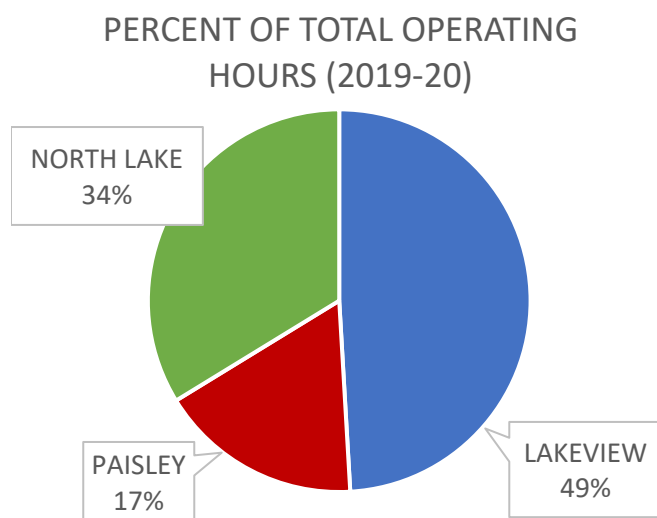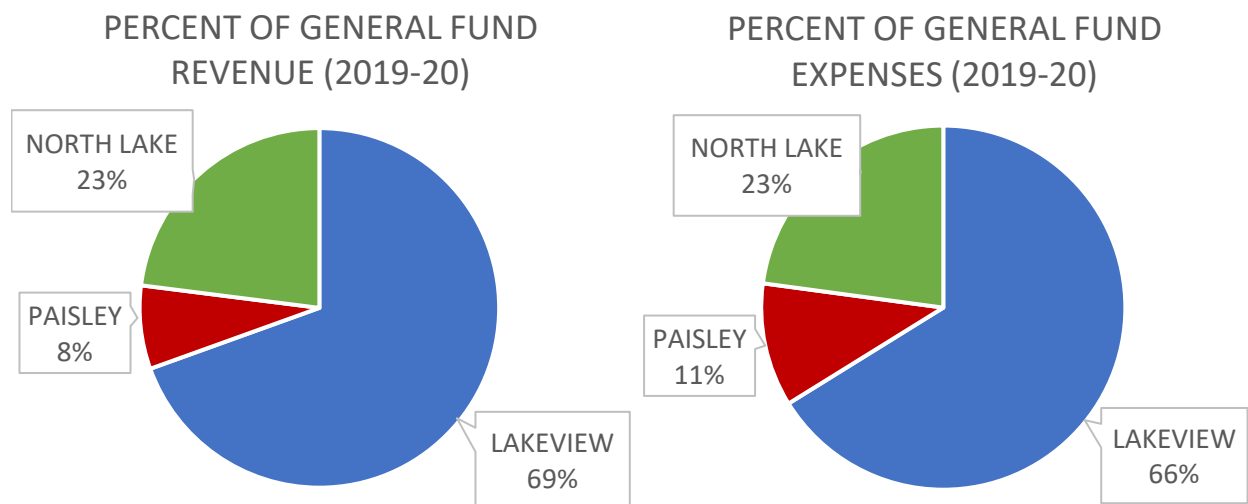# Geographic Equity Assessment for Lake County Library District 2019-20

## Comparing Resources to Expenses and Hours

The board of Lake County Library District wish to ensure that residents throughout Lake County experience equitable service from the library. To assess whether service is equitable, the Library Director analyzed data from a variety of sources. A summary of that analysis is presented here. Details of methodology are provided at the end of the document.

