the boundaries of the Jefferson County Library District. Antelope pays property taxes for library services provided out of Madras. That area of Wasco County which is in the Jefferson County Library District would not be in the proposed Wasco County Library District.

Library Conditions

All of the legally established libraries in the County are struggling financially. As a result, each library jurisdiction falls short of meeting key Oregon state standards for libraries. For example, the Southern Wasco County Library at Maupin has not met 2 of the 5 minimum criteria that define a public library in Oregon: hours of service and staffing. Similarly, The Dalles-Wasco County Library is currently not meeting minimum standards for staffing.¹⁰ In Dufur, the school library salaries make it possible for the library to meet minimum criteria; however, the librarian reports that she has not had a book budget for several years.

According to an Oregon State Library comparative report, The Dalles-Wasco County Library, measured against the Oregon Library Association's standards for public libraries, is substandard in two key areas: the number of staff and the number of open hours. Compared to six comparable Oregon libraries, The Dalles-Wasco County Library is well below the average in staffing, hours, expenditures for the collection, collection size, and per capita expenditures.¹¹

A comprehensive, national rating of public libraries shows The Dalles Wasco County Library ranks in the 40th percentile when measured against libraries in the nation serving populations of similar size.¹² This overall rating is the result of comparing library input and output data in 15 typical categories that have to do with funding and service.

Library services have diminished significantly in recent years. Hours have been reduced, for instance, in The Dalles-Wasco County Library from 51.5 per week in 1997 to 40 per week currently. The staffing levels are such that The Dalles-Wasco County Library can do little more than serve the people who come into the library, leaving virtually no time to promote and provide services to the rest of the county.

Local history is important in Wasco County. The Dalles hosts the Columbia Gorge Discovery Center and Wasco County Historical Society. Dufur, Maupin, and Shaniko all

¹⁰ Oregon Progress Board, Oregon Benchmarks. The "minimum service criteria" are: (1) The library is legally established and makes basic services available to citizens within its tax-supporting service area without charge; (2) The library is open a minimum of 20 hours per week; (3) Staff consists of one paid staff person per 4,000 persons in service area or 0.5 FTE, which ever is greater and populations over 10,000 must have a full-time paid professional librarian (with a Master of Library Science); (4) Collection is 5,000 books or one volume per capita, which ever is greater; (5) Children's programming is provided.

¹¹ Comparative Statistics for Selected Oregon Libraries, Oregon State Library, 2003-2004

¹² Hennen's American Public Library Ratings, 2005, <http://www.haplr-index.com/>

have local history resources and the Dufur Historical Society is working on a digitization and indexing project.

The Dalles-Wasco County Library has a genealogy and local history collection containing more than 1600 volumes; it is supported by the Columbia Gorge Genealogical Society. There are also newspapers on microfilm dating back to 1865. Among them are newspapers from Antelope, Dufur, Maupin, Mosier, Sherman County, The Dalles, and Tygh Valley. The microfilm collection also contains census records for Wasco County and vital statistics for Wasco, Sherman, and Klickitat counties. Materials in the collection are listed at <http://community.gorge.net/genealogy>. The collection brings many visitors to the library and prompts many gifts and donations.

To its credit, The Dalles Wasco-County Library has done an admirable job of building a machine readable database of its collection. By maintaining its collection in the regional GorgeLink database, the library has established the cornerstone for a better county-wide library system.

Through The Dalles-Wasco County Library, all residents of the cities and unincorporated areas of Wasco County have access to the collections of the nine member libraries of *GorgeLink*.¹³ Residents who have online capability through home, school, office, or a member library can locate books online and borrow them. these libraries.

GorgeLink libraries include Hood River County Library, its Parkdale and Cascade Locks branches, and Hood River Valley High School. In Sherman County, the Sherman County Public/School Library is a member. In Wasco County, the members include The Dalles-Wasco County Public Library, The Dalles High School, Wahtonka High School, and the Planetree Health Resource Center. Weekly, borrowed materials are transported via Educational School District (ESD) courier between the GorgeLink libraries.

The Dalles-Wasco County Library has obtained grants to improve the collection. Examples are a Fred Meyer Foundation grant and State Library *Ready to Read* grants. The library has the administrative capability to obtain and administer grants for developing the county-wide library district.

Library Service Needs

There is common ground in what people in the County say they want from libraries. They want open hours, good collections and access to more collections, information and computer services, and services and programs for children and families. These are the priorities in the cities and unincorporated areas, in North County and South County alike.¹⁴

¹³ <http://www.GorgeLinklibrary.org/>

¹⁴ Data obtained from site visits, interviews, and focus groups in Dufur, Maupin, and The Dalles

More Hours

People want to be able to get into The Dalles-Wasco Library more. At 40 hours per week, the library is especially inconvenient for working people. According to state standards, “adequate hours” means 55 per week while “excellent hours” means 70 hours per week. At Dufur, the library is open for the school day plus two evenings a week. The City of Dufur funds these hours but cannot afford to fund additional hours or weekends. At Maupin, the library is open so few hours per week (12) that it does not meet minimum standards for being a legally established library.

Books

The collection size of The Dalles-Wasco County Library is simply not adequate to serve the population of the County. Among comparable libraries, it ranks 2nd from last in per capita spending for books, periodicals, and audiovisual materials. In fact, the total amount spent for library books, periodicals, and audiovisual materials, countywide (Dufur, Maupin, and The Dalles)¹⁵ was \$58,650 in FY 2003-04. This is less than \$2.00 per person. Meanwhile, the average cost of a hardcover book is around \$25.00.

Elsewhere in the County, volunteer libraries have sprouted. Volunteer staff is recycling school collections, gifts, and donations. As they have time they are manually cataloging these items. Some items may be unique: local history, for instance. Others may have cataloging already available to copy, while others may be outdated or obscure and probably should be discarded to make space for more relevant collections.

Fortunately, The Dalles-Wasco County Library has its collection in machine readable form. It is part of the regional online database (GorgeLink). The Dufur collection is also in machine readable form; though different than The Dalles-Wasco County Library database software, the Dufur database can be easily converted at a reasonable cost. That leaves only the Maupin collection, and possibly the Mosier and Tygh Valley collections, that would need to be retrospectively converted to machine readable form. This would make the Wasco County online library collection database complete and searchable.

With such an online database, the collections can be used throughout the County. Often, those who have not participated in lending books in their collections will be wary of a common database for fear of losing control over use of the local collections. In fact, the protocols for borrowing and lending can be controlled locally even when items are in a common database.

¹⁵ Annual Statistical Report, Oregon State Library, FY2003-04

This three-part plan would make an adequate library collection available to every resident of Wasco County:

1. Annually, purchase new materials of popular interest, in a variety of formats, in adequate quantity to serve the whole County. Continue to add the bibliographic records of these items to the regional database.
2. Make Dufur, Maupin, Tygh Valley, and possibly Mosier associate members of Gorgelink. This gives the libraries access and delivery services even if their collections are not in the database.
3. In the second year, add the bibliographic records of the Dufur and Maupin libraries to the database, making them searchable online.

Computer and Information Services

Using the computers and the Internet has become a necessary part of life for most people. The library has made it possible for all, especially those without the means, to have access to the Internet. People want the library to be a place where they can get help using computers and navigating the sea of information.

People need a portal to community information about local government, local and regional history, jobs, starting and sustaining a small business, and local events. They want the library to be a place where small businesses can get information without putting out a lot of money. They want youth, artists, and entrepreneurs to be able to create products using the computer technology in the library.

Imagine a County Library webpage by which residents can access the regional online catalog, electronic databases, and specialized databases (e.g. genealogy, local history, and small business incubator). The webpage would link to county and local government sites. It would provide access to special online services: for instance, L-net is live reference service and Tutor.com is live homework help. With sufficient computers, staffing, and staff and volunteer training the library could provide many of these information services.

Services to Children and Families

More and more, people understand that being read to at an early age leads to language and literacy development, to success in school, and to an improved quality of life for their children. Their children's success in school is important to families and it is also important to communities. As one teen focus group participant asked, "Don't they (adults) know that we are the future; that we will be taking care of them in the medical centers and nursing homes?"

Library programs for youth in Wasco County are limited. Although each library provides collections for children and some programs, there is virtually no County-wide program of service to youth. Because staffing is so limited, the county libraries are not able to provide the kinds of services that are typical of today's libraries: early literary and language development, books for newborns, outreach to new parents and day-care

providers, pre-school programs, K-12 homework help, bilingual story times, teen book clubs, and so forth. These are the kinds of services that the County Library could offer through the addition of a professional children's services librarian, working in partnership with other youth service providers in the County.

Library District Service Plan

The following service plan is proposed for the Wasco County Library District. A stable, adequate source of funding would enable these essential elements of a County Library service plan to be implemented and sustained.

