

WEBER COUNTY LIBRARY

BOARD OF TRUSTEES

MINUTES

Date: May 7, 2019

Board Members

In Attendance: Diana Allison
Jim Harvey
Judith Jones
Kathleen Jensen
Spencer Stokes

Board Members

Excused: Cynthia Mattson
Reed Spencer

Others in

Attendance: Lynnda Wangsgard, Library Director
Phoebe Carter, Assistant Library Director
Julia Valle, Business Office Manager
Bryan Baron, Deputy County Attorney
Evelyn Bertilson, Friends of the Library

Allison called the meeting to order at 5 p.m. and welcomed those in attendance.

Public Comments:

There were no public comments.

Approval of April 2, 2019 Meeting Minutes:

Allison asked if there were recommended additions, deletions, or corrections to the April 2, 2019 meeting minutes. Bertilson noted a word, "the," needed to be eliminated in the paragraph reporting her comments on the Friends of the Library Gala. Stokes moved approval of the minutes with Bertilson's recommended change. Jones seconded the motion. All voted their approval.

Commissioner's Report:

Harvey and Stokes collaborated to report on activities planned for the week of May 10th in celebration of the sesquicentennial anniversary of the joining of the Union Pacific and Central Pacific rails at Promontory Summit, Utah.

Harvey noted he was thrilled that Union Pacific's Big Boy, steam locomotive No. 4014, would roll "through his back yard" Wednesday morning as it rumbles out of Weber Canyon on its way to a four day exhibition at Ogden's Union Station. It was estimated that between 230,000 – 280,000 train fans and history buffs would make the pilgrimage to see the world's largest steam locomotive, weighing in at more than 1,000,000 pounds, run for the first time in decades.

Jones noted that in order to accommodate all these visitors, Wall Avenue will be closed May 10 – 12 from 21st Street to 28th Street, as will 25th Street from Wall Avenue to Washington Boulevard. Hotels from Santaquin to the Idaho border were booked months, sometimes years, in advance.

Stokes said the Big Boy would leave Ogden the following Sunday, carrying passengers on the trip back to its home base in Cheyenne, Wyoming. Union Pacific sold tickets for the return trip, charging \$5,000 for the ride in the dome car. The less well heeled will ride coach for \$3,000. Proceeds will go to the Union Pacific Foundation and the Spike 150 celebration. Stokes reported people from out of the state or country bought 50% of the tickets sold.

Harvey said the sesquicentennial celebration offered him a very sobering opportunity to learn more about the hardships endured by the Chinese and other immigrants who did the backbreaking and dangerous work of building the 2,000-mile line from Omaha to San Francisco.

Stokes recommended seeing the Treasurer's exhibit in the Utah State Capitol, a portion of which illustrates the difference between what Chinese (Asian Immigrants) and Irish (European Immigrants) were paid. Several events during the celebratory week, including a lion dance, will pay homage to the cultural genius and ingenuity of the thousands of Chinese workers behind the Central Pacific's drive from San Francisco to Promontory.

Stokes shared the favorite story of Anne Judah. Anne accompanied her husband, Theodore, as he surveyed and laid out the path over which the railroad could be built. An accomplished illustrator, Anne sketched the flora and fauna along the proposed route and displayed her work in the U. S. Capitol building during Theodore's third, and finally successful, attempt to convince Congress to adopt The Pacific Railway Act. Anne's illustrations are credited with helping change the minds of several members of Congress concerning the viability of the railway. Heretofore, the central portion of the proposed route was thought to be a desolate landscape of little value to a growing nation. The Sierra Nevada Mountains were viewed as impenetrable, although T. Judah succeeded in mapping a route around, over, and through the challenging landscape.

The original copy of The Pacific Railway Act, signed July 1, 1862, by President Lincoln, was also on exhibit at the Utah State Capitol, Stokes said, along with both the silver and gold spikes that have never before been in the same room.

Coincidentally, Stokes noted, the spikes were originally driven on Theodore and Anne's wedding anniversary, although neither of them was on hand at the event. Theodore died of yellow fever during 1863 while crossing the Isthmus of Panama, the most expeditious route from California to Washington, D.C. before the railway was completed. Anne was not invited to the celebration.

Harvey explored facts behind the underground tunnels that provided safe passage for people as well as goods and services to provision the trains at Ogden's Union Station. The celebration offered a chance to learn more about, and take justifiable pride in, our own community, he added.