### PERCENT OF GENERAL FUND REVENUE (2019-20)

NORTH LAKE
23%

PAISLEY
8%

LAKEVIEW
69%

### PERCENT OF GENERAL FUND EXPENSES (2019-20)

NORTH LAKE
23%

PAISLEY
11%

LAKEVIEW
66%

### PERCENT OF TOTAL OPERATING HOURS (2019-20)
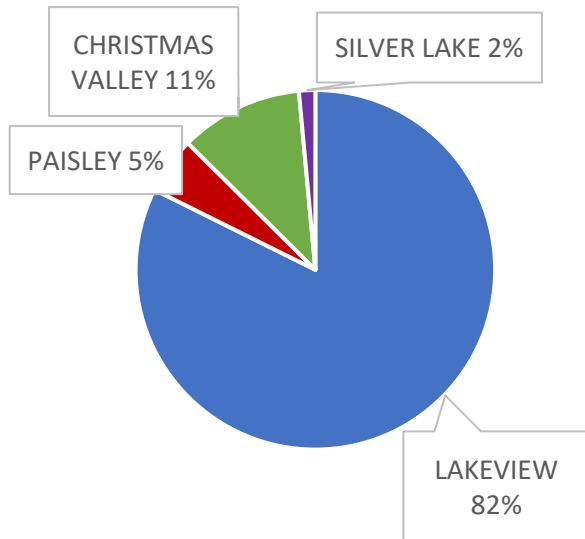
NORTH LAKE
34%

PAISLEY
17%

LAKEVIEW
49%

Comparing the percentage of General Fund revenue with the percentage of General Fund expenses shows the two correspond well. Comparing the percentage of total hours available, the branches together account for about half of the total library hours and the Main Library the other half. Even so, any individual branch hours compared to the Main Library's hours would show a larger discrepancy.

## Comparing Library Usage to Expenses

Another way to look at equity is through library usage. The next pages show charts of three typical library traffic measures: visits, circulation, and Internet use. For each measure, the percent of the whole and the percent of traffic by open hour are shown. Traffic by open hour is a more equitable measure in a situation such as ours where locations have very different hours from each other.
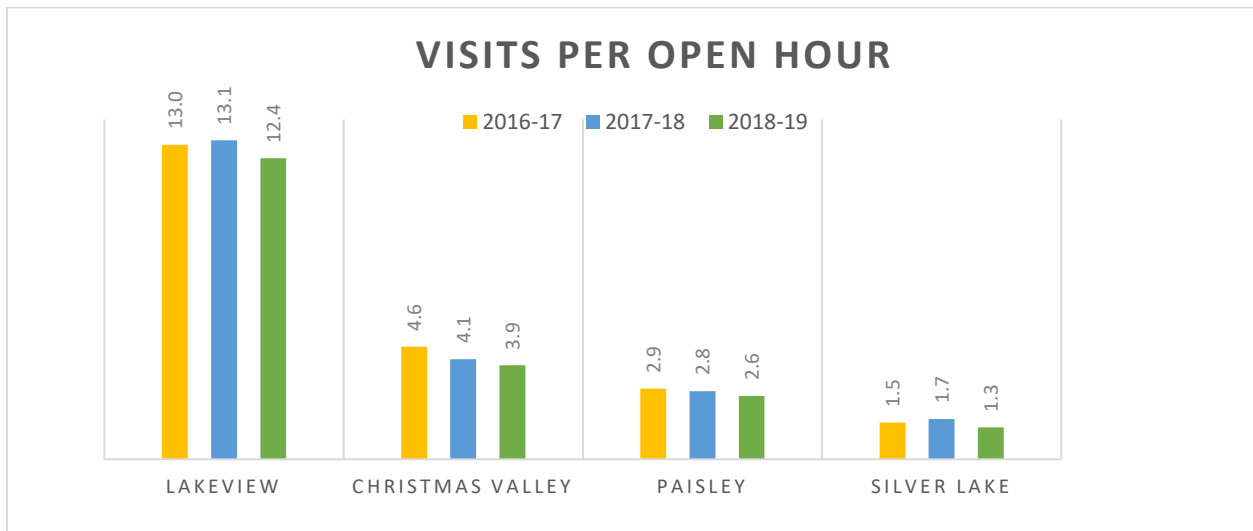
## TOTAL VISITS (3-YR AVERAGE)

CHRISTMAS VALLEY 11%

SILVER LAKE 2%

PAISLEY 5%

LAKEVIEW 82%

As shown at left, the Main Library in Lakeview sees 82% of the total visits, North Lake 13%, and Paisley 5%. However, since the Main Library has more open hours than the branches, comparing the number of visitors per open hour is also worthwhile. For every hour the Main Library is open, about 13 people visit. For every hour the Christmas Valley Branch is open, about 4 people visit, and about 1.5 people visit, making the North Lake total visits per hour 5.5. The Paisley Library receives almost 3 visits per open hour on average.

