2022 Annual Budget & Work Program

Fayetteville Public Library

faylib.org / 401 W. Mountain St., Fayetteville, AR 72701

Fayetteville Public Library, Arkansas

2022 Annual Budget & Work Program
Budget A

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Submitted by

David Johnson, Executive Director

FAYETTEVILLE PUBLIC LIBRARY

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Memo

To: Fayetteville Public Library Board of Trustees

From: David Johnson, Executive Director

Date: November 18, 2022

Re: 2022 Budget

Introduction

The 2022 budget, submitted for the Board of Trustees' review and approval, establishes a plan to accomplish the Fayetteville Public Library's goals for 2022. The overall viewpoint used for the 2022 budget assumes recovery in the economic condition. It is projected some revenue streams will return to pre-pandemic levels in 2022, while some revenue streams, such as Fines & Fees, will return to pre-pandemic collection levels outside the 2022 forecast.

In 2021, the Staff submitted a proposal application to the City's Department of Economic Vitality steering committee for ARPA funds. These funds would support a workforce development initiative positioning Fayetteville Public Library as a community resource for workforce training programs within the Center for Innovation and Teaching Kitchen. The total amount requested equals $2,289,081 for both additional equipment and personnel, which would be distributed evenly over a three-year span. At the time of preparing this transmittal letter, the steering committee has not finalized their plans on the distribution of funds. With that, Staff presents to the two (2) 2022 budget scenarios: one without the ARPA funds (Budget A) and one with ARPA funds (Budget B).

Fayetteville Public Library recommends the Board review and approve both budget scenarios with the understanding Budget A will be the primary operating 2022 budget. When, or if, the ARPA funds are awarded, FPL will operate under Budget B and present any necessary budget amendments for approval by the Board.

Both budgets include two (2) new funds, Events and Food Services. Each fund will be described in further detail in their respective sections of the budget.

Before discussing 2022, let us briefly review the accomplishments of 2021:

- In February 2021, the Blair Library and expanded Library opened to the public.

- Throughout the year, FPL staff was able to provide the following services to Fayetteville citizens:
  - Conducted Summer Reading Club virtually that drew 5,313 attendees of all ages
  - Hosted, in person and virtually, over 1,800 programs attended by well over 360,00 people
  - Added over 15,000 physical items and over 3500 digital items to the collection
  - Circulated over 1,050,000 items
  - Counted over 330,000 patron visits (inside the building and curb-side service)
  - Provided 40,000 unique users Wi-Fi access
  - Developed, in conjunction with DOXA, a rebranding of FPL's logo
  - Initiated an ILS system migration from Polaris to OCLC

The next several pages will discuss the revenues FPL receives, how each has performed over the past several years, and how they are likely to perform in the future. The Long-term Plan discussion will look at replacement and refurbishment schedules for library materials, technology equipment, and facilities in Blair Library.

FY 2022 Budget Highlights

Budget "A"

The 2022 Budget separates operating funds for Library Operations (Fund 10), Food Services (Fund 80) and Events (Funds 85). These funds are separated to easily identify the true cost of the services. The total 2022 operating budget is projected to be $9.4 million in revenue and $9.3 million in expenditures.

The Library Operations Fund (Fund 10) revenues are expected to be $8.7 million, an increase of approximately 14% or $1.05 million over the 2021 Adopted Budget. Budgeted expenditures are projected to increase by 8% of or approximately $631,000.

The budget proposes a 1.5 increase in full-time equivalents (FTE) to address needs to the increased Library expansion workload, bringing the total FTE count to 87.10.

Budget "B"

The total 2022 operating "B" budget, which also includes Library Operations (Fund 10), Food Services (Fund 80), and Events (Funds 85), is projected to be $10.18 million in total revenue and $10.07 million in total expenditures. Budget "B" contains ARPA funding totaling close to $763,000. Operating "B" budget reflects an increase of 17% or approximately $1.4 million when compared to the 2022 Proposed Budget, and an increase of 32% or roughly $2.5 million when compared to the 2021 Adopted Budget.

