

Baker County Library District

Board of Directors

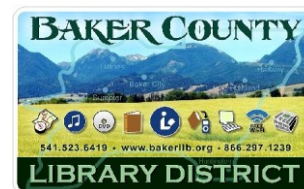
Regular Meeting Agenda

Monday, Dec 12, 2016, 6:00 – 8:00 pm

Riverside Meeting Room, Baker County Public Library

2400 Resort St, Baker City

Gary Dielman, President



- | | |
|---|---------|
| I. CALL TO ORDER | Dielman |
| II. Consent agenda (ACTION) | Dielman |
| a. Additions/deletions from the agenda | |
| b. Minutes of previous meeting | |
| III. Conflicts or potential conflicts of interest | Dielman |
| IV. Open forum for general public, comments & communications | Dielman |
| In the interests of time and to allow as many members of the public an opportunity to speak, the board asks guests to limit remarks to five (5) minutes if speaking on behalf of an individual, or ten (10) minutes if speaking on behalf of a group or organization. | |
| V. REPORTS | |
| a. Director | Stokes |
| b. Finance | Hawes |
| VI. OLD BUSINESS | |
| a. None | |
| VII. NEW BUSINESS | |
| a. 2017 holiday closure schedule (ACTION) | Stokes |
| b. Video Security & Records policy (ACTION) | Stokes |
| VIII. Agenda items for next regular meeting: Jan 9, 2017 | Dielman |
| IX. ADJOURNMENT | Dielman |

The times of all agenda items except open forum are approximate and are subject to change. Other matters may be discussed as deemed appropriate by the Board. If necessary, Executive Session may be held in accordance with the following. Topics marked with an asterisk* are scheduled for the current meeting's executive session.

ORS 192.660 (2) (d) Labor Negotiations

ORS 192.660 (2) (h) Legal Rights

ORS 192.660 (2) (e, j) Property

ORS 192.660 (2) (a, b, i) Personnel

The Board of Directors meets on the 2nd Monday each month from 6.00 to 8.00p in the Riverside Meeting Room at 2400 Resort Street, Baker City, Oregon. Sign language interpretation for the hearing impaired is available if at least 48 hours notice is given.

Library Board Meeting Notes

Monday, Dec 12, 2016, 6:00 pm

Notes prepared by Library Director Perry Stokes

Consent Agenda procedure reminder:

A Consent Agenda allows an assembly to move quickly through non-controversial issues with unanimous consent, so that more time can be spent on controversial issues. In general, ours will consist of the meeting agenda, previous meeting minutes, and any other non-controversial items. Any Board member can request that an item be removed from the consent agenda and transferred to the regular agenda for consideration and vote. The remaining consent agenda items are then unanimously approved as a unit without discussion.

Annotated Agenda

- | | |
|--|---------|
| I. CALL TO ORDER | Dielman |
| II. Consent agenda (ACTION) | Dielman |
| a. Additions/deletions from the agenda | |
| b. Minutes of previous meeting | |

Attachments:

- II.b. Board meeting minutes, Nov 14 2016

- | | |
|--|---------|
| III. Conflicts or potential conflicts of interest | Dielman |
| IV. Open forum for general public, comments & communications | Dielman |
| V. REPORTS | |
| a. Director | Stokes |

Friends & Foundation

The Friends group continues to prepare for its Winter Book Sale (Jan 27 2017) and seek recruitment of new members who wish to be active with the organization. It recently committed funds to purchase 3,000 customized eclipse viewers which will be sold as a fundraiser leading up to the Aug 21 2017 total solar eclipse. I have approved sales of these items by library staff at all our branch locations. This is in addition to the current sales of surplus books and media staff currently do on behalf of Friends groups.

No report from the Foundation.

Circulation services & Collections

An additional incident of the censorship activity reported at last Board meeting has occurred at the Baker branch. DVD cases of films with GLBTQ subject matter are being removed from their shelving location and hidden or stolen. The matter continues to be under investigation and there are two persons of interest.