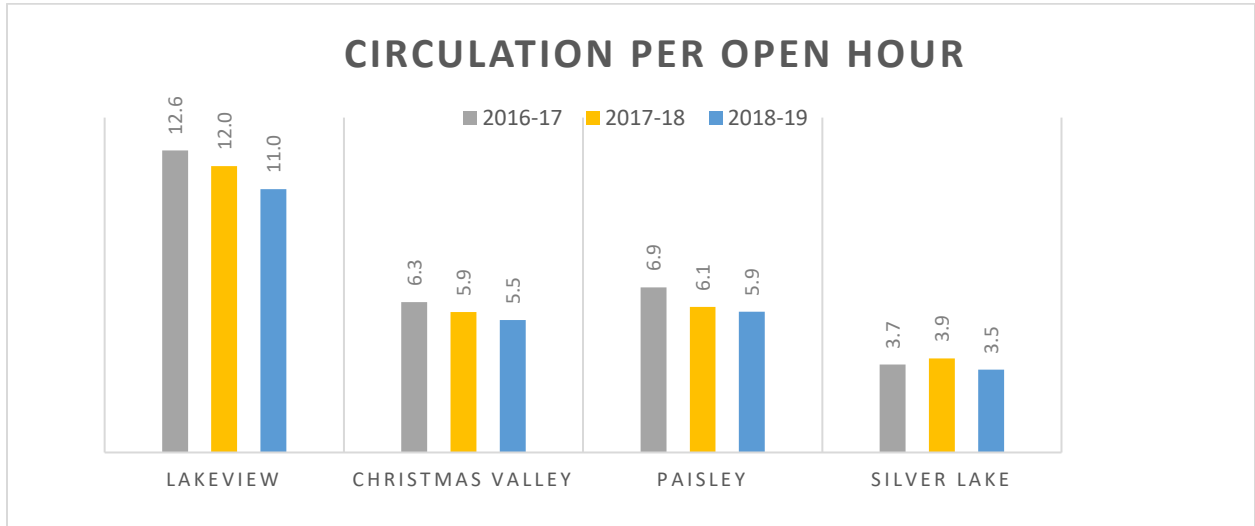When comparing the total visits to expenses by location, the Main Library is receiving 82% of the visitors using only 66% of the expenses. When comparing the visits per open hour by location to expenses by location, the Main Library is receiving 60% of the visitors per hour using 66% of the expenses.

## VISITS PER OPEN HOUR

■ 2016-17   ■ 2017-18   ■ 2018-19

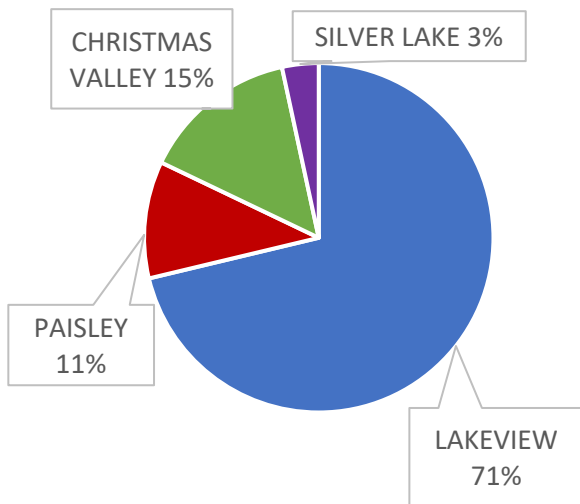| | LAKEVIEW | CHRISTMAS VALLEY | PAISLEY | SILVER LAKE |
|---|---|---|---|---|
| 2016-17 | 13.0 | 4.6 | 2.9 | 1.5 |
| 2017-18 | 13.1 | 4.1 | 2.8 | 1.7 |
| 2018-19 | 12.4 | 3.9 | 2.6 | 1.3 |

The next page compares the circulation, or checkout of library materials, by location. The Main Library sees 71% of the library checkouts, North Lake 18%, and Paisley 11%. As above, comparing the circulation per open hour is also worthwhile. The Main Library checks out about 12 items per open hour. The Christmas Valley Branch checks out about 6, and Silver Lake Branch about 1.5, for a total in North Lake of about 7.5. The Paisley Branch circulates almost 3 items per open hour.

When comparing the total circulation to expenses by location, the Main Library is performing 71% of checkouts using only 66% of the expenses. When comparing the circulation per open

hour by location to expenses by location, the Main Library is performing 43% of the circulations per open hour using 66% of the expenses.