The Library Operations Fund (Fund 10), Budget "B," revenues and expenditures are expected to be $9.4 million, an increase of approximately 24% or $1.8 million over the 2021 Adopted Budget.

The projected revenue increase allows the staff to propose a 12.0 increase in full-time equivalents (FTE) totaling an FTE count of 97.60. This FTE increase allows Fayetteville Public Library to meet the current needs specifically for the Center for Innovation. However, this is a stringent budget and does not adequately meet the various department staffing needs identified for the expanded library.

Food Services and Events Fund Overviews

Food Services Fund

The Food Services Fund accounts for revenue received from selling food items at the Deli in addition to funds from catering services. All the Deli and Catering operation, maintenance, and management are paid from this fund.

Events Fund

The Events Fund supports the management and operation of the Library's event spaces. The Library charges users a fee based on the type of meeting or event. All expenditures related to events are paid through this fund.

Revenue and Revenue Trends

The Library Operations Fund is funded by five (5) main sources: Property tax, the City of Fayetteville transfers, Fines and Fees, a turn-back from the State of Arkansas, and a transfer from the Fayetteville Public Library Foundation.

The largest and most consistent funding sources are the voter-approved operating millage and the transfers from the City's General and Capital Improvement Funds. These two sources combined provide 87% of total library funding for the 2022 budget. Property tax collections are one of the most stable revenue sources available to any governmental unit such as the Fayetteville Public Library. The property tax revenue is forecasted to increase by 11% or approximately $483,000 compared to 2021 adopted budget. The transfers from the City's General and Capital Improvement Funds are anticipated to increase by 12%, consisting of a $100,000 increase from the City's General Fund and a one-time $300,000 from the Capital Improvement Fund.

In addition to the two primary revenue streams, Fayetteville Public Library also receives consistent funding from library charges (i.e., meeting rooms and fines and fees), a turn-back from the State of Arkansas, and a transfer from the Fayetteville Public Library Foundation. Revenue from library charges is expected to gradually return to pre-pandemic levels in 2022, projected to increase 209% or approximately $115,300.

While fines and fees and the state turn-back can be used for any purpose, the transfers from the Foundation are typically restricted to collections, humanities programming, and donor designated programming.

Each of the revenue sources can fluctuate based on different factors. For instance, the turn-back is linked to the state's overall fiscal health and the funding category assigned to libraries by the Arkansas Legislature in each biennial budget. Funding category A is fully

funded; subsequent categories are funded based on the overall surplus/deficit in each fiscal year.

Long Term Plan – Looking forward

With voter+approved operating mills for both Blair Library and the expansion as well as a capital mil to pay for construction bonds, FPL has completed the initial replenishment of budgets for library materials and operations as well as reserves for equipment and facility replacement. Additionally, FPL's cash and investments policy calls for five (5) months cash reserve between the Operating Fund (Fund 10) and Long-Term Fund (Fund 20). The process of completely restoring these budgets is expected to take several years to ensure the funding is used most productively.

FPL secured partial capital funding for the expansion; however, the remaining capital must be raised from private sources. The Fayetteville Public Library Foundation continues its efforts to secure such funding. In 2019, the Foundation secured bridge funding in the form of a line of credit with a consortium of local banks. The Foundation entered into an agreement with the Library to purchase and then lease back all the equipment needed to furnish the library. These developments have created some operational funding constraints for 2022 that must be acknowledged.

Adding all of the positions necessary to staff the expanded library will not be possible in 2022. This is due, in part, to the need to make lease payments for the equipment and furnishings purchased by the Foundation.