Public services

Because not all families operate on the same schedule and we want to provide equal opportunities to participate in StoryTimes, we would like to offer programs at a variety of times throughout the week--in the morning, afternoon and evening as well as on

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Notes prepared by Library Director Perry Stokes

Saturdays. We're a long way from that goal but have taken the first step by launching one evening program. The Tuesday Storytime program was rescheduled from morning to evening, beginning 12/5/16.

Facilities

The common master light switch for public service areas was installed by Arros Electric. As discussed at last meeting, installation of this regular switch should help prevent further wear & tear on the aging breaker switches which are costly to replace. Staff have been delighted with this new convenience.

Grants & gifts

The Leo Adler Community Foundation has approved our grant request for funding to provide specialty shelving to hold the Record Courier volumes. I will begin ordering that shelving in January.

Marketing/Outreach

A newspaper story titled "[County can look to neighbor for inspiration](#)" about the success of BCLD was published by The La Grande Observer on December 2 2016. An editor's note states "This is the first part in an occasional series on what a library district in Union County could do for residents, and the positives and negatives of a potential district."



Baker County Library Employee Heather Spry, right, checks out videos last month to Larae Hooks of Baker City. Baker County voters have supported every library tax levy request since 1998. After passing the local option in 2006 and 2011, it was voted on again in May. (S. John Collins/WireCom News Service)

[Click here to enlarge image](#)

LIBRARY DISTRICT

County can look to neighbor for inspiration

By Josh Benham, The La Grande Observer, @lgoBenham

Published Dec 2 2016 at 04:16PM

Personnel

No report.

Sage

No report.

Security

D.A. Matt Shirtcliff recently consulted with me about the case of the handgun left unattended in a library restroom in April of this year. He described the restitution process he plans to pursue and I supported the course of action.

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Notes prepared by Library Director Perry Stokes

Statistics

No report available at the time this document was distributed.

Technology

No report.

b. Finance

Hawes

Report documents to be distributed at the meeting.

VI. OLD BUSINESS

a. None

VII. NEW BUSINESS

a. 2017 holiday closures (ACTION)

Stokes

Attachments:

- VII.a. 2017 holiday closure schedule

Every year, the library closes on holidays recognized by BCLD, which includes most federally-recognized holidays. Eligible staff receive paid vacation on those days (10 per year). Depending on the day of the week a holiday falls, it may be advisable to close on other days to give staff and the public time to celebrate. These additional days are not paid holidays for staff; they adjust their schedules to ensure that they have the correct number of hours. This year, in addition to the recognized holidays, I recommend closing the library on two additional days: January 1 and December 24. These are both Sundays preceding an observed Monday holiday. Staff and public service impact will be minimal.

b. Video Security & Records policy (ACTION)

Stokes

Attachments:

- VII.b.1. Current policy, approved 11/2009
- VII.b.2. Draft policy (with markup)
- VII.b.3. Draft policy (changes accepted)
- VII.b.4. Video surveillance in public libraries

This policy was last modified in 2009 so is overdue for review and revision. Security cameras in public libraries are somewhat controversial. To assist your orientation to the issues I've included a 2013 journal article by UW researchers as recommended reading.

I am proposing significant changes to

- Update the policy to current preferred practices
- Improve organization of policy elements
- Simplify the introductory statement of purpose
- Address the question of audio recording
- Clarify usage to assist law enforcement investigations

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Notes prepared by Library Director Perry Stokes

- Address public inquiries and privacy breaches
- Establish a liability disclaimer
- Provide an appeal and review procedure

Policy background info:

Reason for security system

District regards cameras as a safety and security tool for crime investigation and deterrence, enhancing patron, employee and community safety, and protecting library property. Cameras are used when dealing with incidents that occur in and around the library, as well as securing convictions.