## CIRCULATION PER OPEN HOUR

Legend: ■ 2016-17  ■ 2017-18  ■ 2018-19

| Location | 2016-17 | 2017-18 | 2018-19 |
|---|---|---|---|
| LAKEVIEW | 12.6 | 12.0 | 11.0 |
| CHRISTMAS VALLEY | 6.3 | 5.9 | 5.5 |
| PAISLEY | 6.9 | 6.1 | 5.9 |
| SILVER LAKE | 3.7 | 3.9 | 3.5 |

## TOTAL CIRCULATION (3-YR)

- CHRISTMAS VALLEY 15%
- SILVER LAKE 3%
- PAISLEY 11%
- LAKEVIEW 71%

The last library usage measure assessed was Internet use. The Main Library provides 84% of the total Internet use sessions annually. The Christmas Valley Branch provides 11% of the total and Silver Lake 1%, meaning that North Lake provides 12% of the total Internet use sessions per year. The Paisley Branch provides 4% of the total Internet sessions annually.

Comparing total Internet use to expenses by

## TOTAL INTERNET USE (3-YR)

- NORTH LAKE 12%
- CHRISTMAS VALLEY 11%
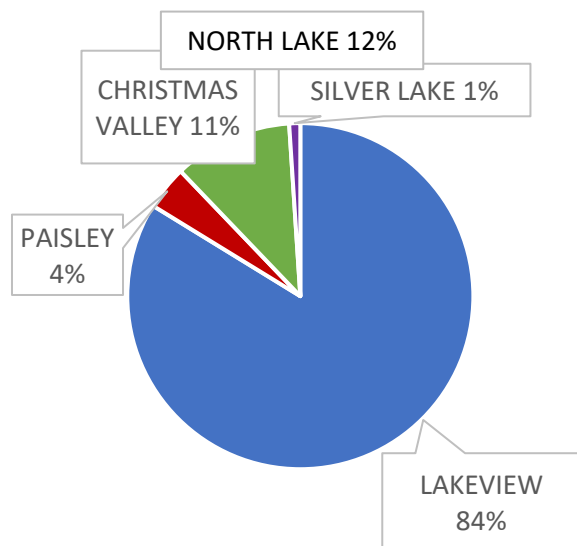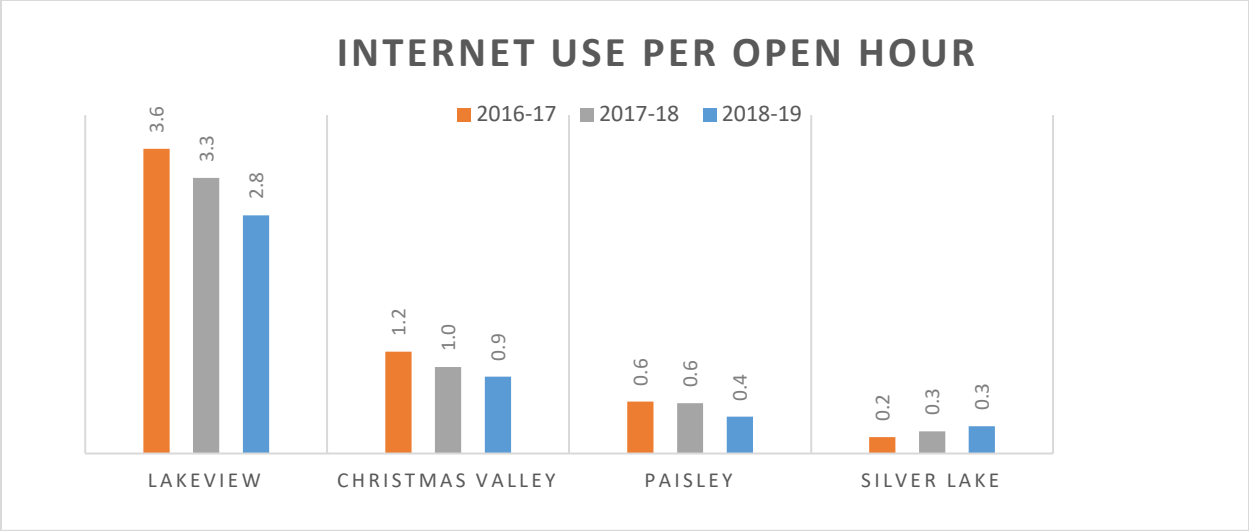- SILVER LAKE 1%
- PAISLEY 4%
- LAKEVIEW 84%

location, the Main Library provides 84% of the Internet use using 66% of the expenses. Comparing Internet use by open hour, the Main Library provides 63% of the Internet sessions per hour using 66% of the expenses. The chart of Internet use per open hour by location is located on the next page.