Operating Blair Library and the Expansion – Long Term

The key to keeping Blair Library and the Expansion relevant long-term is to ensure the following:

- Library materials that are current and in sufficient quantity to meet the needs of library patrons;
- Technology that ensures patrons have access to the most up-to-date cjcarpmlgas on the market;
- Facilities and equipment in near new condition, save normal wear and tear, to ensure that the physical space is safe and conducive to learning, being entertained, and exploring new ideas and concepts;
- Access to materials and research such that the Library can continue its role as a catalyst for entrepreneurial endeavors;
- Access to information that enables library patrons to improve their educational, financial, and personal well-being.

The most frequently replaced assets (with a useful life of only three (3) years) are circulating materials and personal computers for both library patrons and staff. The next category of assets typically has a useful life between seven (7) and fifteen (15) years. Examples of these assets are network infrastructure, heating and air conditioning units,

elevator hydraulic and control systems, the book return (conveyor and sorting system), and the roof itself. The useful life of each of these assets will be extended by rigorous preventive maintenance adhered to on an annual and biennial basis. The discussion below examines each of these categories and addresses a method for ensuring continual use of the assets and the library.

Library Materials

The cornerstone of patron services for public libraries has been a circulating collection that meets the needs of the public. However, the way we, as a culture, consume the written word and visual and audio materials is ever-evolving. Fayetteville Public Library housed approximately 300,000 circulating items in 2013. That number has climbed to over 370,000 with over 70,000 of these being digital. Prior to embarking on our expansion, the Board of Trustees commissioned a master plan to assess library needs to 2030. The 2030 Master Plan recommended that the collection size increase to approximately 400,000 items by 2030. To accomplish this goal, the library needs to add over 14,000 print books and almost 5,600 electronic books annually. This annual infusion of new materials is predicted to cost in excess of $500,000. The annual transfer from the City of Fayetteville increased from $561,000 in 2021 to $581,000 in 2022, $602,000 in 2023, $622,000 in 2024, and $642,000 in 2025. These transfers, if maintained, will enable the Library to meet the Master Plan recommendation of 400,000 items in the collection.

Technology Replacements

Technology replacements encompass desktop and laptop computers, printers, security gates, digital signage, the network core, and technology-based check-out materials. The planned replacement of these technologies in the current Blair Library is, on average, $178,000 annually. This replacement schedule has been funded by an annual transfer from the City's Capital Improvement Program. The City's transfer amount for 2022 is $101,000, a decrease of 45% or $84,000 from the prior year. The transfer from the City's Capital Improvement Fund is typically supplemented with a transfer from Library operating millage. Due to funding constraints in 2022, a $10,000 to 15,000 planned transfer will occur from operating millage for 2022. There is a possibility of a transfer from unspent 2021 budget amounts that could be used to add funds to the Technology Reserve. An annual transfer from operating millage is preferable because it formalizes the need to keep the technology replacement fund with adequate cash to replace outdated equipment. This annual transfer from operating millage is in lieu of transferring enough money to fully fund depreciation.

As long as we make annual contributions of $178,000 to the technology reserve, FPL's technology equipment should remain current. All Blair Library expansion is anticipated to be complete in 2022. Once this is complete, the annual transfer will need to increase to approximately $300,000 from a combination of city CIP and library transfer.

Facility Replacements

Examples of facility replacements include the security system (internal and external, but not book security), lighting in Blair Library, entry doors throughout FPL, roof top units (RTUs) for the heating, ventilating and air conditioning (HVAC) system, and the roof.

Each building system's life can be extended if FPL continues to follow its comprehensive preventive maintenance schedule. However, even following such a plan, equipment and building systems eventually wear out and must be replaced. The RTU's and the roof have only 2-4 years predicted life remaining - though there is no way to know exactly how much longer either asset will last. Additional building systems have been identified as needing upgrade and/or replacement.

Additional facility upgrades that were planned for 2021 have been moved into 2022 fiscal year assuming additional funding is awarded to FPL to remodel our Genealogy area. The projected cost of remodeling level 400 is approximately $800,000.

In the 2022 Budget, the City of Fayetteville has included a one-time capital improvement transfer totaling $300,000 for air conditioning (HVAC) system replacement. The total cost to replace the air conditioning system is approximately $936,000.