1. Library Hours

- Operate The Dalles-Wasco County Library 55.0 hours per week. This would bring the County Library to adequate state standards.
- In Dufur, fund an additional 12 evening and weekend public hours at the Dufur School/Community Library.
- Fund operation of the Southern Wasco County Library in Maupin a minimum of 20 hours per week. This would enable that library to meet minimum public library criteria.
- If Mosier is in the district, provide funds to staff the Mosier community library a predictable 12 hours per week. Additional hours could be provided using volunteers as occurs now.

2. Library Stations

Place a "library station" in Shaniko and at Tygh Valley to serve the Tygh Valley-Wamic-Pine Hollow communities and possibly at Mosier. A library station consists of a computer/printer with a County Library Web interface, a bookcase, and a small rotating collection of popular books. The County Library Web interface lets residents search the GorgeLink database and the resources of the county library and request local delivery to that library station. Library staff introduces community residents to the library station and troubleshoots problems with the station.

3. Books

Fund the book budget to gradually build a County collection that is current and relevant to community needs and interests. Make it more of a multimedia collection than at present. A common library industry goal for budgeting purposes is 12-18 % of the operating budget. In the proposed service plan budget, the \$93,651 allocation amounts to about 12.5% of the operating budget.

This is still a modest investment in the collection, putting the library at about the 50th percentile in the nation and slightly above average in the state among libraries serving populations of similar size. It would enable the Wasco County Library to refresh a collection that has been under-funded since 1997. The budget will support building a

more current and popular collection at Maupin and locating and refreshing rotating collections at Dufur and up to three library stations with greater frequency than at present.

4. County Library Database: Access and Delivery Service

Establish Dufur and Maupin as well as Shaniko, Tygh Valley and possibly Mosier as associate members of GorgeLink. This will provide access to the regional collection and delivery services. In time, add to GorgeLink the holdings of the Dufur School/Community Library and the Southern Wasco County Library at Maupin. Add all future holdings of the Wasco County Library District to GorgeLink.

5. Information Services and Children's Services

Add additional expertise to the County Library staff or contract for services to develop an effective Library web page. This web page would serve as an information portal for all county residents. It would link to the County's library collection as well as to subscription databases, electronic reference, on-line tutoring services, and the unique databases created by the library. Likewise, add a .5 FTE children's services professional to the county library district staff with responsibility for developing and implementing a county-wide program of library service to children and families. This children's librarian should work with the libraries, schools, and youth service agencies and providers in the County.

Service Plan Cost

The proposed service plan, fully implemented, will cost an estimated \$857,032 in personnel, operating, and capital outlay costs the first year. Exhibit B shows a 3-year line item budget. Exhibit C is a ten-year estimate of revenues and expenditures for the proposed Wasco County Library District.

If Mosier is in the library district, the estimated library district expenditures would increase by \$12,580 in personnel and operations. The capital outlay line item would increase by \$2,731 for purchase and installation of library station equipment and costs related to GorgeLink associate membership.

After the first year, the expenditure budget includes \$50,000 annually to build a reserve fund. This reserve fund should be set aside for future use: to sustain the service plan over time, to replace technology, and to deal with unforeseen expenses of the Library District. As a matter of course, this amount plus any annual excess and unexpended revenues, interest, fines and fees, and miscellaneous revenues should accrue to the reserve fund.

Higher-than-estimated revenues from the district tax should accrue to the reserve fund. In a few years, the library district will be financially stable. At that time, the library board will be able to forecast whether or not it is possible to increase service levels or add new services. For example, a desired new school-public library in Maupin may entail

higher operating costs commensurate with higher service levels. The decision to build the library should take into account the library district's ability to sustain the related operating expenses.

Personnel

Included in personnel costs are the salaries, wages, and related costs of staff to conduct the day to day operations at The Dalles (55 hours/week) library location as well as at Maupin (20/hours/week), and Dufur (12 hours/week).

A basic level of staffing includes 1 library clerk, or the equivalent, at Dufur and Maupin; 3-4 clerks/pages at The Dalles location. At Maupin, this person is the community librarian and the local contact for residents. At Dufur, it is a person who reports to or works with the school/community librarian. In both cases, this staff works with the county librarian to insure that the library is providing good local library service.

Those personnel who will perform countywide services and be located at The Dalles location are grouped under a second category of personnel costs called "countywide services." They include: the county librarian and 4.475 FTE staff responsible for ordering and processing the collection, creating and maintaining the County Library webpage, providing central reference help and information databases, interfacing with GorgeLink, assisting with library stations, and providing countywide youth services and adult programming.

It is assumed that personnel costs will ultimately be determined locally. For the purposes of this study, however, personnel costs for operating The Dalles library location is based on the City of The Dalles salary and benefit schedule. For Dufur and Maupin, this proposal uses a rate equivalent to Dufur's compensation schedule.

Operating Costs

The proposed budget includes a line item for local operations for The Dalles, Dufur, and Maupin locations. For Maupin, the amount is based on the FY 2005-06 budget augmented for the proposed increase in hours. This same amount was the basis for the allocation to Dufur.

For The Dalles, the amount is based on the FY 2006/07 budget estimate prepared by the city of The Dalles. Locally-based costs such as contractual, legal, utility, repairs and maintenance, insurance, communications, supplies, GorgeLink, and miscellaneous are included in the allocation to The Dalles.

The proposed district operating category also provides funds to cover legal, professional, and technical services that may be needed by the county in the course of governing the library district. In all three years, the budgets include funds for the full membership in GorgeLink of Dufur, Maupin, and associate membership by Shaniko and Tygh Valley.

Costs associated with facility construction, improvement, and maintenance are not included in the proposed district budget. Instead, these costs would be borne by the cities and in the case of Dufur, by the school district.

Book Budget

The proposed budget includes \$93,651 for books, periodicals, audiovisual, electronic databases and subscriptions to services, such as Tutor.com. This amount is determined at the rate of .1257 percent of the operating budget.

Capital Outlay

The proposed budget includes a capital outlay allocation to start up the library stations in Shaniko and Tygh Valley. It is possible that a grant or a corporate gift could be secured for this purpose. However, it takes time to solicit grants and gifts; the library stations should be operating within the first few months after the library district is formed.

Subsequently, a grant application to the State Library to add the collections at Dufur and Maupin to the database would be highly competitive. The appropriate grant cycle would require initial applications in the spring 2006, final applications in August 2006, with funding the following January 2007. It is likely that a Library Services and Construction Act grant proposal to the State Library would result in funding to convert the existing collections.

Setting the Tax Rate

The tax rate that will be specified in the library district measure is a permanent rate. The amount of revenue generated will change according to the taxable assessed property value: as assessed value increases, decreases, or remains flat, so will the revenue generated by the permanent rate.

Tax Revenue Table

Exhibit D, Tax Revenue Table, estimates the amount of revenue from various tax rates. The assessed property value in Wasco County has risen about 3% on average over the last several years. Meanwhile, costs of operating the library will increase at that rate or more. Therefore, it is important to set the rate so that the district service plan can be sustained over many years.

Library District Revenues Compared to Expenditures

Exhibit D shows a ten-year estimate of revenues and expenditures for the proposed library district. These estimates are based on the proposed plan of service.

The library district tax will be the main source of revenue for the library. However, there are other revenues that can help sustain the library. Note that the revenue estimates

include other sources of revenue besides the district tax. Typically they include fines and fees, interest, and individual and corporate gifts. Grants can help offset costs, particularly in the beginning when the district is ramping up technology. They can also supplement services, such as occurs now with the State Library's reading grants. Grants are not, however, a source of funding for on-going operations.

As Exhibit C illustrates, it will be important to begin in the first year to build a healthy reserve to cover future costs. The Wasco County district library can raise additional revenues as successful libraries do through grants and individual and corporate gifts. Local jurisdictions should also be permitted to purchase additional levels of service, such as hours, collections, and equipment. The library district also has the authority to ask voters for a local option levy or to approve bonds.

Recommended Tax Rate

The proposed service plan will require a tax rate of at least 68 cents per thousand dollars of assessed valuation. The recommended tax rate would generate an estimated \$952,209 for fiscal year FY2006-07. According to the County Tax Assessor, Wasco County collection rate is about 96%. Combined with other library revenues this rate should be adequate to sustain the proposed service levels.

The tax revenue growth has been conservatively estimated at 3% annually. With the development that is occurring and is expected to continue in Wasco County, the rate of increase could eventually exceed 3 per cent per year. Better than expected revenues should build the reserve fund that will sustain the proposed service levels into later years.

Figure 9, Tax Amount per Assessed Valuation illustrates the tax amount a property owner would pay at a tax rate of 68 cents per thousand dollars of assessed valuation. For instance, a property owner would pay \$51.00 on a property assessed at \$75,000, \$68.00 on \$100,000, and so forth.

