

WEBER COUNTY LIBRARY  
BOARD OF TRUSTEES  
MINUTES

Date: May 3, 2022

Board Members

in Attendance: Diana Allison  
Sandra Crosland  
Jim Harvey  
Kathleen Jensen  
Shannon Sebahar  
Reed Spencer, Chair

Board Members

Excused: John Watson

Others

in Attendance: Karen Burton, Ogden Valley Branch Manager  
Carlos Camacho, Bilingual Specialist  
Phoebe Carter, Assistant Director  
Shari Creer, Friends of the Library  
Clelia Guinn, Youth Services Librarian  
Marcia Harris, Library Development Board  
Susan Meagher, Assistant Pleasant Valley Branch Manager  
Holly Okuhara, Assistant Director  
Bryant Reeder, Information Technology Manager  
Deborah Smith, Pleasant Valley Branch Manager  
Julia Valle, Business Office Manager  
Lynnda Wangsgard, Director  
Monyee Yip, North Branch Manager

Public Comments:

Spencer called the meeting to order at 5 p.m., inviting public comments. There were none.

Bryan Baron and John Watson had asked to be excused.

Approval of April 5, 2022, Meeting Minutes:

Spencer asked if there were any corrections to the minutes.

Hearing none, Crosland moved approval. Allison seconded the motion. All voted in the affirmative.

### Commissioner's Report:

Inflation is on everyone's mind, especially those of employees, Harvey said, and the County is trying to answer questions about keeping pace with market rates while avoiding tax increases. Cities are burdened with this same challenge and, since their fiscal year runs from July to June, the prospect of tax increases may soon be in the news as elected officials make adjustments for inflation. When this happens, the County will inevitably be blamed for the increase because the County is charged with collection for all taxing entities. Informing residents of how local governments work and their interrelationships is an ongoing challenge. In order to learn more about the fiscal soundness of various governmental units within Utah, Harvey invited Board to visit a Web site: <https://www.transparent.utah.gov>.

Harvey reported the Utah Association of Counties recently met in Weber County, instead of their traditional venue of St. George, illustrating the quality of amenities in Weber County.

### Director's Report:

In the interest of time, Wangsgard called for questions concerning the output measures and financial reports, reserving her time for her colleagues to report on summer literacy programs and activities. There were no questions.

### Mobile Hotspot Policy and Borrowing Agreement:

Reeder presented a draft policy and procedure for loaning mobile hotspots. Both documents had been presented and discussed in detail during the April Board meeting and had been reviewed and approved by legal counsel.

Reeder explained the Library is planning to provide two different types of hotspots to Weber County Library cardholders, each type made available under different terms for public use. The hotspots that will be made available under terms of the Policy and Borrowing Agreement being considered will be loaned on a first-come, first-served basis and will enable users to connect to the Internet by way of a citizen's band radio service (CBRS). The CBRS is an initiative provided by the Utah Education Telehealth Network (UETN). UETN is working to establish a private communications network available primarily to schools. As reported during the April Board meeting, Weber County Library System (WCLS) had been invited to participate as had Weber State University (WSU). As a participant, WCLS was responsible for standing up line-of-sight, radio access points provided free of charge by UETN. The access points were now in place and ready to give service at the Main Library, WSU, and at a significant number of Ogden School District buildings.

WCLS has 15 hotspots that will be loaned to cardholders for three weeks. They can be used wherever they can pick up a line-of-sight signal from access points located throughout the Ogden City area and across the state. Once the hotspot picks up a signal, the user will be connected to the Internet through the WCLS' network. The connection will include all the safeguards built into any WCLS Web access.

Spencer asked if there was an evaluation methodology in place.

Reeder replied that WCLS will have circulation numbers, UETN will track Internet connectivity.

Sebehar asked who decides who gets to use the hotspots.

Reeder said they will be available to any WCLS cardholder on a first-come, first-served basis. UETN is responsible for promoting the service.

Reeder continued, saying the Emergency Connectivity Fund (ECF) is the source of the second group of 1,000 hotspots. These hotspots are available only to individuals referred to the Library by social service and other community support groups. ECF hotspots will be loaned for a significantly longer period of time and are serviced by a commercial provider. Connectivity is not through the Library.

Spencer asked if we need another policy specifically for them.