As of October 31, 2021, Fayetteville Public Library has $466,000 in a facility reserve that was initially funded from a portion of the sale of the Fulbright Library building and supplemented with periodic transfers from the operating fund. This is not enough to replace the RTUs. To replace both the RTUs and the roof, at least $1,190,000 is necessary. This gap of over
$424,000 requires a transfer of at least $84,800 annually for the next five (5) years. The 2021 budget contain a $8,000 to $10,000 transfer. It may be possible to fund a transfer with unspent 2021 budgeted expenses.

To replace all known facility systems that will need replacement before 2025 and begin to set aside money for the next round of replacements/upgrades would require an annual transfer that averages $456,500 from 2022 through 2030. Based on FPL's revenue streams it is very unlikely that a routine transfer can be made from operating millage for the next several years.

Because of these funding constraints, FPL will be assuming the risk of two major building systems failing within the next five (5) to seven (7) years. If the roof and roof top units fail within the next 5-7 years, the Board of Trustees will need to transfer funding from another source – most likely Long-Term Reserve - to pay for the needed replacement.

Future Funding Options

Fayetteville Public Library will have the opportunity to determine what to do with the current debt service millage. The current millage is dedicated to paying the library bonds that were issued in August 2016. The original debt service schedule predicted they would be fully paid in 2047. However, current millage revenue is growing at an average of 2.8% annually. Because all of the millage must go to pay off the bonds, this growth indicates they will pay off much sooner. If debt service millage revenue continues to grow at 2.0% to 2.8%, the bonds pay off between 2037 and 2039. If the early payoff occurs, a future FPL Board of Trustees may have funding options not available to the current Board of Trustees.

2022 Budget

Budget 2022 incorporates all of the operating millage revenue into Fund 10. The 2022 budget, as presented, has a slight surplus. In summary, the 2022 budget increases funding for library services, very limited staff to aid in operating the expanded library, continues a lease payment to the Fayetteville Public Library Foundation, and allocates some funding into the Facility and IT reserves.

The department pages for the Library Services (pages 43-80) and Administration (pages 84-88) provide more detailed information on the work plan for each of the Library's functional areas. The Administration Department budget contains funding for staff raises to be determined during 2022.

Staffing Changes

The organizational chart is detailed on page 119. In summary, FPL will end 2021 with 86.10 full time equivalent employees (FTEs) and this budget proposes to add 1.5 FTEs for the planned staffing increase for the Accounting Department and Information Technology Department. With the increase in FTEs proposed in this budget, FPL's total FTE will be 87.60 (Budget A) and 98.10 (Budget B). The following table lists the changes in FTEs from 2021 to 2022.

