

Legislative Budget Analysis
Proposed FY 2023 Operating and Capital Budgets
Office of the County Auditor
Baltimore County, Maryland
HEARING DATE: May 17, 2022



Department of Libraries

Director: Sonia Alcántara-Antoine

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Questions to Department Sent	Monday, April 25
Responses Received	Tuesday, May 3
Analysis considers all agency responses.	

BALTIMORE COUNTY
FISCAL YEAR 2023 RECOMMENDED BUDGET

DEPARTMENT OF LIBRARIES (037)

BUDGET SUMMARY

\$ in Thousands

PROPOSED CHANGE	GENERAL	SPECIAL	TOTAL	% Change Prior Year
FY 2022 - 2023 Change	\$ 1,324.2	\$ 152.8	\$ 1,477.0	3.4%
BUDGET TRENDS				
FY 2021 Actual	\$ 35,265.4 ^(A)	\$ 5,085.1	\$ 40,350.5 ^(B)	
FY 2022 Approp.	36,708.2	6,871.0	43,579.2	8.0%
FY 2023 Request	38,032.4	7,023.8	45,056.2	3.4%
FY 2023 Budget Analysis	38,032.4	7,023.8	45,056.2	3.4%
POTENTIAL REDUCTIONS	TBD	\$ -	\$ -	

^(A) Reflects County General Funds provided to BCPL.

^(B) FY 2021 General Fund and Special Fund split adjusted for actual spending not reflected in Executive's budget

PERSONNEL

ALL FUNDS

FULL-TIME EQUIVALENT POSITIONS

PROPOSED CHANGE	FULL-TIME EQUIVALENT POSITIONS
FY 2022 - 2023 Change	(2)
BUDGET TRENDS	
FY 2021 Actual	493
FY 2022 Approp.	463
FY 2023 Request	461
FY 2023 Budget Analysis	461
POTENTIAL REDUCTIONS	TBD

VACANCY DATA

Positions Vacant as of May 2, 2022*	9
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* Provided by the Office of Budget and Finance