Reeder said the Federal and State requirements for loaning these hotspots relate primarily to distribution and tracking of the equipment, not the use of the devices on commercially provided Internet access. The only requirement of the Library, other than inventory control, is to ensure each person assigned a device signs a "self-certification of need." This self-certification of need was added to the Library Board's already existing Internet Policy, and was approved by the Board during their September 7, 2021, meeting. The Internet Policy was reapproved during the April 5, 2022, Board meeting to ensure compliance with requirements to receive allocations from the State Community Library Enhancement Fund (CLEF). The Internet Policy had been sent to the Utah State Library, which is the administrative agency for the both ECF and CLEF grants, and oversees Internet access under State of Utah Administrative Rule R458-2, Section 9-7-215, UCA, which requires filtering of access through Library equipment. ECF Internet traffic does not go through Library equipment and is beyond the purview of the Board and staff. State approval should be forthcoming since the language inserted into the WCLS Internet policy was provided by the Utah State Library.

Wangsgard summarized, noting the library is a pass through agency for ECF equipment and service paid for by the Federal government. Community members are required to self-certify that they qualify for the service. This is all that the Utah State Library is requiring for participation and checkout of this equipment (laptops, iPads, hotspots), although significant inventory control is required by the Federal government for a period of several years. The private carrier, in this case T-Mobile, is responsible for managing the data. These hotspots do not connect to any Library data service and are not filtered by the Library.

There being no further questions or discussion, Sebahar moved acceptance of the Hotspot Policy, Jensen seconded the motion. All voted in the affirmative.

Crosland moved acceptance of the Borrowing Agreement, Allison seconded the motion. All voted in the affirmative.

Sebahar noted discussion of the various organizations and grant titles are challenging when acronyms are relied upon to communicate meaning. She asked that the Library refrain from use of acronyms and spell out the full title of organization names and other titles.

#### American Rescue Plan Act (ARPA) Grant Funds, Emergency Connectivity Fund (ECF) Hotspot Funding Extension through December 2023:

Reeder noted there was no Board action being requested relative to an application for a hotspot funding extension for ECF hotspots. This agenda item was for information only and was an update on the grant that originally resulted in WCLS being awarded 482 laptops, 337 iPads, and 1,000 hotspots with data service paid through June 20, 2022.

Wangsgard said it had taken so long for equipment to arrive after it was ordered (iPads were still on backorder) that the value of some Internet connectivity had been lost. The hotspots originally came with prepaid Internet connectivity through June; without iPads, however, the free connectivity cannot be utilized. To address these supply issues, ARPA grant funding was extended, covering the cost of using the hotspots through December 31, 2022.

Reeder explained that the State Library recently noted some competitive ARPA funding was available to extend Internet connectivity by way of these particular hotspots through 2023. UETN had agreed to apply for this additional support on behalf of a consortium of Utah libraries but had suggested WCLS will have a better chance of competing if the application were to be separated from others. WCLS has a very high eRate reimbursement rate which makes the Library very competitive. It was agreed the WCLS application will be separated from others in the consortium; however, UETN will handle all the paperwork for the service extension. Spencer thanked Reeder for his professional management of Library technology equipment and services.

#### Summer Literacy Classes, Programs, Activities:

Wangsgard said June – August is a particularly meaningful time for provision of public library literacy services and staff members were working exceptionally hard to ensure community members of all ages have access to a summer filled with opportunities for reading and learning.

Two results were primary targets for each of the summer activities:

1. Engage people in reading for fun and information in ways that improve reading and thinking skills.
2. Bring people into the County's facilities so they are reminded that libraries are much more than books; they are learning platforms and gathering places.

Guinn reported on activities planned for Children and Teens, framed around the theme "Oceans of Possibilities." Bi-weekly activities relating to oceans were planned to bring children into the five libraries to borrow books and participate in learning activities.

Youth services librarians partnered with SeaQuest Aquarium for the big kick-off event. SeaQuest employees will bring interactive exhibits and activities to showcase the ocean's important role in our ecosystem and the many animals that inhabit earth's waters. When Children join the Summer Reading Club, they can sign-up for biweekly activities when they will also report on their reading and receive incentive awards. The summer reading program will conclude in August with a visit from the Utah Pirate Group. The Pirate Group will bring their large replica of a pirate ship (on wheels and towed behind a truck) for children to tour and learn about the life of pirates on the high seas. Every child will get a free book when they sign up to start their reading journey and another free book at the conclusion of the program.