## INTERNET USE PER OPEN HOUR

Legend: 2016-17, 2017-18, 2018-19

| Location | 2016-17 | 2017-18 | 2018-19 |
|----------|---------|---------|---------|
| LAKEVIEW | 3.6 | 3.3 | 2.8 |
| CHRISTMAS VALLEY | 1.2 | 1.0 | 0.9 |
| PAISLEY | 0.6 | 0.6 | 0.4 |
| SILVER LAKE | 0.2 | 0.3 | 0.3 |

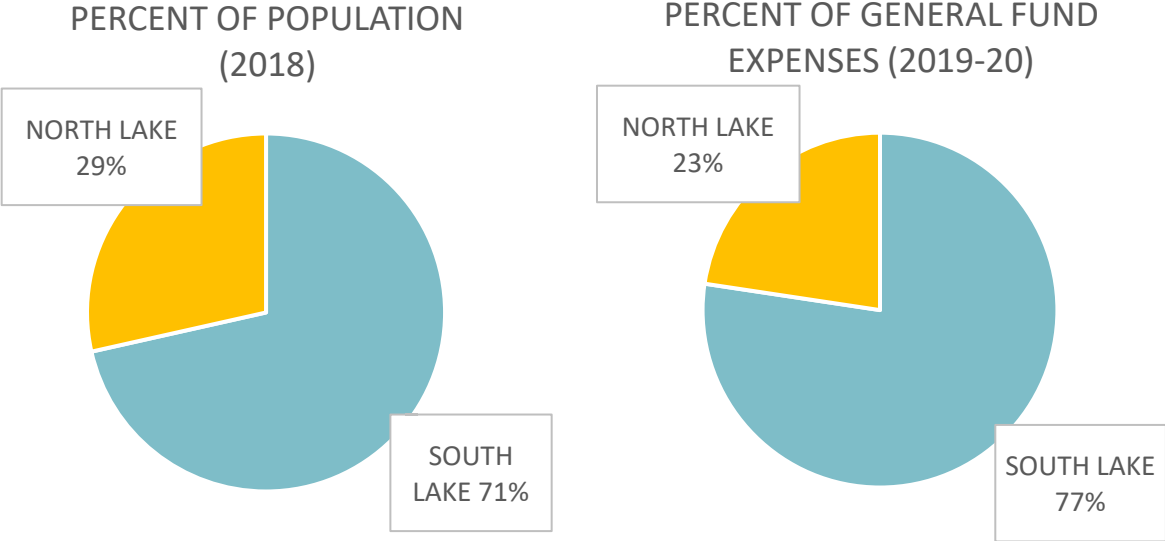## Comparing Population to Expenses

A third way to look at geographic equity is through the lens of population. With so few incorporated areas in the county, library locations again had to be combined, this time into North Lake, which corresponds to the North Lake Health District boundaries and is served by the Christmas Valley and Silver Lake branch libraries, and South Lake, which corresponds to the Lake Health District and is served by the Main Library and Paisley Branch.

### PERCENT OF POPULATION (2018)

NORTH LAKE 29%

SOUTH LAKE 71%

### PERCENT OF GENERAL FUND EXPENSES (2019-20)

NORTH LAKE 23%

SOUTH LAKE 77%

The charts above show that North Lake libraries serve 29% of the population, requiring only 23% of the total expenses. South Lake libraries serve 71% of the population but use 77% of the expenses. The largest reason for this discrepancy is in the annual debt service costs for the Main Library. When the library district is successful in completing a new and larger facility for the Christmas Valley community, it is anticipated this discrepancy will be eliminated.