For further information contact: Office of the County Auditor

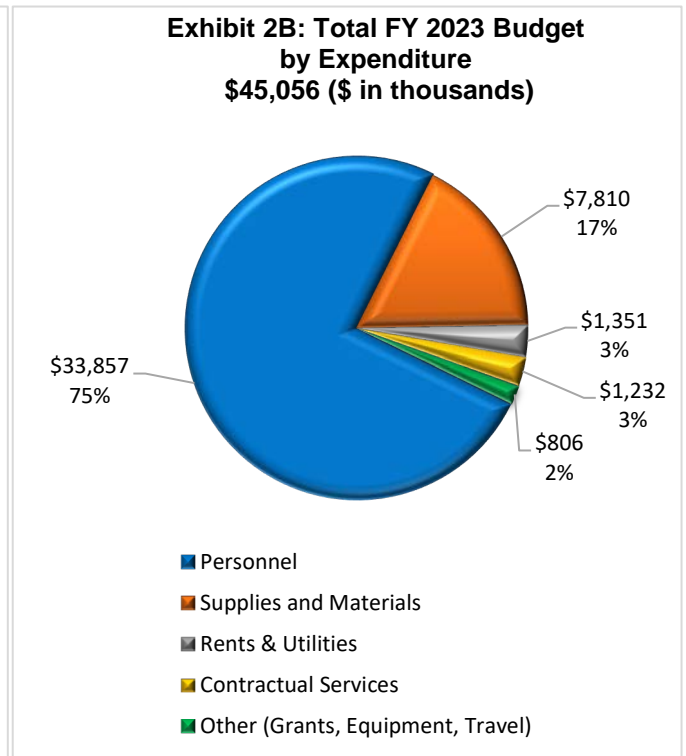
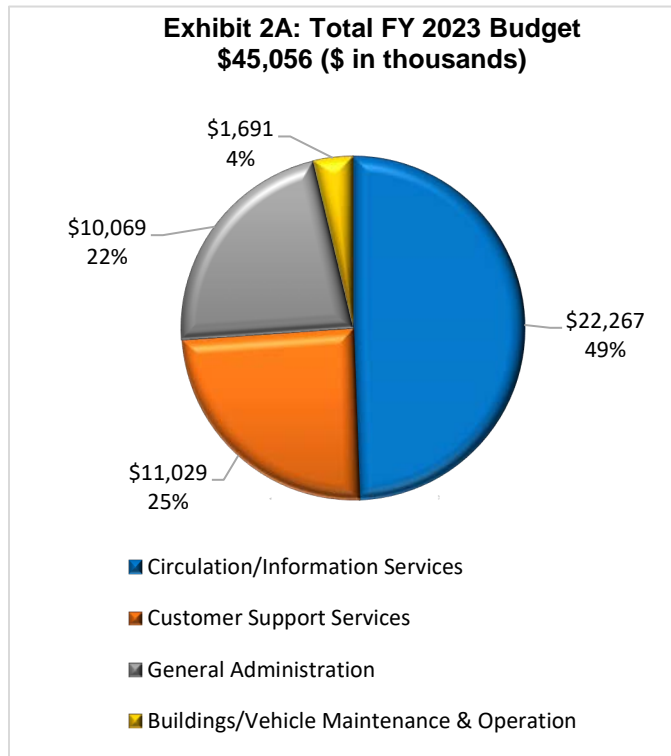
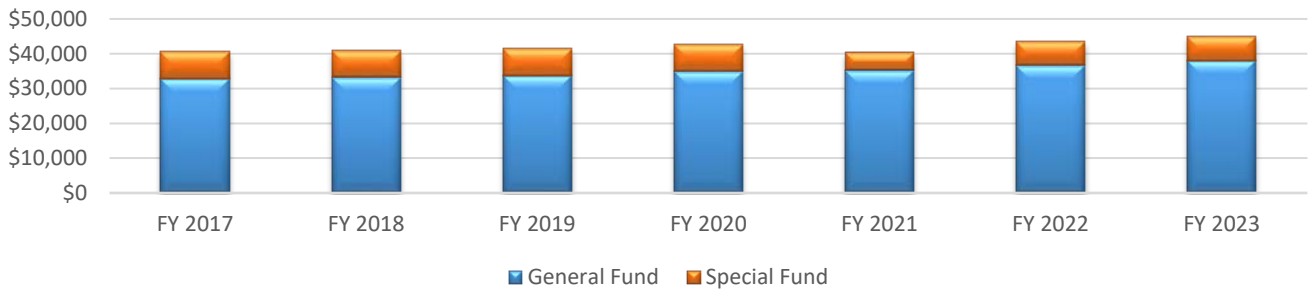
Phone: (410) 887-3193

DEPARTMENT OF LIBRARIES (037)

BUDGET SUMMARY:

The proposed FY 2023 budget for the Department of Libraries totals \$45.1 million, an increase of \$1.5 million, or 3.4%, over the FY 2022 budget due primarily to increases in personnel expenses (including a 3.83% salary scale adjustment, OPEB and other insurance costs, COLAs, and increments), offset by reductions in security guard services and publications. The General Fund portion of the budget totals \$38.0 million and increases by \$1.3 million, or 3.6%. The Special Fund portion of the budget totals \$7.0 million and increases by \$153 thousand, or 2.2%. **See Exhibits 1-3 for additional detail.**

Exhibit 1: Total Budget History (\$ in thousands)



DEPARTMENT OF LIBRARIES (037)