Assessed Value	Property Tax
\$75,000	\$51.00
\$100,000	\$68.00
\$150,000	\$102.00
\$200,000	\$136.00
\$250,000	\$170.00
\$500,000	\$340.00

Benefits to Cities

Figure 10: Direct Dollar Value/Taxes Paid illustrates the relationship between taxes paid by each city and direct dollar benefit received by each city. It lists the specific allocations in the proposed service plan/budget for the cities. These allocations are presented alongside the estimated tax that each city's property owners would pay in the first year. Figure 10 shows that, except for The Dalles, the budgeted dollar-for-dollar benefit exceeds the taxes collected from each of the cities in the proposed district boundaries. It is not possible to calculate an accurate taxable assessed valuation (TAV) for an unincorporated area.

Figure 10: Direct Dollar Value/Taxes Paid

City	Hours	Operations	Capital Outlay	Total	Tax Paid @ 0.68
Dufur	\$ 10,080	\$ 4,500	\$ 3,571	\$ 18,151	\$ 14,516
Maupin	\$ 16,800	\$ 4,500	\$ 3,571	\$ 24,871	\$ 18,184
Mosier	\$ 10,080	\$ 2,500	\$ 2,731	\$ 15,311	\$ 15,023
Shaniko			\$ 2,731	\$ 2,731	\$ 1,443
The Dalles	\$ 210,674	\$ 116,194	\$ 3,478	\$ 330,346	\$413,148

In addition to these specific allocations, there are other budgeted expenditures in the district budget that will benefit every city. They include the county librarian, other personnel responsible for countywide services, the library book budget, GorgeLink expenses, computer station supplies, and staff training. Figure 11 includes an approximate value to each city; the value is calculated on a per capita basis.

Figure 11: Direct Dollar Value plus Pro-rata Estimated Value/Taxes Paid

City	Hours	Operations	Capital Outlay	Subtotal	Tax Paid @ 0.68 (2006)	Prorata est value	Total
Dufur	\$ 10,080	\$ 4,500	\$ 3,571	\$ 18,151	\$ 14,516	\$ 10,906	\$ 29,057
Maupin	\$ 16,800	\$ 4,500	\$ 3,571	\$ 24,871	\$ 18,184	\$ 7,623	\$ 32,494
Mosier	\$ 10,080	\$ 2,500	\$ 2,731	\$ 15,311	\$ 15,023	\$ 7,604	\$ 22,915
Shaniko			\$ 2,731	\$ 2,731	\$ 1,443	\$ 482	\$ 3,213
The Dalles	\$ 210,674	\$ 116,194	\$ 3,478	\$ 330,346	\$ 413,148	\$ 225,460	\$ 555,806

Finally, there are the incalculable benefits of having online access to the regional collection of books and other library materials through GorgeLink. There is the benefit of having library use and borrowing privileges at the GorgeLink libraries. There is the potential benefit of being part of the Metropolitan Interlibrary Exchange (MIX) which could enable residents of the County to use the public libraries in Multnomah, Clackamas, Washington, as well as Hood River counties and most of southwestern Washington.

In summary, every city will benefit in greater proportion than the taxes it contributes. The unincorporated areas will benefit as well, with all of the County libraries and library stations at their disposal, online access to a regional collection of hundreds of thousands of books, and more access points to library services than ever before.

Library District Structure

Governance and Organization

Oregon Revised Statutes (ORS) chapter 451 authorizes a county court to establish a service district to provide library services. *Appendix E: Wasco County Library Service District Legal Issues* describes the legal requirements of a 451 library district.

The County Court is the governing authority of a county service district. The County Court also has authority to create a public library under state law. A public library must be governed by a library board, unless otherwise specified in the formation document. The County Court may appoint a library board of at least five but no more than 15 members.¹⁶

Figure 12, Governance of the Wasco County Library District, outlines a model that is both serviceable and practical. It balances accountability for providing county-wide library services and local control.

The County Court would appoint a library board comprised of 5-7 members, representing the participating jurisdictions and the unincorporated county. The Library Board elects its chairperson. The County Librarian serves as secretary to the Library Board.

The responsibilities of the Library Board are established by the County Court in the formation document. It should be possible to change these responsibilities as the Court, Library Board, and participating jurisdictions gain experience with the District.

In the proposed model, the responsibilities of the Library Board include:

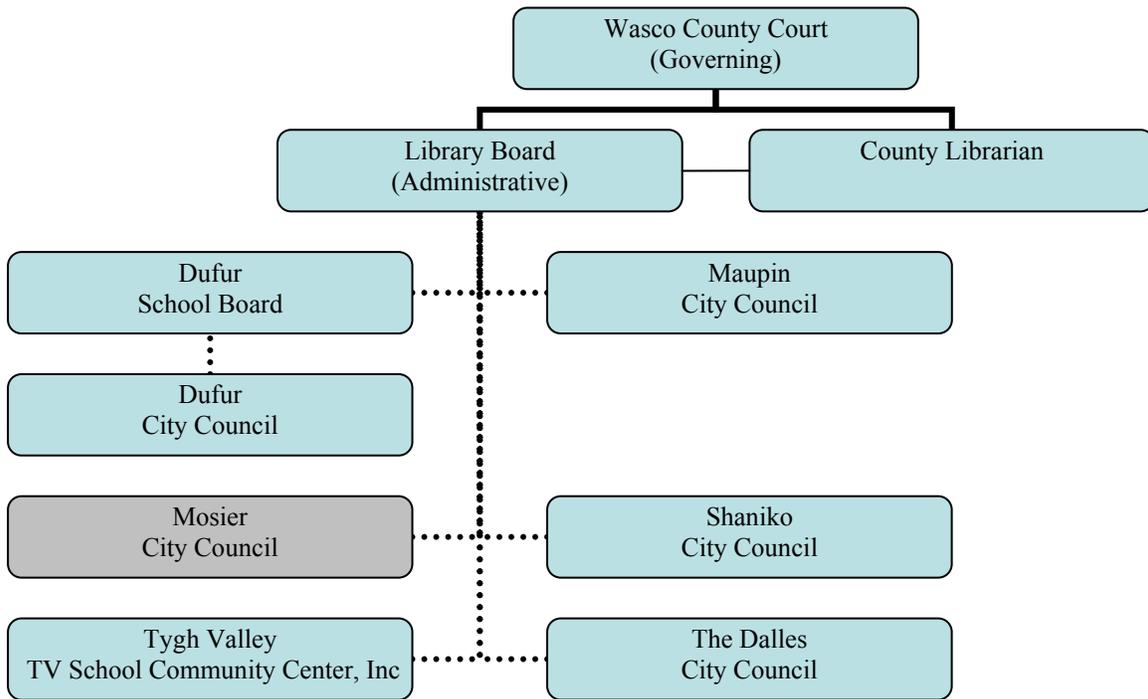
- A. Supervision and evaluation of the County Librarian
- B. Authorization of service plan and budget
- C. Delegation to the Library Director of expenditures from the Library Fund
- D. Acceptance and use of real or personal property or donated funds
- E. Establishment of criteria for library sites and governance rules
- F. Entering contracts, including with the participating jurisdictions
- G. Other activities assigned by the County Court

The appointing authority for the County Librarian is the County Court. As a practical matter, the contract with the City of The Dalles may stipulate that the County Librarian administers the city library. The Court should confer with the city of The Dalles, for whom the county librarian serves as administrator. The Library Board's contract with the city of The Dalles can include the payroll for all staff located at The Dalles location.

The Library Board is authorized on behalf of the County to contract with the cities of The Dalles and Maupin to operate the public library in these locations and with the Dufur School District to provide public library services out of the Dufur School-Community Library. These contracts can be made through intergovernmental agreements (IGAs). The service levels and related obligations and responsibilities of the parties are included in the IGAs.

¹⁶ "Wasco County Library Service District Legal Issues," Thomas Spensler, September 13, 2005

Figure 12: Governance of the Wasco County Library Service District



Administration and Operation

The County Librarian, under the supervision of the Library Board, is responsible for the administration of the County Library. The County Librarian is also responsible for providing leadership for future countywide library development and funding. The County Librarian provides professional expertise on a county-wide basis, obtains grants for county-wide benefit, and builds and maintains effective working relationships with the library service contractors.

For example, the County Librarian should be responsible for developing a collection development plan for the County Library. This should include guidelines for selection and a selection profile for each community library. The plan, guidelines, and profiles should be developed in consultation with the community librarians. Likewise, the County Librarian should seek funding through grants to carry out the Library District service plan: for example, to add Dufur and Maupin to GorgeLink, to write a building program at Maupin, to supplement youth programming throughout the County, etc.