## Comparing Services Per Capita

The final measure of geographic equity analyzed is services per capita. Again, the population break down between North Lake and South Lake were used. South Lake libraries offered more square footage but fewer computers or service hours per capita. North Lake libraries offered fewer square footage but more computers and service hours per capita. Again, completion of a new facility for the Christmas Valley community is anticipated to eliminate the square footage per capita discrepancy.

| Library Services Per Capita | Library Service Hours | Service Hours per capita | Public Computers | Public Computers per capita | Library Square footage | Square footage per capita |
|---|---|---|---|---|---|---|
| South Lake (Lakeview, Paisley) | 54 | 9.5 per 1,000 | 15 | 2.6 per 1,000 | 10,919 | 1.92 |
| North Lake (Christmas Valley, Silver Lake) | 27.5 | 12.1 per 1,000 | 7 | 3.1 per 1,000 | 1,620 | 0.71 |
| All Lake County, all libraries | 81.5 | 10.3 per 1,000 | 22 | 2.8 per 1,000 | 12,539 | 1.58 |

## Next Steps

The Library Director feels that, overall, library service is relatively equitable among library locations, but welcomes other perspectives. The Library Director will ask the Budget Committee for the FY 2021-22 Budget to weigh in on the assessment and provide feedback about any improvements that should be made. The board and Director are actively working towards a new Christmas Valley facility that would resolve the significant inequity of square footage per capita. The Library Director recommends that the library board develop a plan for prioritizing needs, including staffing and service hour needs, as new revenue comes into the library district.

## Methodology

Lake County Library District is conducting an assessment to ensure that all Lake County residents receive equitable service in each library location as compared to taxes paid for each library service area. Finding data can be challenging since Lake County has few incorporated places, and no existing geographic boundaries in the County exactly match the geographic service area of library locations. For the purposes of this assessment, the library has used the following stand-in geographies for library service areas. For measures based on tax proceeds, the following geographic areas were used to determine a percent of property value within each geography for taxes imposed.

| Library Location | Service Area | Percent Tax Value 19-20 |
|---|---|---|
| Lakeview | School Dist. 7, 18, 21 | 67.9% |
| Paisley | School Dist. 11 | 7.9% |
| Christmas Valley/Silver Lake | School Dist. 14 | 24.2% |

For measures based on population, the following geographic areas were used to determine a percent of population within each geography.

| Geographic Area | Library Locations | Population* | % of Total |
|---|---|---|---|
| Lake Health District | Lakeview, Paisley | 5,684 | 71.5% |
| North Lake Health District | Christmas Valley, Silver Lake | 2,267 | 28.5% |
| All Lake County | All | 7,951 | 100.0% |

* Population from OHSU Office of Rural Health for 2018

The assessment was conducted for FY 2019-20 as that is the most recent year for which full figures are available for both taxes received and expenses. Revenue was allocated based on source of income. For expenses, library staff that serve one specific location, or serve one location only for a defined number of hours per week were allocated to that location. Library staff who serve all locations, such as the Library Director, or who serve all locations for a defined number of hours per week, such as the Cataloging Library Assistant who spends a minimum of 10 hours per week cataloging materials for all locations, had their time spent serving all locations allocated by the percent of property tax value above. For example, 67.9% of the Library Director's salary was allocated to Lakeview, 7.9% to Paisley, and 24.2% to North Lake. Benefits costs were apportioned based on a percent of total wages by location.

For other non-staff expenses, costs were allocated based on actual expenses where possible to do so in a timely manner or by a reasonable proxy. Utilities and similar location-specific expenses had actual costs allocated. Shared expenses were allocated either by the percent of property tax value above, or by a percent of square footage where appropriate. After allocating all revenue and expenses for the year, the following percentage breakdowns were found.

| Measures 2019-20 | Total | Lakeview | Paisley | North Lake |
|---|---|---|---|---|
| Percent of property value for taxation | 100% | 67.9% | 7.9% | 24.2% |
| Percent of total General Fund revenue | 100% | 69.3% | 7.5% | 22.9% |
| Percent of total General Fund expenses | 100% | 66.4% | 11.0% | 22.6% |

For future assessments, it may be advisable to do a 3-year rolling average due to the intermittent nature of some sizeable, regular expenses, especially for replacing technology and capital equipment, especially when these expenses are covered by the library's regular operating budget rather than some external funding source.

Questions or comments about this methodology can be addressed to Library Director Amy Hutchinson at amyh@lakecountylibrary.org, via phone at 541-947-6019, or via mail to the Main Library, 26 South G Street, Lakeview, OR 97630.