Exhibit 3			
FY 2023 Proposed Budget (\$ in 000's)			
How Much it Grows:	General Fund	Special Fund	Total
2022 Appropriation	\$ 36,708	\$ 6,871	\$ 43,579
2023 Request	38,032	7,024	45,056
\$ Increase	\$ 1,324	\$ 153	\$ 1,477
% Increase	3.6%	2.2%	3.4%
Where it Goes:			
Personnel Expenses:			\$1,969
3.83% Salary Scale Adjustment effective pay period beginning June 19, 2022			1,042
Fringe (Medical insurance, OPEB, FICA)			460
3% COLA effective January 1, 2023			417
Increments			352
2% COLA effective January 1, 2022 (FY 2023 effect)			245
Personnel Changes:			59
4 New Positions		252	
1 FY 2022 Mid-Year Add.		64	
6.7 Deleted FTE (net)		(257)	
15 New Positions created from deleted positions		719	
21.7 Deleted FTE (net)		(976)	
Employee Development (Safety and security training for employees)			55
Turnover (Remains at 3.0%)			(40)
Other Salary Adjustments			(621)
Operating Expenses:			(492)
Furniture and Office Equipment (Replacement throughout all County branches)			150
Grants (e.g., statewide training, staff development, career pathways)			100
Office & Administrative Supplies (Increased programming costs and software licenses)			81
Service Contracts (Decreased security guards from 12 branches to 3)			(334)
Publications (Decreased print materials and AV equipment)			(545)
Other Changes			56
Total:			\$1,477

POTENTIAL BUDGET REDUCTIONS:

For FY 2023, as part of its proposed reorganization, BCPL's budget includes several new positions (explained in *discussion topic #1*). Additionally, BCPL advised of its plans to use \$442 thousand of its surplus balance to fund additional, unbudgeted new positions – in particular, three Regional Customer Experience Managers (\$367 thousand) and one Employee and Labor Relations Officer (\$75 thousand). To the extent that the Council deems less funding than proposed to be necessary for these positions, budget reductions would be viable.

TOPICS FOR DISCUSSION

1. Personnel

The proposed FY 2023 General Fund budget includes \$33.9 million in personnel expenses, an increase of approximately \$2.0 million, or 6.2%, over the FY 2022 budget, primarily due to the

DEPARTMENT OF LIBRARIES (037)

following changes:

Increases

- \$1.0 million to implement a 3.83% salary scale adjustment to bring BCPL salaries up to market rate effective for the pay period beginning June 19, 2022 (BCPL advised that this was a preliminary recommendation from the compensation and classification study; a full study to be implemented January 1, 2023 will include restructuring at the administrative level and an updated salary scale for all staff)
- \$662 thousand – COLAs for FY 2022 and FY 2023 (*see discussion topic #2*)
- \$460 thousand – fringe benefits (medical insurance, including OPEB, and FICA)
- \$352 thousand – increments
- \$59 thousand net increase for personnel changes, including those for a reorganization:
 - \$252 thousand increase for **4 new positions**:
 - Director of Development (\$87 thousand) - serves as the Executive Director of the Foundation for Baltimore County Public Library and coordinates activities of the Friends of the Baltimore County Public Library groups. The position will oversee all fundraising efforts for BCPL, including capital campaigns, corporate sponsorships, grant writing, annual giving, and planned giving efforts (County Efficiency Review recommendation)
 - Small Business Consultant (\$64 thousand – Grant Funded in FY 2022) – promotes growth of BCPL’s small business programs and develops partnerships with organizations and agencies that provide small business services
 - Integrated Library Systems Administrator (\$56 thousand) – responsible for the development and implementation, as well as the ongoing support and administration, of BCPL’s Integrated Library Systems (currently Innovative Interfaces, Inc. (Polaris)), which supports all of BCPL’s critical functions (e.g., management of library accounts, materials acquisition, cataloging, circulation) (County Efficiency Review recommendation). BCPL advised that it plans to establish a service-level agreement with OIT and initiate a partial restoration of library-specific technology positions, starting with this ILS Administrator
 - DEVS Assistant (\$45 thousand) – provides internal customer service,

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reporting on a variety of platforms, and supports circulation of hotspots and circulation items within BCPL