Operationally, some functions are done more economically and efficiently at the central location of The Dalles. For instance, new materials can be purchased and processed there where they can also be added to the countywide database (GorgeLink) prior to sending them to the library locations. Locally, personnel are hired, supervised, and paid

according to local rules and payment schedules. The County Library should include minimum qualifications for personnel in the IGA.

In general, cities operate their libraries and library stations. However, they do so with the understanding that they are part of a general plan to provide the best possible library service to County residents. All of the libraries and library stations are nodes in the delivery of these library services. The County Librarian and the Library Board are responsible for orchestrating this general plan through IGAs with cities and communities. The IGAs spell out service levels, reimbursement for operating expenses, and related specifications.

Conclusions

A Wasco County Library District is feasible at a tax rate of \$0.68/thousand of assessed valuation. At this rate, the County can provide sustainable service levels at a cost that is in line with operating a county library that meets Oregon library standards at the adequate level.

The proposed service plan is modest in order to keep the rate reasonable for taxpayers. The Library District will need to build its reserves over several years to sustain modest service levels. If revenues are higher than estimated, they should build the reserve fund until it is certain that service levels can be increased and/or services added.

Every city will benefit in greater proportion than the taxes it contributes. The unincorporated areas will benefit as well, with all of the County libraries and library stations at their disposal, online access to a regional collection of hundreds of thousands of books, and more access points to library services than ever before.

Whether or not the voters will approve the district measure depends on how well they understand the benefits and costs, as well as the consequences of not forming a library district. Politically, these are the key issues on which voter support depends:

1. New Funding Source Needed for the Library

Most voters think they are already paying for library services in their taxes. County residents now pay between \$4.25 and \$10.24 for government, depending upon where they live in the County. Proponents will be called on to explain why a new tax is needed. The answer must be outlined succinctly along with an explanation of what becomes of the funds that have been going to support library service and what will happen to library services if the measure fails.

2. Tax Rate

The recommended tax rate is the minimum needed to provide adequate library service levels in Wasco County. The 10-year budget estimate included in this report makes this clear. In a County that is large and sparsely populated, and given that the tax rate cannot

ever be changed, this is the rate necessary to provide and sustain adequate county-wide library service.

The recommended tax rate will be an issue as will any new tax. In talking about this it is important to relate the rate to the services to be provided. It would be unwise to reduce the recommended tax rate without changing the plan of service. Otherwise, in short time the library district would be unable to fulfill its goals.

About the recommended tax rate, proponents of the library district can reasonably state:

- a. The proposed tax rate is not arbitrary or extravagant but tied to a specific service plan that meets state library standards at the adequate level.
- b. The specific service plan preserves the library services in the County and increases hours, books, and services to children, families, working people, and small businesses.
- c. It gives everyone in the County access to books in the county and the region and delivery service to their library location of choice.
- d. It is in line with what others are paying for comparable county library service.
- e. It is administratively cost effective.
- f. It is approximately what the local government in the County would have been contributing had they been able to keep up their funding.
- g. In a County where people want a better wage, more opportunity, and a better quality of life, a good library will help pave the way.

3. Equity of Service

Cities and communities want to receive benefits comparable to the amount of tax contributed. If the proposed service plan is implemented, they will. However, any service plan should be dynamic because information needs change, technology changes, and resources change. Equity of service can only be achieved through a governing authority that insists of county-wide service and an administrative structure that includes balanced representation from across the County.

This proposal recommends an administrative library board of 5-7 members, appointed by the County Court. Members should be selected to achieve the broad-based perspective of County residents; for example, by geographic area, gender, age group, and type of user. They should be appointed with a mandate from the County Court to provide the best County-wide library service possible with the available resources.

4. Local Control

Conflict over decision-making authority is inevitable. For example, who will select books for the collections? Who decides what the Internet use rules will be at the libraries? If the content of a book in The Dalles library is challenged by a citizen, who is the ultimate authority for that challenge and who is legally liable for the decision? Clarifying

lines of authority now will help voters decide on May 16th and will smooth the way for launching the library district when the time comes.

5. Getting the Vote Out

For the Library District to be formed, the measure needs a double majority. That is, 50% of registered voters must cast ballots and 50% of those voting must approve the measure. For the library district measure to have a chance of success, someone has to take the case to the voters as well as get the vote out. A well organized campaign is vitally important over the next four months.

Informal Proceedings	Action	Purpose
July-September 2005	Interviews of city, county, library representatives	Determine library circumstances, perspectives, needs throughout the county (and throughout process)
September 13	Consultant meets with fiscal agent; Library board	Process/timeline outlined Preliminary cost estimates Assessed valuation table
September 27	Library district proposal/ draft economic feasibility	statement prepared
Oct 5	County Court briefed by consultant	Library district proposal briefing; Review formal proceedings process/ timeline
October 11-31	Meetings with city councils: October 11 Shaniko 6 p.m. City Hall Oct 11 Dufur 7 p.m. City Hall 3 rd Street Oct 19, Mosier, 7:00 p.m. City Hall Oct 24 The Dalles City Hall Oct 26 Maupin 6:30 p.m. City Hall	<ul style="list-style-type: none"> ○ Present background and proposal: draft court order initiating process presented; ○ Invite cities to be included in district boundaries; ○ city resolution template provided by consultant.
November	Focus groups: <ul style="list-style-type: none"> • North county (Nov 3) • Central county • South county (Tues Nov 8 7pm) 	Cross section of area stakeholders Asks the question: in the next five-ten years, what will our library service needs be?
Formal Proceedings	Action	Purpose
November - December	City resolutions adopted	Defines district boundaries
December 1, 2005	County Court Initiation Order	Accompanied by certified resolution from city councils within proposed district boundaries Order states: <ul style="list-style-type: none"> ○ intention to form a library services district ○ Name and boundaries of same; ○ Date, time, place of proposed public hearing ○ A final report back deadline ORS 198.835
January 11, 2006 7 p.m. Circuit Courtroom, Room 301, Wasco County Courthouse, The Dalles	County Court 1 st public hearing; Presentation of proposed district feasibility report	30-50 days from Initiation Order; deadline for city resolutions County Court must give notice: <ul style="list-style-type: none"> ○ Intention to form district ○ Posting in 3 public places ○ Publication by 2 insertions in a newspaper of general circulation Court must hear evidence on formation to comply with ORS199.462 ORS 198.805

January 18, 2006	County Court Approval Order	Order declares approval of library district <ul style="list-style-type: none"> o name of district o boundaries o fix date, time, place for a final hearing o give notice of hearing by publication ORS 198.810
February 8, 2006	2 nd Public hearing (final)	20-50 days from Approval Order ORS 198.810
February 15, 2006	County Court Election Order Ballot title -- Must clearly state that a single question is being proposed: (A) whether the proposed district shall be formed (B) whether the permanent rate limit specified in the ballot title shall be adopted as the maximum rate of operating taxes for the district ORS 255.085(1)	Election must be held because of permanent rate limit for operating taxes is approved by Court <ul style="list-style-type: none"> o Order provides for holding an election to submit to the voters o Notice must be given by two newspaper insertions o Election must be held on the date of the next primary or general election for which the filing deadline can be met o Map or general description of district boundaries ORS 198.745, 198.815
February 15, 2006	Deadline for filing a notice of measure election for the May 16 primary election; materials for the voter's pamphlet must be filed with the County Clerk by 5 p.m	Required by County Ord, 85 days before election-- ballot title, explanatory statement and arguments
February 27, 2006	Deadline for filing measure arguments, and ballot title challenge	Required by County Ord and state law
By March 31, 2006	Deadline for filing notice of boundary change with- <ul style="list-style-type: none"> o Oregon Dept of Revenue o Wasco County Tax Assessor 	For library property tax to be on Wasco County assessment role for 2006-2007 fiscal year documents must be filed: Election order district legal description district map ORS 308.225
May 16, 2006	Election	3 rd Tuesday in May <ul style="list-style-type: none"> o must obtain double majority o Approval by majority of voters and at least 50% turn-out of the registered voters
By June 14, 2006	County Court Formation Order	If approved by voters, Court issues order creating library within 30 days of the election, ORS 198.820; Determine library board's responsibilities ORS 257.490
July 1, 2006	Fiscal year begins	Library district begins operations financed by property taxes collected beginning November 2006