Harvey recognized and complimented Stokes on his leadership as co-chair of Spike 150, as the sesquicentennial celebration was labeled. The entire statewide celebration was centered on Stokes' energy and vision, Harvey said. "He brought a lifetime of personal experience and professional association to make it work to the benefit of the people of Utah." His effort in working with Congress to redesignate the Golden Spike National Historic Site as the Golden Spike National Historical Park, for example, will be a tremendous boon to Utah's economy.

Stokes gave a nod to several benefactors who provided financial support for the events, including the Eccles Foundation, sponsors of exhibits at the State Capitol, and O. C. Tanner, sponsor of Tanner Gift of Music. In addition, there will be an unveiling of the O. C. Tanner “copper spike,” or the Utah Spike, during the celebration May 10th. The Utah spike is a solid piece of copper from the Rio Tinto mine. It has the two trains that met at Promontory engraved on one side and the transcontinental route on the reverse side. Engraved on the top are the words, “Utah Copper Spike.” It will be tapped into an original Promontory tie by Utah’s Governor, Gary Herbert; the President of the Church of Jesus Christ of Latter Day Saints, Russell M. Nelson; and Lance M. Fritz, Union Pacific President, Chair of the Board, and Chief Executive Officer.

Wangsgard noted Union Station was again hosting their annual Heritage Festival, expanded to three days to celebrate the sesquicentennial. The Library dance troupe, composed of retirees who meet weekly at the Pleasant Valley Branch, will perform Thursday on 25th Street. Library shuttle vans will be pressed back into service to facilitate transporting people from the Branch to central Ogden. Saturday, Library employees will set up a booth on 25th Street to meet and greet the public, as well as promote a special exhibit of railroad history at the Main Library, including books presented by Union Pacific during the centennial celebration for inclusion in Special Collections. The new Blue Sky sculpture will anchor the festivities on the east end of 25th Street.



Harvey concluded his report by saying Commissioners were working harmoniously on the issues surrounding the future of the Library budget and the Municipal Services Fund, attempting to figure out options for funding. One idea, setting aside savings from the Capital Projects Fund for a future branch in northwestern Weber County, had been nixed by bond counsel who reported it was not within the original scope of the bond sales and, therefore, was not a viable option.

Director’s Report:

Wangsgard noted all budget revenue and expense line items were within expected parameters. The output measure report was being revised to include items the State of Utah was now requiring on the annual report of library operations from all public libraries. Once the additional items are factored into the reporting spreadsheet, it will be ready for presentation to the Board.

The Utah State Legislature charged the State Library with ensuring all libraries receiving State funding are in compliance with Section 9-7-215 and 9-7-216, Utah Code Annotated. The law requires that public Internet access be monitored by a device that restricts viewing or downloading of illegal materials. Weber County Library will receive \$34,100 in State funds during 2019 and, therefore, must comply. The monitoring service utilized in Weber County is provided by the Utah Education Network. Review of the Library Board’s Internet Access policy must take place during the June Board meeting.

Carter reported on summer literacy programs and activities, including:

- Summer Reading Clubs for both children and teens;
- America Reads summer tutoring; and
- Weber Reads in the parks.

Up to 10,000 children were expected to participate in summer reading activities, loosely focused around the topic of “space,” and hosted at each of the County’s five libraries. Summer reading events vary by location but include arts & crafts, movement and dance, reading and writing, and special guest presenters.

Twenty-five foster grandparents will engage in America Reads tutoring sessions at the Main Library, meeting weekly with between 350 and 400 students who are reading below grade level. Participation is often a family event with parents and grandparents bringing all the children in their care to the library to get books on “reading day.” A “graduation” celebration is held during August.

Weber Reads will kickoff in June at four Ogden City parks: Monroe, Lester, JC, and Lorin Farr. The park programs will include stories, movement activities, and arts and crafts. Every young participant will receive a coloring book based on the Weber Reads theme and their own box of crayons.

Weber Reads in the Parks is held in conjunction with the Ogden City School’s lunch in the parks program. The 2019-20 Weber Reads theme is focused on the study of water: water’s unique physical properties, the water cycle, conservation, and issues of water rights in the western U.S. in general, and Utah in particular. Packets containing K-12 lesson plans and age appropriate books for school libraries were being prepared for distribution to all schools in the County during August.