Budget A

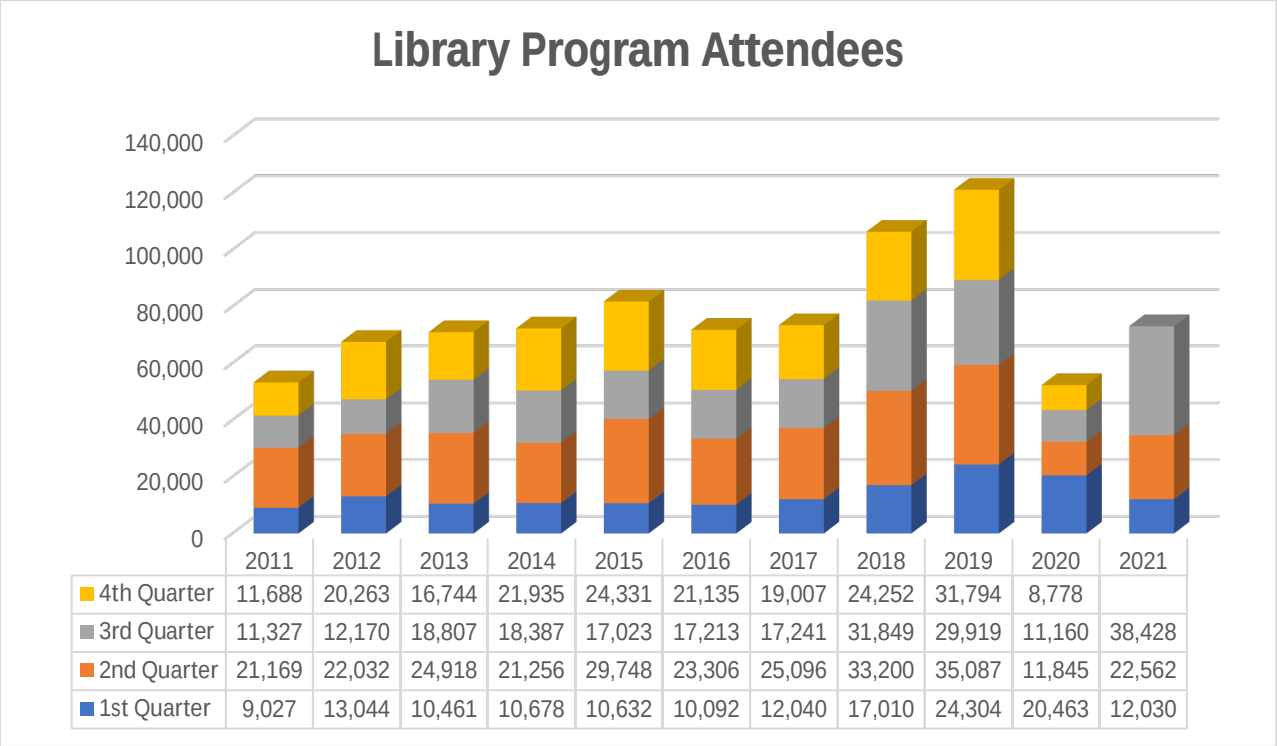
Position Title	FTE Proposed	Driving Reason
Accountant	1.00	Expansion related
Information Technology	.50	Expansion related
Total	**1.50**	