Occasions of use

Monitor areas out of line-of-sight for safety and disruptive behavior

Investigation of crimes/policy violations (library and patron)

Patron accountability (cash handling, returns / never checked out, unauthorized card use)

Staff accountability (verify compliance with library policies & procedures – attendance, customer service procedures)

Accident documentation and insurance claim case evidence

Common incidents

Littering, harassment (bullying), disorderly conduct (reckless endangerment, fighting), assault, criminal mischief (graffiti, vandalism), trespassing, theft

Parking lot violations

Storage

May vary according to DVR settings and memory capacity.

Policy models

Fountaindale Public Library (IL)

<http://www.fountaindale.org/policies/security-camera-policy>

Neptune Public Library (NJ)

<http://www.neptunepubliclibrary.org/policies/video-surveillance-policy/>

Manhattan Public Library (KS)

<http://www.mhklibrary.org/wp-content/uploads/2014/01/securitycamera.pdf>

Harrison Public Library (NY)

<http://www.harrisonpl.org/files/Video-Surveillance-Policy.pdf>

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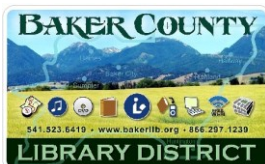
Vancouver Island Regional Library (WA)

<http://virl.bc.ca/about-us/library-policies/security-video-surveillance>

White Plains (NY)

<http://whiteplainslibrary.org/policies/digital-video-surveillance/>

- VIII. Agenda items for next regular meeting: Dec 12, 2016** **Dielman**
- 2015-2016 Audit report
 - 2016 Statistics report
 - Overtime Rules
 - Social Software
 - Staff Use of Collection Materials
 - Digital Archive Copyright Statement / Rights Statements for digital cultural heritage object
 - Parking Lot Policy
- IX. ADJOURNMENT** **Dielman**



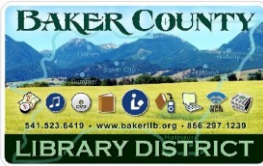
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Call To Order	Kyra Rohner-Ingram, Vice-President called the meeting to order at 6:15pm. The meeting was held in the Riverside Meeting Room. Present at the meeting were Kyra Rohner-Ingram , Della Steele and Betty Palmer, Directors ; Perry Stokes , Library Director and Christine Hawes , Business Manager. With President, Gary Dielman, absent, Kyra Rohner-Ingram lead the meeting.
Consent Agenda	Rohner-Ingram asked for any changes to the agenda or corrections to the minutes. There were none. Palmer moved to approve the Consent Agenda as presented, which includes the agenda and Regular Meeting Minutes of October 10, 2016; Steele seconded; motion passed unanimously.
Potential or Actual Conflicts of Interest	Rohner-Ingram asked if there were conflicts of interest to be declared. There were none.
Open Forum	Rohner-Ingram commented that there were no members of the public present. Stokes had no other communications to share.
REPORTS: Director	<p>Stokes gave an administrative report.</p> <p>Friends & Foundation – The Friends group is preparing for the Winter Book Sale scheduled in late January. With holiday activities they decided to move it to January. The group questions whether or not they can continue the winter book sale due to lack of volunteers. He encouraged them to continue the second book sale as it relieves the pressure on large quantity of donated book storage and generates some additional revenue. No report from the Foundation.</p> <p>Circulation Services & Collection –Stokes reported the development history of the Graphic Novels collection. When he started as Director, he found that BCLD had a small Graphic Novel collection in one location. He separated the collection into juvenile, young adult (YA) and adult collections. The adult collection was recently separated from the Non-Fiction to its own shelving location. We now actively build on each of these collections. He recently ordered a core collection reference book for these. Graphic Novels continue to be highly popular and a focus of library operations across the country.</p> <p>Staff recently reported what appears to be a type of censorship activity by someone at the Baker branch. Several DVD cases with GLBT themes have been found missing from their proper shelving locations. Some</p>



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have been discovered in areas of the library in a way that indicates the items are attempting to be hidden. Some missing items have not yet been found. It is unknown if this activity occurred as a one-time event or is ongoing. Stokes is considering adding a security camera to that area to be able to review activity.