- \$64 thousand increase for 1 FY 2022 Mid-Year Add:
 - Social Worker - supports direct client services to customers; provides ongoing voluntary case management, clinical assistance, information, referrals, outreach and public programs, and services to customers on the west-side of the County. Complements the current social worker who is grant funded for three years and provides services on the east-side of the County (started in FY22) (*see discussion topic #3*)
- Reorganization, yielding \$257 thousand (net) decrease - 6.7 (net) deleted FTE:
 - 6 Librarian IIs (\$305 thousand; net \$84 thousand decrease after deleted positions) - placed in Adult & Community Engagement, Loch Raven, Reisterstown, Sollers Point, and Youth & Family Engagement (2); deleted the following vacant positions: 1 Assistant Circulation Services Manager I (\$45 thousand), 1 Circulation IV (\$45 thousand), and 7 part-time positions (\$299 thousand)
 - 6 Circulation Assistant IIIs (\$207 thousand; net \$63 thousand decrease after deleted positions) – deleted 6 vacant Circulation Assistant IVs (\$270 thousand)
 - Diversity, Equity & Inclusion Officer (\$90 thousand; net \$51 thousand increase after deleted position) – assesses, designs, develops, implements, researches, and evaluates equity, diversity, and inclusion initiatives appropriate to BCPL’s values, goals, and strategic priorities; deleted 1 vacant Collection Development Assistant (\$39 thousand)
 - Data Specialist (\$64 thousand; net \$21 thousand increase after deleted position) – supports the preparation and analysis of data in utilization of library services as well as collects, organizes, and analyzes statistical, survey, demographic, and other data; deleted 1 part-time position (\$43 thousand)
 - Training & Development Coordinator (\$53 thousand; net \$19 thousand increase after deleted position) – identifies training needs that support BCPL’s mission and strategic initiatives as well as develops, schedules,

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organizes, and promotes professional development, training events, and programs; created from 1 vacant Shipping Clerk (\$34 thousand)

- Net reduction in part-time FTE (\$201 thousand decrease) – BCPL advised that it is moving towards the implementation of a hybrid Library Services Associate position that combines some duties of a part-time Professional Assistant with the duties of a part-time Circulation Assistant II

Decrease

- \$621 thousand - other salary adjustments

In addition to the aforementioned changes, BCPL plans to use \$442 thousand from its surplus balance, and then savings from staffing efficiencies beyond FY 2023, to fund the following **4 new positions**:

- 3 Regional Customer Experience Managers (\$367 thousand) (County Efficiency Review recommendation) – additional oversight for 19 branches for increased efficiency and consistency with each manager responsible for 6 to 7 locations. Managers will review branch staffing across many levels, from identifying work that needs to take place in branches, to meeting the needs of the community, and to establishing pathways of growth and development for staff
- Employee and Labor Relations Officer (\$75 thousand) – serves as the primary contact for the union while providing oversight of employee and labor relations including collective bargaining contract negotiation, administration, and responding to grievances. Position posted February 16, 2022 (to be filled immediately) to assist with union negotiations for the July 2022 contract (*see discussion topic #2*)

Vacancies, Retention, and Recruitment

As of May 2, 2022, the Office of Budget and Finance advised that of the 463 total authorized Full-Time Equivalent (FTE) positions, there were 9 vacant positions with budgeted salaries of \$576 thousand. BCPL advised that it has experienced challenges recruiting the second Social Worker position (*see discussion topic #3*) and also anticipates challenges recruiting the new Director of Development position (to commence July 1, 2022 with Council approval), because both positions are non-standard for libraries and their current positions on BCPL's internal salary scale are below their respective industry compensation.