Budget B

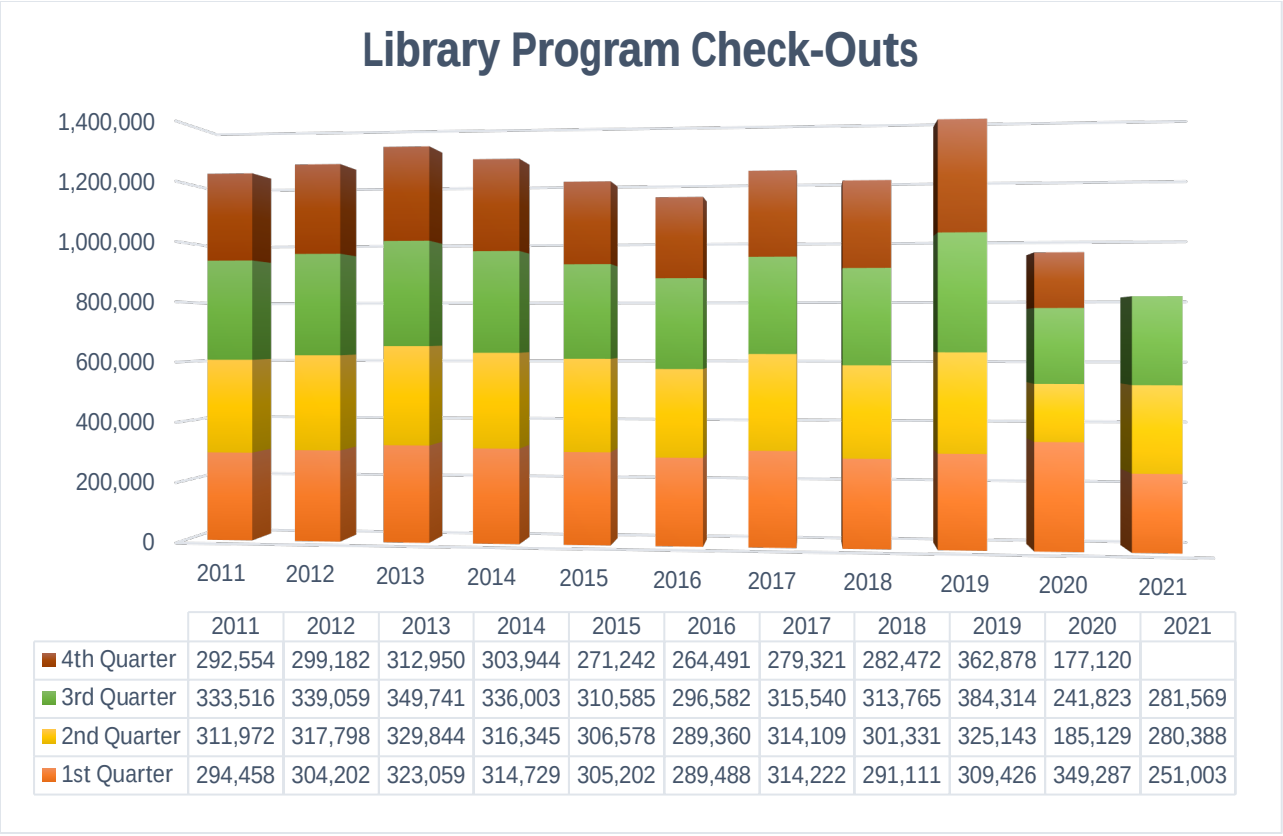
Position Title	FTE Proposed	Driving Reason
Accountant	1.00	Expansion related
Information Technology	.50	Expansion related
CFI Technician (PT)	1.5	CFI Workforce Development (WD) Program
CFI Technician	2	CFI WD Program
IT/AV Support Technician	2	CFI WD Program
VR, Coding and Software Development Coordinator	1	CFI WD Program
Simulation Lab Coordinator	1	CFI WD Program
Video and Photography Suites Coordinator	1	CFI WD Program
Audio Suite Coordinator	1	CFI WD Program
Kitchen Program Coordinator	1	CFI WD Program
Total	**12.0**	

Accomplishments – 2011 through 2021

The next two graphs illustrate the service levels enjoyed by Fayetteville citizens at Blair Library from 2011 through 2021. All of these accomplishments were made possible by an engaged staff that designed and delivered programs and projects that resonate with FPL patrons. Both staff retention and the resources to engage patron interests are critical to this organization. With the recently approved funding, it is FPL's goal to continue to be the jewel it has become over the past 100 years.



	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
4th Quarter	11,688	20,263	16,744	21,935	24,331	21,135	19,007	24,252	31,794	8,778	
3rd Quarter	11,327	12,170	18,807	18,387	17,023	17,213	17,241	31,849	29,919	11,160	38,428
2nd Quarter	21,169	22,032	24,918	21,256	29,748	23,306	25,096	33,200	35,087	11,845	22,562
1st Quarter	9,027	13,044	10,461	10,678	10,632	10,092	12,040	17,010	24,304	20,463	12,030



	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
4th Quarter	292,554	299,182	312,950	303,944	271,242	264,491	279,321	282,472	362,878	177,120	
3rd Quarter	333,516	339,059	349,741	336,003	310,585	296,582	315,540	313,765	384,314	241,823	281,569
2nd Quarter	311,972	317,798	329,844	316,345	306,578	289,360	314,109	301,331	325,143	185,129	280,388
1st Quarter	294,458	304,202	323,059	314,729	305,202	289,488	314,222	291,111	309,426	349,287	251,003

2022 Goals

- Identify strategies to continue and adapt fundamental and treasured library services and programs throughout the expanded Blair Library
- Identify strategies to communicate new library program opportunities with the Event Center, center for Innovation, Teaching Kitchen with plans, news and updates to the public
- Expand relationships with Fayetteville schools, the Chamber of Commerce, and high-tech companies to provide support for STEAM initiatives
- Continue to develop staff to support expanded services for the Library's addition
- Develop management policies and strategies that incorporate the new opportunities the expanded Blair Library offer Fayetteville citizens
- Implement 24/7 library space to maximize contactless library services for patrons and extend access to library.
- Conduct a community needs assessment and update library's strategic plan.