Teens will also start their summer program with a free book, Guinn noted, but instead of earning incentive awards only for reading, they will also be able to engage in a list of fun, educational activities. For example, they can earn points for getting a library card, entering a writing or drawing contest, and engaging with on-line resources. Each time they participate in a planned activity, they earn an incentive prize and are entered into a drawing for a grand prize: a donated Oculus virtual reality system. Like the children's program, the teen summer reading program runs through August 20.

Susan Meagher reported on an Adult summer reading program. Participation was designed to be easy and flexible during the busy summer season. As with all Library programs, the goal was to promote literacy and give people a reason to come to the library.

Meagher said adults, like people of all ages, enjoy a contest and chance to win. Contests included brainteasers such as guessing the title of a novel from the first line. After entering a contest or reading from a recommended bibliography or a book of their choice, they can enter drawings for a variety of diverse prizes. A giant, final raffle will be utilized to award book bundles curated from like new donations. Adult services librarians have worked for months to assemble bundles of beautiful books on diverse non-fiction topics as well as bundles of historical fiction, mysteries, graphic novels, and many more.

Camacho reported on America Reads which was in its 26<sup>th</sup> year at the WCLS. America Reads is an eight-week program offered in partnership with the Ogden City and Weber School districts. School district personnel help recruit students to spend time during the summer reading with tutors. The program brings students, their siblings, parents, and grandparents into the Library. Weber Human Services provides tutors by way of their RSVP and Foster Grandparents volunteers. Each volunteer reads with up to 28 students per week who, like all summer readers, earn incentive prizes for participation. This year, America Reads will be held five days a week at both the Main Library and Southwest Branch. Upon completion, tutors, readers, and their extended families celebrate with a magic show and each student gets a free book. Roughly 800 students are planned for this year.

Spencer asked if additional volunteers were needed.

Camacho said volunteers at least 18 years-of-age are needed. They can sign up by calling him at the Main Library. Training for the volunteers is scheduled at both the Southwest Branch and Main Library. Hours are flexible.

Camacho also reported on Weber Reads in the Parks. Young people are engaged at four park locations where free lunch is served during the summer school recess. Library staff attend to distribute books, tell stories, and engage children in games and other activities. Each day at least 200 kids attend. Youngsters are signed up for the Summer Reading Clubs, America Reads, and other summer activities while parents learn how to get a Library card for themselves and their families. The goal is to keep children reading and encourage everyone to visit the Library and enjoy the free resources available.

Jensen asked at which parks will Weber Reads activities take place.

Camacho said they will be at Monroe Park, Lorin Farr Park, Fourth Street Park, and West Ogden Park.

Smith reported on outreach activities where employees engage the public and get the word out about Library services during festivals and community events such as the farmers' market, arts festivals, and Ogden Pride. The staff will also have a booth at the Juneteenth celebration and at various other community events including Roy Days. The goal is to promote services, engage community members in registering for events, and sign people up for a library card. The mantra is that libraries are not just book related, but offer a range of opportunities for learning and engagement. Friends of the Library help at the booths and stretch the number of events that can be covered.

Creer reported on Friends involvement helping to staff a table during the Ogden Nature Center's Earth Day celebration. She and Kathy Gambles facilitated an arts and crafts activity while a "dynamic staff duo" recruited community members to sign up for library cards. Creer said she was amazed at how many people already had cards and are full-time users.

Carter reported on a quarterly raffle that is another incentive for community members to visit the Library and learn how their tax dollars are leveraged. Staff inform people concerning the raffle at community events, schools send information home with students, and people are notified of the drawings by email and social media. A grand prize is awarded each quarter, along with several smaller prizes.

More than 10,000 entries were received for the winter quarter drawing for a PlayStation 5 gaming console. Community members are now entering to win one of five annual memberships to the Eccles Dinosaur Park. This drawing will be held the first week in June. There will not be a quarterly drawing during the summer, relying on the many planned activities to bring in new users, but the incentive drawing will kick in again during the fall quarter with a telescope being the grand prize. All raffle prizes are donated to support the Library.