Facilities – At the Baker Library, LED “Open” signs have been installed at the front and rear entrances. Public response has been positive. We recently had outlets installed at the desired signage areas. Currently, staff has to turn them off with remote controls. He has ordered timers to install so they turn on/off automatically.

In addition to the LED lighting upgrade project, a contractor quote was requested for light switches to be installed beside the electrical panel in the staff closet. The installation of regular switches relieves the wear and tear on the aging breaker switches which are costly to replace. Boardwalk lights were also converted to LED having been installed today.

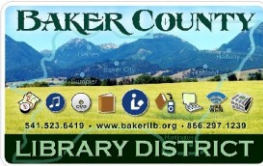
Facility maintenance staff began to trim the bushes on the corner of Madison and Resort Streets. Due to an equipment failure, that work is halted until replacement equipment is obtained.

The Storytime room remodel is in progress. It has been painted and an area rug was ordered. New early learning interactive toys will also be added.

An assessor contracted by Special Districts Insurance Services (SDIS) visited Baker County on October 26 to conduct site visits on BCLD properties. In addition to the Baker City branch, Stokes escorted him to each of the other three properties owned by the District – Haines, Halfway, and Huntington.

The Baker Library continues to have rainwater damage to eaves. Birds regularly try to nest in the overhang, finding openings. Facility maintenance staff periodically applies wire mesh patches to block nesting.

In Huntington, staff reported an incident of property damage Friday, October 28. A plank on a bench of an exterior picnic table had been broken. He directed staff to report the incident to the Baker County Sheriff’s office. Stokes made a special trip to retrieve video footage. The bench manufacturer will be sending a replacement plank at no charge.



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Jim White will repair the bench on his next regular visit to Huntington.

The City of Halfway sent a Notice of Public Hearing for a meeting to be held on 11/10/2016 regarding a proposal to install a 68 foot wooden pole to be utilized to provide wireless Internet service and a webcam view of the city on property at 241 S Main Street. BCLD was notified since the Halfway branch library is within 100 feet of the exterior boundary of the proposed location. Halfway staff was aware of the proposal and had no objections. Stokes reviewed the information packet and also had no objection.

Grants and Gifts – A new “Statement of Gift” form has been created to help capture information of donors of archival materials and document their acquisition. The form will both establish District ownership of the materials and provide Dielman with contact information for questions.

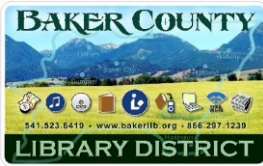
Marketing and Outreach – Live Homework Help brochures were delivered to Baker Middle and High Schools for the parent-teacher conferences this past month. A receptionist at BMS reported the math teacher was already referring students to the service. Usage of this service is improving. Stokes had to increase the number of sessions per year on the subscription.

Recently a full page article featuring BCLD and biographical information on Stokes appeared in The Hells Canyon Journal, November 2 2016 edition. He appreciates HCJ writer, Sherry Kvamme, for the exposure and supporting library activities.

Personnel Training – We are utilizing SDAO SafePersonnel online training resources for staff again this year. With Christine’s assistance and recommendations, the new topics of ergonomics and proper lifting techniques were selected. We are also having all staff take either the refresher or full course, as applicable, of the blood borne pathogens.

At the LEO (Libraries of Eastern Oregon) meeting held in John Day on October 28, Stokes was elected as the LEO Board Chair. Stokes said that he is pleased to be working closely with new LEO Director Brian Vegter of Baker City. LEO administration is now firmly centered in Baker with the Executive Director, bookkeeper, and Board Chair all located here.