Capital Improvement Projects:

Wangsgard reported the contract with Saunders Construction had been processed and the official notice to proceed sent, authorizing the general contractor to begin work on site and utility improvements at Ogden Valley Branch. The contract called for the work to be completed in 90 days or less.

As the result of a review of general obligation bond (GOB) funding still available, Wangsgard was invited by John Bond, Weber County Treasurer, to make a presentation to County Commissioners, the County Auditor and Comptroller, and the Board’s Legal Counsel, requesting the allocation of surplus funding to be used for capital projects at Ogden Valley Branch. The meeting was held in the Commission conference room on April 22nd.

Justification for Wangsgard’s presentation was predicated on a review of changes in scope required during planning for the Library Board’s five-year capital plan that resulted in an initial 20% cut in funding and the subsequent disregard for several upgrades needed at the Ogden Valley Branch.

During 2012, Library administrators, along with representatives from Prescott Muir Architects (PMA) and EDA Architects, were tasked by the Library Board with projecting costs for a five-year capital plan. The capital plan was based on recommendations made by architects and engineers (Blaylock and Partners) who conducted a six-month feasibility study of the Main Library. The cost for completing the capital plan was estimated at more than \$60,000,000.

R&O Construction and Wadman Corporation were retained to work with PMA, EDA, and the Library group to refine the scope and reduce cost estimates to a little more than \$49,000,000. It was decided that approximately 10% of this estimated cost, or \$5,000,000, should be held in a contingency fund to accommodate issues that might surface during the Main Library and North Branch renovations. Restorations and renovations of this type are notorious for uncovering unforeseen issues that can increase costs.

Before authorizing the Library Board to proceed with a public vote on whether to issue GOB, Commissioners eliminated the entire \$5,000,000 contingency fund. Officials also required the Board to absorb the cost of hiring the required bond counsel and selling the bonds as well as the cost of holding the election, all of which totaled over \$1,000,000. This loss of \$6,000,000 (\$5,000,000 in contingency + \$1,000,000 in election and bond costs = \$6,000,000) after more than \$10,000,000 had already been “value engineered” out of the projects, was problematic.

The Board moved forward. With the help of a savvy education campaign conducted by Friends of the Library, a successful bond election was held on June 25, 2013. The Board pressed on, using the Library fund balance to pay bills since the first sale of \$35,000,000 in bonds did not take place until December 5, 2013. Selling bonds is a complicated procedure and the County finance team did a stellar job, but it took time. Then, Commissioners voiced their lack of support for the future sale of the remaining \$10,000,000 in bonds.

Under these trying circumstances, work on the five-year plan was moved to the “fast track” in order to take advantage of a favorable construction climate. Costs would inevitably increase as the economy moved out of the Great Recession. Work proceeded so quickly that the entire Ogden Valley Branch project was completed before the end of 2013 and the Southwest Branch/ Headquarters Library was designed, construction documents completed, and the project put out to bid during January 2014. The scope of these first two projects was reigned in to help make up for cuts in funding. The Board had to ensure there would be enough money to address the more complicated building renovations of the Main Library and North Branch that were scheduled to follow during 2015-18.

Wangsgard reminded officials during their April 22, 2019, meeting that the umbrella goal of the capital plan was to bring all of the County’s libraries up to the standard set by the Pleasant Valley Branch. Because the Ogden Valley Branch project went first, enhancements were limited to parking, storm water management, and some utility upgrades, limited mostly to moving a pole. The inadequate 1990s electrical and data infrastructure, worn carpet, unfinished landscaping, and other issues were not addressed.

Discussion items during the April 22, 2019, meeting with County officials included improvements to the unlandscaped property on the west side of the Library. Fencing the property to protect the new field drain system as well as planting a drought tolerant buffalo grass and some trees and shrubs were included in the scope of work. Commissioner Froerer asked if a pergola or bowery was being considered. Would there be a place for outdoor children’s education activities or a place where someone could sit and enjoy a book, he asked.

At this point in time, Wangsgard noted, a structure was not being contemplated.

In addition to the landscaping enhancements, Wangsgard presented a request for funding a small server room, complete with data, electrical, and HVAC upgrades to bring the Ogden Valley Branch technology infrastructure up to a modern standard. Designed during 1993, the technology infrastructure is CAT3/VG (voice grade) wiring. Servers were installed later and were being housed on shelving placed in front of breaker boxes in an electrical room. This arrangement is not code compliant and fire inspectors had insisted the equipment be moved out of the area to allow safe access to the electrical panels. However, there was no place to move this antiquated, yet vital, infrastructure.