REVENUES				2006-07	2007-08	2008-09
				Year 1	Year 2	Year 3
3	District tax	0.68	\$ 1,359,522.35	\$ 952,209	\$ 980,776	\$ 1,010,199
4	(Uncollectibles)			\$ (95,221)	\$ (98,078)	\$ (101,020)
5	Prior taxes				\$ 57,133	\$ 58,847
6	Fines/fees			\$ 7,000	\$ 7,350	\$ 8,085
7	Interest			\$ 2,000	\$ 930	\$ 4,383
8	Federal E-rate discount				\$ 750	\$ 750
9	Miscellaneous revenue			\$ 100	\$ 100	\$ 100
10	Carry forward			\$ 18,609	\$ 44,718	\$ 87,652
11	TOTAL REVENUES			\$ 884,698	\$ 993,679	\$ 1,068,996

EXPENDITURES				2006-07	2007-08	2008-09
PERSONNEL (6.3 FTE)				Year 1	Year 2	Year 3
15	Daily Walk-in Service					
16	5.5 The Dalles			\$ 210,674	\$ 216,994	\$ 223,504
17	0.3 Dufur			\$ 10,080	\$ 10,382	\$ 10,694
18	0.5 Maupin			\$ 16,800	\$ 17,304	\$ 17,823
19	County-wide Services (5.475 FTE)					
20	1 County Librarian			\$ 99,659	\$ 102,649	\$ 105,728
21	2.45 Collection Services			\$ 98,079	\$ 101,021	\$ 104,052
22	0.925 Information Services			\$ 42,578	\$ 43,855	\$ 45,171
23	0.4 Gorgelink			\$ 18,412	\$ 18,964	\$ 19,533
24	1.0 Youth Services			\$ 58,015	\$ 59,755	\$ 61,548
25	0.2 Adult Services			\$ 9,206	\$ 9,482	\$ 9,767

27	OPERATIONS					
28	The Dalles Operations			\$ 116,194	\$ 122,004	\$ 128,104
29	Maupin Operations			\$ 4,500	\$ 4,725	\$ 4,961
30	Dufur Operations			\$ 4,500	\$ 4,725	\$ 4,961
31	District contractual services (e.g. legal/tech/fin)			\$ 10,000	\$ 10,500	\$ 11,025
32	District Insurance			\$ 4,000	\$ 4,200	\$ 4,410
33	Communications (i.e. postage, telephone)			\$ 6,000	\$ 6,300	\$ 6,615
34	Gorgelink annual recurring costs					\$ 17,066
35	Delivery			\$ 4,680	\$ 4,914	\$ 5,160
36	Computer station supplies/services			\$ 4,500	\$ 4,725	\$ 4,961
37	Training and travel			\$ 4,000	\$ 4,200	\$ 4,410
38	Library materials processing supplies			\$ 4,000	\$ 4,200	\$ 4,410
				\$ 23,180		
39	SUBTOTAL (personnel/operations)			\$ 725,877	\$ 750,901	\$ 793,903
40	LIBRARY COLLECTION			\$ 92,186	\$ 105,126	\$ 111,146
41	CAPITAL OUTLAY			\$ 21,916		
42	SUBTOTAL			\$ 839,979	\$ 856,027	\$ 905,050
43	RESERVES				\$ 50,000	\$ 50,000
44	GRAND TOTAL			\$ 839,979	\$ 906,027	\$ 955,050

45	ADDITIONAL SERVICES					
46	Mosier clerk @12 hours/week (includes per co			\$ 10,080	10,382.40	\$ 10,694
47	Mosier operations			\$ 2,500	\$ 2,625	\$ 2,756
48	Mosier Library Station setup/recurring annual			\$ 2,731	\$ 580	\$ 609
49	Subtotal Mosier			\$ 15,311	\$ 13,587	\$ 14,059
50	Ad'l hours The Dalles (65 hours/week) person			\$ 40,000	\$ 41,200	\$ 42,436
51	Ad'l hours The Dalles (65 hours/week) operati			\$ 20,915	\$ 21,961	\$ 23,059
52	Subtotal The Dalles ad'l hours			\$ 60,915	\$ 63,161	\$ 65,495

BUDGET NOTES

54	Revenue:	Mosier revenue not included in revenue estimates (est. \$11,429 in 2006/07)
55		Other revenue sources can be one-time transfer from county, local option levy, cities,
56		school districts, state grants, individual, corporate donations (Library Foundation)
57		Higher-than-estimated tax revenues may allow increases in service levels, additional services
58	Operations:	recurring costs for Gorgelink memberships
59		Dufur, Maupin, Shaniko, Tygh Vly
60	Capital Outl	First year start up costs for Gorgelink at Maupin, Dufur, Shaniko, Tygh Valley-Wamic
61	Reserves	sustaining service levels, capital reserves (e.g. technology upgrades, unforeseen contingency)

REVENUES			2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	
			Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	
1													
2													
3	District taxes	0.68 \$	1,359,522.35	\$ 952,209	\$ 980,776	\$ 1,010,199	\$ 1,040,505	\$ 1,071,720	\$ 1,103,872	\$ 1,136,988	\$ 1,171,098	\$ 1,206,230	\$ 1,242,417
4	(Uncollectibles)			\$ (95,221)	\$ (98,078)	\$ (101,020)	\$ (104,050)	\$ (107,172)	\$ (110,387)	\$ (113,699)	\$ (117,110)	\$ (120,623)	\$ (124,242)
5	Prior taxes			\$ 57,133	\$ 58,847	\$ 60,612	\$ 62,430	\$ 64,303	\$ 66,232	\$ 68,219	\$ 70,266	\$ 72,374	
6	Fines/fees			\$ 7,000	\$ 7,350	\$ 8,085	\$ 8,894	\$ 9,783	\$ 10,761	\$ 11,837	\$ 13,021	\$ 14,323	\$ 15,755
7	Interest			\$ 2,000	\$ 930	\$ 4,383	\$ 5,697	\$ 6,989	\$ 8,246	\$ 9,454	\$ 10,599	\$ 11,665	\$ 12,635
8	Federal E-rate discount			\$ 750	\$ 750	\$ 750	\$ 750	\$ 750	\$ 750	\$ 750	\$ 750	\$ 750	\$ 750
9	Miscellaneous revenue			\$ 100	\$ 100	\$ 100	\$ 100	\$ 100	\$ 100	\$ 100	\$ 100	\$ 100	\$ 100
10	Carry forward			\$ 18,609	\$ 44,718	\$ 87,652	\$ 113,946	\$ 139,781	\$ 164,915	\$ 189,081	\$ 211,984	\$ 233,306	\$ 252,695
11	TOTAL REVENUES			\$ 884,698	\$ 993,679	\$ 1,068,996	\$ 1,126,453	\$ 1,184,382	\$ 1,242,560	\$ 1,300,743	\$ 1,358,662	\$ 1,416,017	\$ 1,472,485
EXPENDITURES			2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	
PERSONNEL (6.3 FTE)			Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	
13													
14	Daily Walk-in Service			\$ 210,674	\$ 216,994	\$ 223,504	\$ 230,209	\$ 237,115	\$ 244,229	\$ 251,556	\$ 259,102	\$ 266,876	\$ 274,882
16	5.5 The Dalles			\$ 10,080	\$ 10,382	\$ 10,694	\$ 11,015	\$ 11,345	\$ 11,685	\$ 12,036	\$ 12,397	\$ 12,769	\$ 13,152
17	0.3 Dufur			\$ 16,800	\$ 17,304	\$ 17,823	\$ 18,358	\$ 18,909	\$ 19,476	\$ 20,060	\$ 20,662	\$ 21,282	\$ 21,920
18	0.5 Maupin												
19	County-wide Services (5.475 FTE)			\$ 99,659	\$ 102,649	\$ 105,728	\$ 108,900	\$ 112,167	\$ 115,532	\$ 118,998	\$ 122,568	\$ 126,245	\$ 130,032
20	1 County Librarian			\$ 98,079	\$ 101,021	\$ 104,052	\$ 107,174	\$ 110,389	\$ 113,700	\$ 117,111	\$ 120,625	\$ 124,244	\$ 127,971
21	2.45 Collection Services			\$ 42,578	\$ 43,855	\$ 45,171	\$ 46,526	\$ 47,922	\$ 49,360	\$ 50,840	\$ 52,366	\$ 53,937	\$ 55,555
22	0.925 Information Services			\$ 18,412	\$ 18,964	\$ 19,533	\$ 20,119	\$ 20,723	\$ 21,345	\$ 21,985	\$ 22,644	\$ 23,324	\$ 24,023
23	0.4 Gorgelink			\$ 58,015	\$ 59,755	\$ 61,548	\$ 63,395	\$ 65,296	\$ 67,255	\$ 69,273	\$ 71,351	\$ 73,492	\$ 75,696
24	1.0 Youth Services			\$ 9,206	\$ 9,482	\$ 9,767	\$ 10,060	\$ 10,361	\$ 10,672	\$ 10,992	\$ 11,322	\$ 11,662	\$ 12,012
25	0.2 Adult Services												
27	OPERATIONS			\$ 116,194	\$ 122,004	\$ 128,104	\$ 134,509	\$ 141,235	\$ 148,296	\$ 155,711	\$ 163,497	\$ 171,671	\$ 180,255
28	The Dalles Operations			\$ 4,500	\$ 4,725	\$ 4,961	\$ 5,209	\$ 5,470	\$ 5,743	\$ 6,030	\$ 6,332	\$ 6,649	\$ 6,981
29	Maupin Operations			\$ 4,500	\$ 4,725	\$ 4,961	\$ 5,209	\$ 5,470	\$ 5,743	\$ 6,030	\$ 6,332	\$ 6,649	\$ 6,981
30	Dufur Operations			\$ 10,000	\$ 10,500	\$ 11,025	\$ 11,576	\$ 12,155	\$ 12,763	\$ 13,401	\$ 14,071	\$ 14,775	\$ 15,513
31	District contractual services (e.g. legal/tech/financial)			\$ 4,000	\$ 4,200	\$ 4,410	\$ 4,631	\$ 4,862	\$ 5,105	\$ 5,360	\$ 5,628	\$ 5,910	\$ 6,205
32	District Insurance			\$ 6,000	\$ 6,300	\$ 6,615	\$ 6,946	\$ 7,293	\$ 7,658	\$ 8,041	\$ 8,443	\$ 8,865	\$ 9,308
33	Communications (i.e. postage, telephone)					\$ 17,066	\$ 17,919	\$ 18,815	\$ 19,756	\$ 20,743	\$ 21,781	\$ 22,870	\$ 24,013
34	Gorgelink annual recurring costs			\$ 4,680	\$ 4,914	\$ 5,160	\$ 5,418	\$ 5,689	\$ 5,973	\$ 6,272	\$ 6,585	\$ 6,914	\$ 7,260
35	Delivery			\$ 4,500	\$ 4,725	\$ 4,961	\$ 5,209	\$ 5,470	\$ 5,743	\$ 6,030	\$ 6,332	\$ 6,649	\$ 6,981
36	Computer station supplies/service			\$ 4,000	\$ 4,200	\$ 4,410	\$ 4,631	\$ 4,862	\$ 5,105	\$ 5,360	\$ 5,628	\$ 5,910	\$ 6,205
37	Training and travel			\$ 4,000	\$ 4,200	\$ 4,410	\$ 4,631	\$ 4,862	\$ 5,105	\$ 5,360	\$ 5,628	\$ 5,910	\$ 6,205
38	Library materials processing supplies			\$ 23,180									
39	SUBTOTAL (personnel/operations)			\$ 725,877	\$ 750,901	\$ 793,903	\$ 821,642	\$ 850,409	\$ 880,245	\$ 911,192	\$ 943,295	\$ 976,599	\$ 1,011,152
40	LIBRARY COLLECTION			\$ 92,186	\$ 105,126	\$ 111,146	\$ 115,030	\$ 119,057	\$ 123,234	\$ 127,567	\$ 132,061	\$ 136,724	\$ 141,561
41	CAPITAL OUTLAY			\$ 21,916									
42	SUBTOTAL			\$ 839,979	\$ 856,027	\$ 905,050	\$ 936,672	\$ 969,466	\$ 1,003,479	\$ 1,038,759	\$ 1,075,356	\$ 1,113,322	\$ 1,152,713
43	RESERVES				\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000
44	GRAND TOTAL			\$ 839,979	\$ 906,027	\$ 955,050	\$ 986,672	\$ 1,019,466	\$ 1,053,479	\$ 1,088,759	\$ 1,125,356	\$ 1,163,322	\$ 1,202,713