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BCPL should be prepared to discuss:

- ***The compensation and classification study and benefits for recruitment and retention of employees;***
- ***How it plans to address the County Efficiency Review's recommendations regarding IT, and whether staff reductions were in response to the Review's recommendations; and***
- ***How it plans to address anticipated challenges with recruiting the Social Worker and Director of Development positions and why these positions are below their respective industry compensation.***

2. Unionization

Per the International Association of Machinist and Aerospace Workers website, on May 1, 2022, BCPL employees unanimously ratified a tentative agreement covering approximately 460 full and part-time employees from BCPL's administrative office and 19 branches. The proposed FY 2023 budget includes \$108 thousand in costs related to the unionization of librarians and non-supervisory staff, including legal and governmental consulting (\$100 thousand), arbitration fees (\$5 thousand), software consulting services (\$3 thousand), as well as a new Employee and Labor Relations Officer (\$75 thousand funded by BCPL's surplus balance). Also, for all BCPL employees, the proposed FY 2023 budget includes a 3% COLA effective January 1, 2023 (\$417 thousand) and a 3.83% salary scale adjustment effective for the pay period beginning June 19, 2022 (\$1.0 million) (*see discussion topic #1*).

BCPL should be prepared to discuss the anticipated timetable for the MOU to be finalized.

3. Expanded Services and Continuing FY 2022 Initiatives

The proposed FY 2023 budget includes \$64 thousand for a second Social Worker position. BCPL advised that this position will supplement its existing Social Worker (grant funded – added in FY 2022) and will support direct client services to customers, provide ongoing voluntary case management, clinical assistance, information, referrals, outreach and public programs, and services to customers on the west-side of the County. BCPL advised that a condition of the 3-year grant received in FY 2022 is for BCPL to hire a second Social Worker (in year 2 – by July 1, 2022) and a third Social Worker (in year 3). In this regard, BCPL advised that it has experienced

DEPARTMENT OF LIBRARIES (037)

challenges filling this position because it is non-standard for libraries and the current position on BCPL's internal salary scale is below its respective industry compensation.

BCPL advised that the current Social Worker has assisted 274 clients on the east-side of the County with public benefits, housing, and other services over 7 months.

Continuing FY 2022 Initiatives

"Fine Free for All"

In July 2021, BCPL discontinued extended loan (overdue) fees, eliminating a significant barrier to service. BCPL advised that preliminary analysis of data show that materials are returned more often and fewer accounts are blocked due to fees owed; approximately 30% of formerly blocked cardholders have reactivated their library cards and returned to using the library. BCPL anticipates that this initiative will continue to be helpful in FY 2023, as BCPL works to meet the needs of returning and new customers in a post-COVID environment.

Mobile Library Law Center (Grant-funded)

BCPL advised that the Mobile Library Law Center (MLLC), which was launched in August 2021 in partnership with Maryland Legal Aid, brings free assistance for civil legal issues into the community. BCPL further advised that there are currently eight monthly visits to senior centers, churches, and other locations in the community on the east and west-sides of the County, and that in FY 2023, it will look for additional opportunities and locations to provide legal assistance in the community.

BCPL should be prepared to discuss these initiatives and plans for future initiatives in FY 2023.

4. Impact of the COVID-19 Pandemic on Operations

In regard to the impact of COVID-19 on operations, BCPL advised that at the start of FY 2022, it removed capacity limitations, began providing passport services (August 2021), and reopened meeting rooms for customers (March 2022). BCPL advised that since reopening in FY 2022, it has offered in-person and virtual programs, curbside pickup of materials, My Librarian appointments, food distribution, and has provided an increased number of hotspots for circulation. BCPL also advised that currently, it has discontinued curbside pickup of computer printouts and

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is decreasing the number of virtual programs offered, but will continue to offer some virtual programming. For FY 2023, BCPL advised that it plans to increase the number of in-person programs and community engagement.

BCPL should be prepared to discuss the public's use of virtual programming and strategies for increasing community engagement in FY 2023.