Wangsgard acknowledged the exceptional work of the WCLS staff. No other library in the State, or to her knowledge the region, is providing as many quality activities to ensure area residents of all ages have access to meaningful literacy programs and services.

Spencer thanked staff for addressing reading regression, also known as reading slump; that is, the loss of learning that often takes place between the end of one school year and the beginning of the next.

Change in Workweek Issues Update:

Wangsgard distributed a spreadsheet, illustrating four work schedules (see appendix):

1. Summer Schedule. Staffing with the changed workweek, now beginning on Saturday and ending on Friday and rolling every weekend.
2. Summer Schedule. Staffing with the changed workweek, now beginning on Saturday and ending on Friday and rolling every two weeks.
3. Regular Schedule. Staffing with the changed workweek, now beginning on Saturday and ending on Friday and rolling every two weeks.
4. Regular Schedule. Staffing with the workweek, as it was previous to the change when the workweek began on Friday and ended on Thursday, and rolling every two weeks.

She also distributed a second spreadsheet, detailing the number of weekday visits (January 2-April 23) at each of the five Library locations, and the minimum number of staff hours required to facilitate service each day. The point of this handout was to compare the number of visits by day of the week for each staff hour scheduled. The numbers on the spreadsheet were generated electronically by people counters at the entrances that record most of the visits at each location.

<b>SUMMARY - January 2 - April 23</b>	<b>Sun</b>	<b>Mon</b>	<b>Tues</b>	<b>Wed</b>	<b>Thurs</b>	<b>Fri</b>	<b>Sat</b>
<b>Total Visits (People Counters)</b>	9,878	43,015	40,978	43,051	39,346	29,633	33,943
<b>Total System FTE Hours</b>	1,600	16,544	16,544	16,544	16,544	4,416	4,416
<b>Total Visits /FTE Hour*</b>	6	3	2	3	2	7	8
<b>RANKING: Visits/FTE Service Hour</b>	<b>#3</b>	<b>#4/5</b>	<b>#6/7</b>	<b>#4/5</b>	<b>#6/7</b>	<b>#2</b>	<b>#1</b>
<b>FOR AN EXCEPTIONAL PUBLIC LIBRARY, ENGAGEMENT IS NOT ONE THING. IT IS EVERYTHING.</b>							
<b>* For every hour a staff member works, there is a return of x number of visits.</b>							

Reviewing the spreadsheet summary, Wangsgard said it is not a surprise that Saturday sees the highest number of visits per staffing hour; Friday the second highest; and Sunday the third highest number of visits. One would intuitively surmise that evenings, weekends, and holidays, when people have the greatest opportunity to use the Library, are when the cost/benefit ratio is greatest for leveraging the salaries and benefits paid to employees. Convenient hours of operation are likely one of the main reasons no one shows up to speak against Library tax increases when public hearings are held.

However, it is important to consider, Wangsgard reminded Board members, that service levels provided are not the same across all days of the week. For example, meeting rooms are typically not available on Sunday afternoon or on Friday and Saturday evenings when libraries close at 6 p.m. Regularly scheduled programs, such as preschool Discovery Time, are held on a different day of the week, Monday – Thursday, across the five libraries. These differences skew the data. Some days have several preplanned programs and activities that bring people to the library, others have few, and only core services are offered on Sunday. The point is, she continued, a lot of service is provided across the five libraries every day, but especially on Friday, Saturday, Sunday, and on holidays the libraries are open. Data collected by hour also illustrate the high volume of users during evening hours when meeting rooms see significant use. The data is easy to gather, but giving them meaning is more difficult, Wangsgard continued.

The increased weekday activity load during the summer, when school is not in session, requires different staffing patterns. To accommodate the extra traffic, facilities are closed on Sunday, since there is not the same intensity of need over the weekend as during the school year. Employees' Sunday service hours are reallocated Monday – Thursday to cover summer literacy programs, such as America Reads, Weber Reads in the Park, and Summer Reading Club(s).

Reviewing both the summer and regular employee schedules as they now have to be structured under the new Saturday – Friday workweek illustrated a deleterious effect this change has on employees, Wangsgard noted. For example, working under the summer schedule that rolls every two weeks requires employees to work 10 days with only one day off; they then have one day off; work the next day; have the following day off; then work five days; have two days off; work four days; and then have three days off. At this point, the schedule rolls back to the beginning and the cycle repeats itself. If the summer schedule were to roll weekly, as it had traditionally done but with the changed workweek, employees would work with one day off over a period of ten working days and then have three days off before the schedule rolled again.