Installation of a gas-fired heater in the garage to allow storage of products year-round; replacement of the circulation counter worn smooth by the 4,000,000 items that have passed over it during the past 24 years; new floor coverings; and painting the branch exterior metal finishes were among the major Ogden Valley Branch improvements presented. Sealcoating of the Ogden Valley Branch and Southwest Branch parking areas were also on the discussion list.

During the April 22, 2019, meeting, elected officials discussed the rationale behind using the capital plan savings to complete those items on Wangsgard's capital improvement list, rather than shoe-horning them into the operating budget over the course of the next few years. Most of the items on the list were already forecast and scheduled on the five-year capital improvement plan submitted with the 2019 operating budget. Authorizing use of the general obligation bond savings could forestall an inevitable need to increase taxes for operational expenses over the next couple of years.

Wangsgard provided Commissioners with rudimentary cost estimates for the materials needed to complete the proposed improvements. The estimate totaled \$378,557 and did not include design fees, engineering reviews and stamps, contractor general conditions, or overhead, and profit. Nor did it include an outdoor structure. Commissioners invited Wangsgard to make her case during the April 30, 2019, Commission meeting to be held at the Ogden Valley Branch.

On April 30, Commissioners walked the site before the public meeting to envision possible use of the property to the west of the Branch, expressing surprise at how much space was available for enhanced services. Wangsgard pointed out the dire state of the soil that was composed primarily of road base and salt that had been stockpiled on the site, first by the State of Utah and later by Huntsville Town, both of which used the land as a public works area before it was acquired by the Library.

Jensen accompanied Wangsgard to the lectern where the projects and rationale for the building upgrades were presented in the public Commission meeting. Upon conclusion of the presentation, Commissioners Froerer and Jenkins voted approval of up to \$450,000 for the projects outlined. Commissioner Harvey was out of town.

The following week, after the conclusion of County Department Head meeting on May 7, Wangsgard presented Commissioners with a brochure developed several years earlier, proposing the Ogden Valley branch be promoted as a retreat center. The idea had legs when first conceived and was the site of several private, governmental, and not-for-profit gatherings, but then the septic system failed and further implementation of the plan had to be forestalled.

Wangsgard told Commissioners the concept of a bowery was a welcome addition to the programming and educational offerings of the Library and would greatly enhance the concept of a retreat center. She expressed a desire to proceed with the design and costing of a

bowery, but noted construction would require that she come back to them for funding if it were to be built. The \$450,000 approved during the public meeting would need to be stretched to the limits just to cover upgrades needed to maintain current operations. Commissioners gave permission to at least proceed with the design and cost estimates for a bowery. If built, Wangsgard reiterated, the bowery would have to be put out for bid and additional funding allocated. Time was in short supply.

Baron explained the Board's improvements would need to align with a County ordinance that addresses amendments to existing contracts. To comply, the work had to be within the scope of the original contract. Baron had identified several projects on the proposed capital improvement list that could be carried out as change orders by Saunders Construction under their current site and utilities contract. Wangsgard had identified additional projects that could be handled by Library employees. Designing and constructing a bowery, however, would require the services of both an architect and a general contractor. Consultants, including civil, structural, and electrical engineers, would need to produce and place stamps on a plan before a building permit could be issued.

Wangsgard emphasized that the most daunting challenge to completing these proposed upgrades, however, was an IRS regulation that required all general obligation bond funding be spent within three years of the date the bonds are issued: September 1, 2019 in the Library's case.

The John Bond, Weber County Treasurer, will need to have all the expenses paid by August 15 in order to allow time to place the remaining funds in a special account to be overseen by bond officials until 2026, when the money can be used to help retire the first draw on the bonds. Because of the time it takes to process payments, all the invoices need to be presented by August 1, allowing time for them to be processed, checks produced, mailed, and cashed by August 15.

Wangsgard had prepared a request for proposals (RFP) to see if a contractor would respond to an invitation to build the bowery under this time constraint. Responses were due May 24.