Wasco County Library District Assessed Valuation Revenue Estimates

Rate per/1000	\$0.35	\$0.40	\$0.50	\$0.55	\$0.60	\$0.65	\$0.70	\$0.75	\$0.80	\$0.85	
Population	23791										
TAV(in thousands)											
2005-06	\$ 1,359,522										
yield @100 percent	\$ 475,833	\$ 543,809	\$ 679,761	\$ 747,737	\$ 815,713	\$ 883,690	\$ 951,666	\$ 1,019,642	\$ 1,087,618	\$ 1,155,594	
per capita 2005-06	20.00	22.86	28.57	31.43	34.29	37.14	40.00	42.86	\$45.72	\$48.57	
100% 2006-07	\$ 490,108	\$ 560,123	\$ 700,154	\$ 770,169	\$ 840,185	\$ 910,200	\$ 980,216	\$ 1,050,231	\$ 1,120,246	\$ 1,190,262	
2007-08	\$ 504,811	\$ 576,927	\$ 721,159	\$ 793,274	\$ 865,390	\$ 937,506	\$ 1,009,622	\$ 1,081,738	\$ 1,153,854	\$ 1,225,970	
2008-09	\$ 519,955	\$ 594,235	\$ 742,793	\$ 817,073	\$ 891,352	\$ 965,631	\$ 1,039,911	\$ 1,114,190	\$ 1,188,469	\$ 1,225,970	
95% 2006-07	\$ 465,602	\$ 532,117	\$ 665,146	\$ 731,661	\$ 798,176	\$ 864,690	931,205	\$ 997,719	\$ 1,064,234	\$ 1,130,749	
2007-08	\$ 479,570	\$ 548,081	\$ 685,101	\$ 753,611	\$ 822,121	\$ 890,631	\$ 959,141	\$ 1,027,651	\$ 1,096,161	\$ 1,164,671	
2008-09	\$ 493,958	\$ 564,523	\$ 705,654	\$ 776,219	\$ 846,784	\$ 917,350	\$ 987,915	\$ 1,058,481	\$ 1,129,046	\$ 1,164,671	

Notes

TAV is taxable assessed valuation

3.0 percent annual increase assumed in net assessed valuation

Code areas backed-out of TAV for Jefferson County Library District

\$	1,382,497,285	Wasco Co TAV	
\$	17,582,512	less Jefferson Co TAV in Wasco Co	
\$	21,347,462	less the City of Mosier	\$ 11,429
\$	1,359,522,351	Total TAV estimated for Wasco County Library District	

Maupin-South Wasco County Proposed School-Public Library Facility
Prepared by Dallas Young Shaffer, Library Consultant
November 2005

Methodology

The purpose of this report is to provide guidance for a planning process to build a school/community public library in Maupin. It is based on a visit to Maupin October 5 and interviews with Mayor Denny Ross, Superintendent of Schools Dennis Hickey, Library Board Chair Becky Roberts, and library consultant Ruth Metz.

Current Situation

Maupin has three library facilities: elementary and high school libraries and a public library. None of them are adequate to meet current and projected needs. The City of Maupin and the South Wasco School District Number 1 are interested in combining forces to build a joint public/school library on the school campus. An excellent site overlooking the Deschutes River exists. This is a wonderful opportunity to improve library facilities in Southern Wasco County. Maupin has a library service population of 747 and is the regional center for southern Wasco County, with a service area of approximately 4,000 to 5,000 people.

Description of the current facilities:

	Collection Size	Registered Borrowers	Square Feet
Public	7,000	263	1,830
Elementary	9,000	256 students	1,100
High School	7,000	K-12	916
Total	23,000		3,846

All the libraries are crowded with limited seating, especially the public library, which has almost no seating space. There is no meeting room for storytimes or other library and public programs or meetings. The public library has an interesting and quite extensive historical collection including photographs.

Facility Size Projection

The preliminary estimate for the Maupin library is 4,700 square feet. This space projection is based on industry wide accepted square footage needs for housing collections, seating, meeting room space and so forth. Caution: this is only a preliminary estimate. A more detailed plan with substantial involvement from the user communities will be needed to develop a more specific facility size projection.

	Number	Square Feet
Collection	23,000	1,500
Seating	35 seats	900
Computers	6 workstations	200
Meeting Room	Seating for 60	900
Other*		1,200
Total		4,700

*Staff desks, workroom and storage spaces, utility closets, restrooms, etc.

Preliminary Cost Estimate

The preliminary cost estimate to construct a 4,700 square foot facility within the next few years is \$1,160,000. This estimate is based on 2005 costs incurred in Jackson County for a small, fairly remote facility. It may be conservative, i.e., too high; more exact cost estimating must be done as part of the planning process. Please remember, this is only a very preliminary estimate. The building will need to meet state school construction codes.