While this type of rolling schedule works fine for a few, it does not accommodate those who are single parents, have legal requirements called out in divorce or custody agreements, etc. The schedule does not complement the school week and makes childcare arrangements complicated, expensive, and sometimes impossible. Employees are forced to use their vacation leave to cover their rolling shifts, or call in sick in order to take care of family obligations. The changed workweek is a constant challenge and expensive to manage. Retention is a challenge. For example, several part-time positions were combined into full-time jobs in an attempt to keep valuable talent, but the rolling weekends and days off meant several of the jobs went unfilled.



Building managers had been working for six months, hoping to have an “ah-ha moment” where everything fell into place. Scheduling improvements had been made and employees were working to adjust their out-of-work obligations, but the changed workweek will continue to be a source of consternation and ill will for Library employees, Wangsgard noted.

Several well-meaning people working in other County Departments had offered suggestions to help alleviate the problems created by the changed workweek. It was suggested, for example, that Fair Labor Standards Act (FLSA) exempt employees be allowed to work 48 hours one week and 32 hours the next thus evening out the herky-jerky nature of the weekend rotation. It was also suggested that those with seniority be allowed to bid on their preferred schedules, again with the option to even out undesirable elements of their workweek and encourage retention. While these are interesting concepts, they are unworkable in the Library, Wangsgard reported.

As the scheduling spreadsheet illustrated, FLSA exempt and non-exempt employees share daily responsibilities for covering weekend shifts as well as alternating weekend shifts. Some full-time employees work 8:30 – 5:30, others 12:30 – 9:30. Part-time employees are scheduled to help cover service points throughout all hours of operation as well as staff for special activities and programs. Building managers are mindful to keep an appropriate ratio of supervisors available on every shift in order to safely operate a public building. If an FLSA exempt person were to work 48 hours one week, there would not be anyone to cover the public service point for eight hours the following week since the non-exempt employee cannot work more than 40 hours without incurring an obligation to pay overtime. Coverage would be doubled up one week, and short the next. The WCLS facilities are too sparsely staffed to accommodate this type of scheduling.

The same is true with bidding for schedules, Wangsgard said. Exempt employees are, of necessity, tied to the same rotation as non-exempt employees in order to keep the facility safe and operational. Ensuring there are people to cover public service points and handle disruptions during lunch hours and dinner breaks is a legal requirement that also complicates when employees can be scheduled. Schedule adjustments to cover vacations, illness, inhouse programs and activities, as well as outreach into the community often requires that employees work in more than one building each day. There is little room for flexibility, and less room for innovation with the current workweek that does not treat Friday, Saturday, and Sunday as contiguous days in a 40-hour workweek.

Wangsgard noted the purpose of this report was not to say the current workweek is impossible; everyone is cooperating together to make it work, but it really is a burden. Library managers are hoping that at some time in the future the County will be willing to consider authorizing two workweeks. No one is suggesting they do this now. The Human Resource Department is struggling to bring up a new Oracle-based human resource module. This is a tremendous task. In the future, perhaps at the beginning of a new fiscal year, it would be very beneficial to the Library if they would be willing to explore what it would take to run two workweeks. Paying the General Fund departments an administrative fee to have the new software massaged to accommodate this option would be a tremendous boost and bonus to Library employees.

Allison noted there are differences in the needs of various County Departments. Library employees wear so many different hats and have so many changing responsibilities that they have to be extremely flexible in all that they do. The plodding regularity required to be on-site and open for service day-in and day-out is something other departments may not experience. The cost of constantly reworking their personal life to accommodate their work responsibilities is asking too much of people and is going to have a heavy cost. The Board should consider ways to budget the cost of accommodating a second workweek and allow the Library staff to excel without compromising their family life.