Prescott Muir Architects (PMA), the design firm of record for Ogden Valley Branch, also oversaw the design and construction of the street parking expansion at the Branch and the completion of the new Southwest Branch/Headquarters Library. Subsequently, they were engaged to produce the drawings for the site and utility upgrade and oversee installation of the new septic system. PMA will design the bowery and, if approved, oversee it being sandwiched in among the other enhancements for which they are already taking responsibility, including design of the server room, upgrading the circulation desk, and various electrical and data upgrades.

Stokes asked if the proposed capital project additions as outlined would draw down all the money.

Wangsgard said it would not.

Stokes asked how much funding was available.

Wangsgard replied that the report she presented to the County Finance Committee projected an overall surplus of \$3,000,000; \$1,800,000 of which, because of unique circumstances, was never budgeted by the Library.

Wangsgard explained funding was not budgeted because Commissioners repeatedly indicated they may not approve selling the remaining bonds; or if they did authorize the sale, it would be

substantially less than the additional \$10,000,000 approved by public vote. As a result, the Library group kept cutting away at the scope, trying to ensure there was funding available to complete all four projects. By the time Commissioners decided to sell all the bonds, it was too late to add back most of those items engineered out of the plan. The bonds were sold in time, however, to add back a new roof on the Main Library and replace the front plaza. Nothing else, including saving the existing freight elevator, could be addressed at that late date. In the end, the investigation of the Main Library and North Branch had been so thorough that there were no real surprises as the buildings were peeled back to the basic structure and then repurposed.

Ironically, in addition to selling all of the final bonds, Commissioners approved the sale of bonds totaling an additional two percent (2%), an amount that is typically included to cover the cost of getting a bond rating, working with bond counsel, and other costs associated with the sale of general obligation bonds. This approval of an additional two percent resulted in the final sale totaling approximately \$45,900,000. In the interim, the County Treasurer invested the money and earned an additional \$900,000 in interest! The four library projects were completed approximately \$1,200,000 under budget, including the cost of selling bonds.

There should be a surplus, Wangsgard said, of about \$3,000,000 (\$900,000 to cover bond sale costs + \$900,000 interest + \$1,200,000 under budget = \$3,000,000). The projects would have been completed approximately \$2,200,000 under budget, but \$1,000,000 had to be allocated to cover North Branch Library increased costs that resulted from and delays caused by North Ogden City officials. Official numbers will come from the County Treasurer who is the guiding hand in the management of all financial resources.

Wangsgard was in the process of preparing a report, detailing the work taken on by Library employees to help ensure the projects did not run over budget. Employees were paid from the operating budget to do this work, primarily handling moving and inventory. Once the report is completed, she had been invited to submit it for bond counsel consideration, seeking reimbursement of the Library Fund Balance. Reimbursing the Fund Balance for all the design and construction work completed by architects and contractors before the bonds were sold during December, 2013, had already been approved.

Stokes asked Harvey if he supported the improvements proposed at the Ogden Valley Branch.

Harvey said he was in support and the other two Commissioners also saw the wisdom of using the general obligation bond funding for these improvements.

Wangsgard gave Board members a copy of the Ogden Valley Branch retreat center marketing brochure that had been shared with Commissioners.

Jensen noted that during the April 30, 2019 Commission meeting at Ogden Valley Branch, the public expressed respect for the excellent marketing behind all of the events hosted in the upper Valley. Bringing tourists to Weber County helps lower the tax burden for everyone. However, Valley residents also expressed frustration that they are required to accommodate all the inconvenience of closed roads and litter management that go along with these activities without receiving any of the extra benefits, such as promoting their overnight rentals and restaurants. Using the Ogden Valley Branch as a retreat center could complement the marketing of small hotels and bed and breakfasts, as well as provide an opportunity for restaurants to cater meals.

Wangsgard agreed, noting that in order for a public building to be safe, it must have a minimal number of employees to cover all hours of operation. When the school that was located across the street from the Library was torn down, peak use of the Branch shifted from mornings and afternoons to evenings and weekends. Hosting small groups in a retreat environment during the day could be accommodated by employees while also producing a revenue stream for the Library. Before the septic system failed, several successful events were held, including hosting the statewide convention for the League of Women Voters.

Board members expressed their appreciation for the work being done by Commissioners and the County Treasurer to bring the Ogden Valley Branch up to the standard of other libraries in the Weber County Library System.

Other:

There being no further businesses, Jones moved the meeting be adjourned. Stokes seconded the motion. All voted in the affirmative.

Respectfully submitted: Julia Valle 6/4/19
Julia Valle Date