5. Capital-Related and Equipment Financing Package Projects

The proposed FY 2023 Capital Budget includes \$16.6 million for various BCPL maintenance and renovation projects, including the following:

- **Woodlawn Library Design/Renovation/Replacement (\$13.0 million)** – The Library will be completely renovated to incorporate the former Woodlawn Health area, including updating all existing spaces and addressing ADA requirements; after the new architectural contracts are awarded, the Property Management Division and BCPL leadership will work with the consultant to go through complete design, which is anticipated to be completed within a year
- **Cockeysville Storefront Design and Replacement/Reseal Front Windows Construction (\$1.3 million)** - Anticipated design completion summer 2022 and construction completion fall 2022
- **Essex Library Renovation/Replacement Feasibility/Design Study (\$1.0 million)** - Anticipated completion late FY 2023 or FY 2024
- **Shelving Replacement at White Marsh, Pikesville, and Rosedale Libraries (\$750 thousand)** - Anticipated completion spring/summer 2022 for White Marsh and fall/winter 2022 for Pikesville and Rosedale
- **Randallstown Library Space Renovation (\$450 thousand)** - Anticipated completion spring/summer 2022

BCPL advised that the estimated timelines are subject to change based on the Property Management Division's project load and schedule, as well as construction and materials related delays.

In addition, the FY 2022 Equipment Financing Package includes \$475 thousand for a truck, step

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van, and book carrier.

BCPL should be prepared to discuss the impact of Capital projects and equipment purchases on its operations and meeting the needs of Library patrons.

BALTIMORE COUNTY
FISCAL YEAR 2023 RECOMMENDED BUDGET

DEPARTMENT OF LIBRARIES (037)

APPROPRIATION DETAIL

	FY 2021 ACTUAL	FY 2022 APPROP	FY 2023 REQUEST	NET CHANGE	
				AMOUNT	%
<u>General Fund</u>					
General Administration					
General Fund	\$ 7,148,006	\$ 7,994,601	\$ 8,487,154	\$ 492,553	6.2%
Special Fund	167,814	1,034,058	1,581,729	547,671	53.0%
Total	7,315,820	9,028,659	10,068,883	1,040,224	11.5%
Circulation/Information Services					
General Fund	17,558,445	17,965,792	18,801,346	835,554	4.7%
Special Fund	2,993,579	3,643,531	3,465,510	(178,021)	-4.9%
Total	20,552,024	21,609,323	22,266,856	657,533	3.0%
Customer Support Services					
General Fund	9,183,768	9,377,004	9,318,939	(58,065)	-0.6%
Special Fund	1,691,845	1,917,075	1,710,542	(206,533)	-10.8%
Total	10,875,613	11,294,079	11,029,481	(264,598)	-2.3%
Buildings/Vehicle Maintenance & Operation					
General Fund	1,375,216	1,370,776	1,425,004	54,228	4.0%
Special Fund	231,894	276,379	266,034	(10,345)	-3.7%
Total	1,607,110	1,647,155	1,691,038	43,883	2.7%
Grand Total	\$ 40,350,567	\$ 43,579,216	\$ 45,056,258	\$ 1,477,042	3.4%
<u>Funds Recap:</u>					
Total General Fund	\$ 35,265,435 ^(A)	\$ 36,708,173	\$ 38,032,443	\$ 1,324,270	3.6%
Total Special Fund	5,085,132	6,871,043	7,023,815	152,772	2.2%
All Funds Total	\$ 40,350,567 ^(B)	\$ 43,579,216	\$ 45,056,258	\$ 1,477,042	3.4%

^(A) Reflects County General Funds provided to BCPL.

^(B) FY 2021 General Fund and Special Fund split adjusted for actual spending not reflected in Executive's budget documents.

BALTIMORE COUNTY
FISCAL YEAR 2023 RECOMMENDED BUDGET

DEPARTMENT OF LIBRARIES (037)

PERSONNEL DETAIL - FULL-TIME EQUIVALENT POSITIONS

	FY 2021 ACTUAL	FY 2022 APPROP	FY 2023 RECOMM	NET CHANGE
General Administration	16	16	18	2
Circulation/Information Services	414	383	379	(4)
Customer Support Services	56	57	57	0
Buildings/Vehicle Maintenance & Operation	7	7	7	0
All Funds Total	493	463	461	(2)