Harvey said he understood the challenges the Library is facing. As a County employee, he worked weekends – Friday, Saturday, and Sunday – for 29 years. Over time, he learned to love having the middle of the week off. He got to spend more time with his kids who, on the weekend, wanted to be with their friends. The middle of the week was a great time to ski in the winter and camp during the summer; it was also easier to shop and do personal business. It's a matter of planning one's life a little differently, but it is not all bad, he noted. Harvey said he recognized he was putting a positive spin on the decision, and he would have preferred staying with the traditional Friday-Thursday workweek, but it is what it is. He was overruled when the workweek decision was made and he is going to support the team decision. He complimented the staff, saying he knew they would figure out the best way to proceed under the new conditions.

Spencer said it unreasonable to say the County was going to spend money to purchase much more sophisticated software and then say it was capable of supporting only one workweek. How can a company with that much technology have a system that can't handle more than one workweek, he asked. The software is capable, the issue has to have another sticking point.

Harvey said there may be some other options that need to be explored, but the concept of two workweeks was a new thought for him.

Wangsgard said Harvey had done all he could to help with this dilemma at this time, but maybe after the new HR system comes up and they can see what the new workweek is doing to the Library staff, they will be willing to look at other possibilities. If improvement is not possible, Library employees will make it work. The frustration for employees is that it does not seem as though the problems raised for the Library Department have been recognized or taken seriously. There is not an easy fix that does not have deleterious implications for the dynamic services offered by Weber County's libraries. To pretend that there is an easy way out of this box, or to devalue the work employees do by saying the services they provide can just be done away with, is what is making Library employees so disgruntled with the County HR Department's implementation of the new software system. Striving for excellence matters to the Library group and they hope it matters in the implementation of new software systems.

Wangsgard thanked Harvey for his support for paying Library employees at market rate. It is allowing recruitment of some outstanding individuals. The group deserves to work with competent people who lift them up, not hold them back. Before the market rate study, it was extremely hard to hire people with the skills needed to do the job, but money is not everything in

creating job satisfaction. Money does not make people happy. It simply helps keep them from being unhappy. To be happy, employees need a job that offers opportunities to excel, and they want to be seen as deserving of a stable work life that is family friendly. Reviewing the option for two workweeks would go a long way toward creating a culture of good will toward the County's implementation of the new human resources software module. Once the facts are on the table, if it doesn't work out, so be it, but Library employees deserve to know the option was considered.

Other:

There being no further business, Crosland offered a motion to adjourn. Allison seconded the motion. All voted in support of the motion.

Respectfully submitted: Julia Valle 7 June 2022  
 Julia Valle Date

Appendix

FLSA EXEMPT														SUMMER SCHEDULE - ROLLS EVERY WEEKEND																											
NON-FLSA EXEMPT														SUMMER SCHEDULE - ROLLS EVERY TWO (2) WEEKS																											
WORKS IN TWO BUILDINGS														REGULAR SCHEDULE - ROLLS EVERY TWO (2) WEEKS																											
SAT	SUN	MON	TUES	WED	THUR	FRI	SAT	SUN	MON	TUES	WED	THUR	FRI	SAT	SUN	MON	TUES	WED	THUR	FRI	SAT	SUN	MON	TUES	WED	THUR	FRI	SAT	SUN	MON	TUES	WED	THUR	FRI	SAT	SUN	MON	TUES	WED	THUR	FRI
Manager														Children & Librarian																											
Assoc. Adult Specialist														Assoc. Children's Specialist																											
Assoc. IT Manager														Assoc. Manager																											
Circulation Manager														Mans. Library Liaison																											
FLSA EXEMPT														REGULAR SCHEDULE - ROLLS EVERY WEEKEND																											
NON-FLSA EXEMPT														REGULAR SCHEDULE - ROLLS EVERY TWO (2) WEEKS																											
WORKS IN TWO BUILDINGS														REGULAR SCHEDULE - ROLLS EVERY TWO (2) WEEKS																											
SAT	SUN	MON	TUES	WED	THUR	FRI	SAT	SUN	MON	TUES	WED	THUR	FRI	SAT	SUN	MON	TUES	WED	THUR	FRI	SAT	SUN	MON	TUES	WED	THUR	FRI	SAT	SUN	MON	TUES	WED	THUR	FRI	SAT	SUN	MON	TUES	WED	THUR	FRI
Manager														Children & Librarian																											
Assoc. Adult Specialist														Assoc. Children's Specialist																											
Assoc. IT Manager														Assoc. Manager																											
Circulation Manager														Mans. Library Liaison																											