Site Preparation	\$200,000
Construction @ \$170/sq.ft.	800,000
Other – Architect Fees, Permits, etc	80,000
Fixtures, Furniture and Equipment	80,000
Total	\$1,160,000

Major Steps in the Process

1. Form Project Management Committee with representatives of City, School District and County Library
2. Needs Assessment – written outline of community needs based on interviews, focus groups, other community input
3. Building Program – written document describing the spaces and functions for each part of the library for use with an architect
4. Agreements on Funding and Operating Procedures between County District Library, City and School District – written document outlining agreements between the three entities
5. Preparation of Architect Request for Proposal
6. Selection of Architect – through interview process
7. Preparation of Conceptual Design – first architectural phase
8. Preparation of Schematic Design – more detailed design for building,
9. Preparation of Construction Drawings – detailed instructions for construction firm
10. Preparation of Construction Request for Proposal – by architect and management committee
11. Construction – includes site preparation as well as construction

12. Opening and Dedication – the grand celebration!

It is recommended that Steps 2 through 6 be done with the assistance of a library building consultant. The cost for a consultant would depend on the level of involvement and the time spent on these steps. An investment, especially in Steps 2-4, might prove to be crucial in convincing private funders of the value of this project. A very preliminary cost estimate is \$15,000-\$20,000.

Sources of Funding

Federal funds for libraries distributed through the Oregon State Library exclude facility construction. Public funding is probably limited to local funds. There are, however, several foundations in the Northwest that have helped other libraries construct facilities.

Ford Family Foundation, www.tfff.org, 541.957.5574, 1600 NW Stewart Parkway, Roseburg, OR 97490. Mission: To help individuals through organized learning opportunities to be contributing and successful citizens, and to enhance the vitality of rural communities.

M.J.Murdoch Charitable Trust, www.murdock-trust.org, 503.285.4086, P.O. Box 1615, Vancouver, WA 98668. Mission: enrich the quality of life in the Pacific Northwest by providing grants to organizations that seek to strengthen the region's educational and cultural base in creative and sustainable ways. A brief review of the website showed capital projects, but no libraries. Worth an inquiry.

Meyer Memorial Trust, www.mmt.org, 503.228.5512, 425 NW 10th Avenue, Suite 400, Portland, OR 97201. Mission: invest in people, ideas and efforts that deliver significant social benefit to Oregon and Southwest Washington.

Oregon Community Foundation, www.ocf1.org, 503.227.6846, 1221 SW Yamhill, Suite 100, Portland, OR 97205. Manages a variety of funds. See Capital Projects under Community Grants.

Paul G. Allen Charitable Foundation, www.paulallen.com/foundations/charitable, 4255.453.1940, 110 110th Avenue N.E., Suite 550, Bellevue, WA 98004. Supports arts, cultural events, and community development in the Puget Sound, Washington and the Pacific Northwest.

Issues to Consider

A joint public-school library brings types of libraries with related, but slightly different missions together. Therefore it is wise to explore and reach agreement on policy issues as part of the planning process. The Dufur School-Public Library is a model to which the Maupin community may look. There is no one correct way to handle these matters. I have included the proposed County District Library in these considerations. The consultant's recommendations or considerations appear in parentheses.

Some of the policy issues to be considered:

- Will members of the public be allowed to use the library during school hours

(I recommend that it benefits both the students and the public to allow multiple uses during school hours – the library space should be planned to accommodate this)

- Staffing: who hires, supervises and terminates if necessary

(I recommend that the County District Library be responsible for this; funding help would be needed from the School District. The Dufur Library provides an alternative model with the school being the primary employer and the city supplementing with additional hours – this means two bosses for the employees)

- Are there priorities for use of the meeting room

(school versus public use – this is not a major issue, but can lead to conflict if not defined clearly)

- Will users be limited in what materials they can use or checkout, e.g. public can not borrow school items or students limited in what they can borrow

(I recommend that all library card holders, students and the public, be allowed to check out all materials)

- Selection policy – public libraries traditionally try to meet a wide variety of needs and interests in the community and the collection may contain materials a school library would not

(I recommend that the School System Board adopt the County District Library's selection policy)

- Which entity will buy which items

(Process needs to be established)

- How will any conflicts or complaints be handled

(Set up a procedure in advance to handle disagreements)

- Who will set policies regarding open hours, during the school year and during school vacations

(Establish in advance; provide mechanism for adjustments)

- What will be the roles of the County District Library, the City and the School District

(Defined in the operating agreements)

- How will costs be allocated and shared

(Should be developed in advance; perhaps a written formula.)

- What are potential safety and security issues and how will they be handled

(for instance, how will disruptive patrons be handled, will the building be available for other groups when the library is closed)

Several documents from the Soledad California Public School Library, where the consultant formerly worked can be emailed by the consultant to the City, County Library and School District on request.

**Recommendations Regarding Wasco County Libraries
and
Technology Cost Estimates for Participation in a
County-Wide Library District**

Prepared by Joseph B. Ford, Joseph Ford and Associates, Inc.

The consultant preparing this document visited libraries in Maupin, Dufur, and The Dalles, as well as participating in a meeting of the Directors of The Dalles Public Library, Hood River Public Library, GorgeLINK Coordinator, and Ruth Metz, consultant on the Wasco County Library District formation study. All on-site activity took place on December 7 and 8, 2005.

The consultant preparing this document sees three major benefits to libraries affiliating themselves with a Wasco County Library District, as follows.

1. *Materials*: The libraries and library stations would have access to the library materials held in the Hood River County Library system as well as other libraries in Hood River County, The Dalles and other libraries in Wasco County, Sherman County, and to the other as-yet unaffiliated libraries in Wasco County.
2. *Access*: The methods of access would employ familiar WWW interfaces, and would be available from any library, home, school, or place of business. The access would include the right of a patron to place a request to borrow any circulating piece of material held in any library.
3. *Delivery*: A service is available to ensure materials arrive at end-users' library locations of choice.

The information technology mechanism that makes all of these benefits possible is the Integrated Library System (ILS) operated by the GorgeLINK consortium. The GorgeLINK organization operates a modern, World Wide Web and Internet-enabled (ILS), and the combination of GorgeLink services and the Wasco County Library District's services would create a powerful multi-county virtual library system.

Such regional systems have emerged in the last five to eight years as ubiquitous high-speed Internet networking and low-cost computer servers have made it increasingly possible to share catalogs, library materials, and high-speed network access, at affordable costs for the technology and networking components.

Based on a reading of the documents available, and site visits and discussions with staff and personnel in Maupin, Dufur, The Dalles, Hood River, and GorgeLINK, I make the following recommendations for library technology services once a Wasco County Library District is formed:

1. Affiliate each library with GorgeLINK as the Wasco County Library District's source of ILS services within the District. Libraries joining the Wasco County Library District and participating as full members in GorgeLINK would need to convert and/ or load existing

bibliographic and patron data into the GorgeLINK system. The Dalles Library is already a full member of GorgeLINK.

2. In the first year, involve all new participating libraries as affiliate members, whether they have a library collection or machine-readable catalogs or not. The first year of operation will provide much of the benefits of access and delivery and permit time for the individual libraries with collections and catalogs to develop methods for contributing their holdings to the GorgeLINK merged catalog. A one-year startup period will also provide the time planned by GorgeLINK to install a major new upgrade to its ILS, reducing overall costs for new participating libraries.

Estimated Costs

Based on GorgeLINK documents and expenses routinely associated with library information technology and vendor costs for network access services, I estimate that the costs shown in Tables 1 through 3.

Two levels of service are available. These are associate membership, for library stations, for example, that do not contribute holdings or locations that do not have a fully machine-readable catalog available for loading into the GorgeLINK system, and full membership for a separate library whose materials and catalog of those materials are merged into GorgeLINK, as part of the Wasco County Library District.

For several locations, including Shaniko, Tygh Valley, and Mosier, it is possible that associate membership will be a permanent status. If those locations were to create collections and full machine-readable catalogs, they could become full members. For Dufur and Maupin, the cost tables show an initial year of associate membership, followed by full membership.

Table 1: Cost Estimates for Each Individual Library (as Associate Members)¹

Item	Description	Unit Cost	Total Cost Year One	Annual Recurring Cost, Yr Two
1.	Associate membership in GorgeLINK ²	\$1,500	\$1,500	0
2.	DSL installation & equipment	\$125	\$125	0
3.	DSL monthly data services	\$40	0	\$480
4.	PC workstation	\$750	\$750	0
5.	Contingency @ 15%		\$ 356	\$ 72
Totals			\$2,731	\$ 552

¹ Cost estimates include services that may already be in place. For example, DSL network links are already operating in Maupin, and Dufur already has an Internet access in place as well. The locations paying the costs shown in table 1 are Shaniko, Tygh Valley, and Mosier, unless those locations develop collections and standards-based machine-readable catalogs

² Based on an associate membership rate of 1.5 percent of annual operating budget, estimated for 2006-2007 at \$98,455.