Fayetteville Public Library
FAYETTEVILLE, ARKANSAS
Financial Policies

The purpose of this section is to present the policies that the Fayetteville Public Library (FPL) follows in managing its financial, budgetary and purchasing affairs. These are general statements of policies, which represent long standing principles, traditions, and practices that have guided FPL in maintaining financial stability.

REVENUE POLICY
FPL will strive to maintain a broad and diversified revenue base that will protect FPL from short-term fluctuations in any one revenue source.

FPL will maintain timely collection systems and implement necessary enforcement strategies to collect revenues from available sources.

FPL will project revenues on a conservative basis so that actual revenues will consistently meet or exceed budgeted revenues.

FPL will maintain a budgetary control system and will prepare reports that compare actual revenues to budgeted amounts.

FPL will limit the designation of the Operating Fund revenues for specified purposes to maximize flexibility in budgeting and revenue utilization.

EXPENDITURE POLICY
Basic and essential services provided by FPL will receive first priority for funding.

FPL will strive to adopt a balanced budget, by fund, for all funds maintained by FPL, in which total anticipated revenues must equal or exceed the budgeted expenditures for each fund. However, if this cannot be attained, FPL will utilize unallocated fund reserves, which have been carried forward from prior years.

FPL will maintain a budgetary control system to ensure adherence to the adopted budget and will prepare reports that compare actual expenditures to budgeted amounts.

FPL will attempt to refrain from budgeting non recurring or one time revenue for ongoing expenses.

FPL will provide access to medical, dental, life, and long term disability insurance for its employees. The cost for medical benefits will be a shared responsibility between FPL and eligible employees.

FPL will provide access to appropriate retirement plans for its employees. FPL will make contributions for eligible employees at the percentage defined for the retirement plan.

INVESTMENT AND CASH MANAGEMENT POLICY

FPL will deposit all receipts on a timely basis.

FPL will strive to maximize the return on its investment portfolio without jeopardizing principal amounts.

FPL will limit its investments to the types of securities provided for by Arkansas statutes.

FPL will diversify its investments by maturity date to protect against market fluctuations.

FPL will purchase securities from qualified institutions based on competitive bids in an effort to obtain the highest available rates.

CASH AND INVESTMENT RESERVE POLICY

FPL will strive to maintain five (5) months operations and maintenance expenses in cash and investment reserves between the Operating Investments and Long Term Investments.

FPL shall maintain designated investments to provide cash needed to replace and/or repair the facility, furniture and equipment, and information technology infrastructure in the event of a catastrophic event.

CAPITAL IMPROVEMENT POLICY

FPL will prepare and update, as needed, a five year Capital Improvements Program (CIP), which will provide for the orderly maintenance, replacement, and expansion of capital assets.

The CIP will identify long range capital projects and capital improvements of all types, which will be coordinated with the annual operating budget to maintain full utilization of available revenue sources.

When preparing the CIP, FPL will seek to identify all viable capital projects and capital improvements required during the subsequent five year period. These projects and improvements will be prioritized by year and by funding source. Every attempt will be made to match projects and improvements with available funding sources. Future operating costs associated with a project or an improvement will also be given consideration in the establishment of priorities.

FPL will seek Federal, State, and other funding to assist in financing capital projects and capital improvements.

FPL will seek input from the public by holding public hearings in relation to the establishment of major projects and major project priorities.

FPL will incorporate the reasonable findings and recommendations of the FPL Board appointed committees and citizen task forces as they relate to capital projects and improvements.

FINANCIAL REPORTING POLICY

FPL's accounting system will maintain records in accordance with accounting standards and principles outlined by the Governmental Accounting Standards Board (GASB), Financial Accounting Standards Board (FASB), and the State of Arkansas.

FPL will employ an independent accounting firm to perform an annual audit of FPL's finances and make the annual audit available to all required and interested parties. The audit shall be completed and submitted to the State of Arkansas within 210 days of the close of the fiscal year.

FPL will produce monthly and quarterly financial statements reporting the current periods' activity for all funds maintained by FPL.

FPL will prepare an annual budget document that provides a basic understanding of FPL's planned financial operations for the coming fiscal year. Copies of the proposed and final budget will be made available to all interested parties and opportunities will be provided for citizen input prior to final decisions on the budget.

BUDGET PREPARATION, AMENDMENTS, and ADJUSTMENTS

PURPOSE: The purpose of this policy is to identify responsibilities for budget preparation, amendments, and adjustments.

POLICY: The Library staff will create, as much as is possible, a budget which will accurately account for the Library's operations for the coming fiscal year on a budget category and department level. Managers are responsible for all aspects of their budgets and for adhering to all deadlines set forth in the process. All Managers are responsible for staying within their adopted budget(s) as amended.

A budget amendment is defined as an increase to a Board of Trustees (BOT) approved expenditure budget.

A budget adjustment is defined as a change in line items within a departmental budget. Adjustments do not increase spending.

BUDGET AMENDMENTS:

Amendments of $10,000 or more to a BOT approved departmental budget: These must be approved by the Board of Trustees. It is the responsibility of the Department Director/Manager in coordination with the Chief Financial Officer to prepare a budget amendment for consideration by the Executive Director as an agenda item. It is the responsibility of the Executive Director to place the amendment on the next agenda of the Library Board of Trustees and advise the Board of any consequences.

Amendments of less than $10,000 to a BOT approved departmental budget: These may be authorized by the Executive Director. This type of amendment shall be initiated by a Department Director/Manager and by the Chief Financial Officer. It is the responsibility of the Department Director/Manager in coordination with the Chief Financial Officer to prepare the budget amendment.

Amendments that reflect a restricted revenue and a related expenditure: The Department Director/Manager and Chief Financial Officer will prepare the budget amendment and supporting documentation for the Executive Director. The Executive Director may approve the budget amendment or may refer the amendment to the Board of Trustees for approval/disapproval.

BUDGET ADJUSTMENTS:
Adjustments reallocate previously approved funding from one expenditure category to another expenditure category within the same department. Adjustments do NOT authorize increased spending. Department Directors/ Managers are authorized to reallocate funding within their departments, except for personnel services, with the approval of the Executive Director.

PURCHASING POLICY
The Executive Director is authorized to execute all purchases as long as the Board of Trustees adopted budget, as adjusted or amended, contains the appropriation for the purchase. Bids and quotations where the budget must be amended more than $10,000 shall be submitted to the Board of Trustees for approval.

For purchases under $1,000, an informal quote is needed; for purchases between $1,000 and $2,500 three (3) informal quotes are required, and for purchases between $2,500 and $19,999 require three (3) written/internet quotes unless available through a negotiated contract or sole source.

Formal bids and quotations will be solicited for purchases with an estimated cost over $20,000. These will be obtained in compliance with state purchasing law and FPL Board of Trustees policies,

The Executive Director or designee may authorize emergency purchases in cases where human life or health, library property, or functional capability of the library is endangered

The Executive Director is authorized to award bids, quotations, and execute contracts for purchases in excess of $20,000 subject to a budget line, as adjusted, containing the funding for the bid or quoted item or service.

A purchase order shall be issued for all purchases that encompass multiple fiscal years and require formal bids. Exceptions to this requirement are:

Utility payments;
Software and equipment maintenance contract payments;
Library material purchases;
Inter fund payments;
Government agency payments;
Payroll and benefit plan payments;
Insurance claims/legal settlements.

Budget Financials