Table 2: Cost Estimates for Dufur (First, Second, and Succeeding Years)

Item	Description	Total Cost Year One	Total Cost Year Two	Annual Recurring Cost
1.	Associate membership in GorgeLINK	\$1,500		
2.	Full membership in GorgeLINK ³	0	\$6,540	\$6,540
3.	DSL installation & equipment	\$125	0	0
4.	DSL monthly data services	\$480	\$480	\$480
5.	PC workstations (2)	\$1,000	0	0
6.	Initial data load into GorgeLINK ⁴	0	\$1,500	0
7.	ILS client workstation software	0	\$1,000	\$1,000
8.	Contingency @ 15%	\$ 466	\$1,428	\$1,203
Totals		\$3,571	\$10,948	\$9,223

Table 3: Cost Estimates for Maupin (First, Second, and Succeeding Years)

Item	Description	Total Cost Year One	Total Cost Year Two	Annual Recurring Cost
1.	Associate membership in GorgeLINK	\$1,500		
2.	Full membership in GorgeLINK ⁵	0	\$3,000	\$3,000
3.	DSL installation & equipment	\$125	0	0
4.	DSL monthly data services	\$480	\$480	\$480
5.	PC workstations (2)	\$1,000	0	0
6.	Initial data load into GorgeLINK ⁶	0	\$1,500	0
7.	ILS client workstation software	0	\$1,000	\$1,000
8.	Contingency @ 15%	\$ 466	\$ 897	\$ 672
Totals		\$3,571	\$6,877	\$5,152

³ Based on the 2006–2007 proposed budget and membership assessment rates.

⁴ Based on Dufur’s machine-readable catalog being available, and thus there is no need to perform “retrospective conversion.” Dufur’s records should be capable of being loaded directly into GorgeLINK.

⁵ Based on the 2006–2007 proposed budget and membership assessment rates.

⁶ Based on a probable need to perform “retrospective conversion” of Maupin catalog records, to ensure they meet national standards for machine-readable catalog records.

MEMORANDUM

TO: Ruth Metz

FROM: Thomas Sponsler

SUBJECT: Wasco County Library Service District Legal Issues

DATE: September 13, 2005

What is a county library service district?

In addition to cities and counties, Oregon law authorizes many kinds of special districts. Special districts must be formed in compliance with legal requirements and then may exercise the specific legal authority granted by state statutes. ORS chapter 451 authorizes a county court to establish a service district to provide library services.¹ Service districts are granted specific powers,² and may be authorized by voters to collect property taxes to operate libraries.³

The county court is the governing body of a county service district.⁴ The county court also has authority to create a public library under state law.⁵ If the county court acts under this statute, it must give written notice to the State Library.⁶ A county library service district may exercise the powers granted public libraries under ORS 357.410. Public libraries include city and county libraries, and library districts as well as county library service districts. Public library powers include authority to establish, equip and maintain a public library⁷, and levy and collect general property taxes to provide a library fund to maintain such library.⁸

A public library must be governed by a library board, unless otherwise specified in the formation document.⁹ The county court may appoint a library board of at least five but no more than 15 members. After the initial terms, each member term is for four years and commences on July 1 of the year of appointment. The library board elects its chair and the librarian services as the board secretary.¹⁰

¹ ORS 451.010(1)(k)

² ORS 451.550

³ ORS 451.547

⁴ ORS 451.485

⁵ ORS 357.417(1)(c)

⁶ ORS 357.435; The State Library must provide comments within 30 days, but the comments are not binding and failure to comment does not cause delay.

⁷ ORS 357.410(1)

⁸ ORS 357.410(6)

⁹ ORS 357.465

¹⁰ ORS 357.470

In the formation document, the county court determines the authority of the library board.¹¹ This authority may include responsibility for:

- a. appointment of librarian and staff, and personnel matters,
- b. library governance rules,
- c. budget preparation and request,
- d. approval or delegation of expenditures from the library fund,
- e. acceptance and use of real or personal property, or donated funds
- f. selection of library sites,
- g. entering contracts, and
- h. other activities assigned by county court.

To create a county service district, a county court must conduct formation proceedings in compliance with the requirements specified in ORS 198.705 to 198.955.¹² In addition to those requirements, a county order initiating formation of a library service district, and the final order in the district formation must each refer to county authority to provide library services under ORS 451.010(1)(k).¹³

What is required to create a library district under the ORS 198?

Under ORS Chapter 198, there are two methods for creating a district, petition and order. All county actions required or authorized for the creation of the county library service district under ORS 198 would be taken by the Wasco County Court (County).¹⁴

Either an initiative petition or the County Court order may start the formation of a library service district.¹⁵ A general flowchart for creating a library district under ORS 198 is attached.

Initiation Order

A library service district may be initiated by a County Court order.¹⁶ The order must be accompanied by a certified copy of a city council resolution for any city within the territory of the proposed district.¹⁷

The initial order must state the intention of the County Court to initiate the formation of a library service district, the name and boundaries of the proposed district, and the date, time and place of a public hearing on the proposal.¹⁸ The County Court needs information about the specific needs for the proposed district. This includes documentation of economic feasibility, alternative library services and permanent tax rates.

¹¹ ORS 357.490

¹² ORS 451.435(1)

¹³ ORS 451.453(3) and (4)

¹⁴ ORS 198.725

¹⁵ ORS 198.800; ORS 198.845

¹⁶ ORS 198.835

¹⁷ ORS 198.835(3)

¹⁸ ORS 198.835(1)

The hearing must be held not less than 30 days nor more than 50 days after the date of the initiation order.¹⁹ The County Court must give notice of the hearing by posting in at least three public places and publication by two insertions in a newspaper of general circulation within the county.²⁰ At the hearing the County Court must hear evidence in accordance with criteria in ORS 199.462,²¹ and if the area could be benefited by formation of the district.²²

Approval Order

If the County Court approves the formation of the district, it must enter an order so declaring. The order must state the name of the district and its boundaries. The territory of a city may be added to the district if a certified copy of a city council resolution of approval is filed with the County Court. The order must also fix a place, and a time not less than 20 nor more than 50 days after the date of the order, for a final hearing on the order. The Court must give notice of the hearing by publication.²³

Election Order

If a permanent rate limit for operating taxes for the proposed district is approved by the County Court, an election on the question of forming the district must be held.²⁴ The County Court must provide by order for holding an election to submit to voters. Notice must be given by two newspaper insertions.²⁵ The election must be held on the date of the next primary or general election for which the filing deadline can be met.²⁶

The ballot title must clearly state that a single question is being proposed which is “(A) whether the proposed district shall be formed, and (B) whether the permanent rate limit specified in the ballot title shall be adopted as the maximum rate of operating taxes for that district.”²⁷

The deadline for filing materials for the county voters’ pamphlet must be filed with the County Clerk by 5 PM on the deadline for filing a notice of measure election.²⁸

Formation Order

A double majority is required for passage if the election occurs at a primary election.²⁹ A double majority means the approval of a majority of voters and participation of at least fifty percent of the registered voters.³⁰

¹⁹ ORS 198.800(1)(b)

²⁰ ORS 198.800(2)

²¹ “. . . consider local comprehensive planning for the area, economic, demographic and sociological trends and projections pertinent to the proposal. . . “

²² ORS 198.805(1)

²³ ORS 198.810(1)

²⁴ ORS 198.810(3)(a)

²⁵ ORS 198.815(1)

²⁶ ORS 198.815(2); Under ORS 255.345(1) the primary election is the third Tuesday in May and the general election is the first Tuesday after the first Monday in November.

²⁷ ORS 198.815(4)(a)

²⁸ ORS 251.325; OAR 165-022-0010(2)(f)

²⁹ ORS 198.815(5)

³⁰ *Id*

If voters approve, the County Court would issue an order creating the library district within 30 days of the election.³¹

What are constraints on property tax revenues?

A library district would compete for property tax levy money with other non-school governments. Oregon's Constitution limits a non-school government's ability to levy taxes. The constitution requires all non-school governments with levy authority to share a maximum of \$10.00 per \$1,000.00 of each unit of property's real market value.³² County, city, fire district and other special district taxing authority over a parcel of property may total a large portion of the \$10.00 limit. All permanent tax rate authority has priority over local option rate authority.

The constitutional limit can cause a proportional "compression" of all co-existing non-school governments' statutory levy authority for a parcel of property. The total of all permanent rates and all local option rates levied against a property parcel is calculated. If the total is less than the \$10.00 per \$1,000.00 cap, then all taxes are collected. If the sum is more than \$10.00 per \$1,000.00, then all local option levies are reduced proportionally to get under the cap.

Information obtained from the Wasco County Assessor suggests that there is "room under the cap" for the range of permanent property tax rates being considered for the proposed library district. This means that the total permanent tax rates against parcels of property will not equal or be greater than \$10.00.

³¹ ORS 198.820(1)

³² Or. Const., Art. XI, Sec.11(11)(b).