Technology – The network wiring installation is complete. White is now working with software vendors on the server closet project including



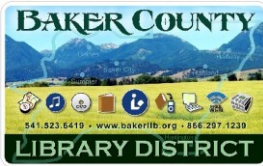
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	<p>migrating data to the new equipment and then installing equipment in the actual location.</p>
<p>Finance</p>	<p>Check packets had been handed out at the beginning of the meeting. The Directors signed the checks and the Approved Bills Checklist which were returned to Hawes.</p> <p>Hawes reviewed the financial reports. The General Fund has received 3 tax turnovers since the October meeting; a small amount in October of \$2,359.37 and two turnovers in November totaling \$191,348.84. The District usually receives three turnovers in November so another turnover is anticipated to come. Expenses being paid tonight include Ingram Books \$3,545.40, Apple Books \$2,197.67 and ProQuest for Heritage Quest subscription \$2,239.65. The Sage Annual Membership of \$11,567 was paid on November 1. Building expenses include Heavens Best for carpet cleaning \$2,041.20, Alpine Alarm \$817 additional work related to cable installation, Arros Electric \$19,272.95 final payment on LED Lighting Project, Arros Electric \$798.01 for installation of switches to relieve the breaker box and "Open" sign wiring, Scrivner Painting \$800.00 for Storyroom dry wall work, and reimbursement to Perry Stokes \$59.88 for 4 safety cones for the parking lot. And finally, a check to The City of Baker City \$1,000 bi-annual debt payment on the LID sidewalk project.</p> <p>Other Funds had one large check to Alpine Alarm of \$11,799 for the new Internet cabling project. This project was funded by the E-Rate Program and was one of two E-Rate projects completed this fiscal year. The first one completed was Davis Computer \$9,242 paid in September. The reimbursement request forms for these two projects will be filed this month; the funding approval for 80% support recently came through. Hawes anticipates \$9,400 and \$7,300 in reimbursements from E-Rate which will go back into the Other Funds – Technology Department to pay for these projects. Total operating loans to General Fund total \$106,000 and are anticipated to be re-paid by the end of November.</p> <p>Sage Fund has received membership dues totaling \$107,878 to-date, which is 71% of the budgeted revenue. Expenses include an expense reimbursement to General Fund of \$1103.28 for a PERS payment, courier expenses totaling \$2893.00 and the monthly tech contract payment \$4,438.09 to the Hood River Library District.</p>
<p>NEW BUSINESS: PERS Outlook</p>	<p>Stokes said that Hawes has calculated the PERS costs for BCLD will spike by approximately \$19,000 in the next fiscal year and continue to increase</p>



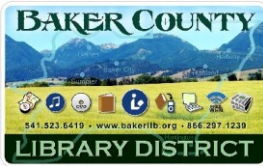
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	<p>for successive bi-annual years, which will significantly strain the district budget. Fortunately, the cash carryover for this fiscal year is approximately \$19,000 more than anticipated so if preserved that can offset the increase for next year.</p> <p>Stokes went on to say that unfortunately, the Baker County Assessor millage report shows a significant drop in TAV (Taxed Assessed Value) growth. The budget is based on a 3.5% growth rate (down from 4.7% last year). The actual rate is 2.8% for the current fiscal year. The decrease of nearly 2% is the biggest single year drop we have seen in 10 years. The decreased growth results in a surge of compression loss and a revenue shortfall for this year of approximately \$15,000. At the January board meeting, he will propose a mid-year revised budget to accommodate the shortfall.</p>
<p>Collection Development Policy Review</p>	<p>Stokes is presenting an update to the Materials Selection and Withdrawal Policy. The last revision was in 2009. The biggest changes are in regards to challenges. He spoke with Gary Dielman earlier today. He was fine with section on procedures to appeal to the board. There are a couple paragraphs highlighted on the last page that Dielman wanted to remove, he didn't think the section was needed. Stokes gave an example of a case where materials were challenged but not removed from the collection.</p> <p>Discussion ensued on cases where materials are removed. Palmer suggested a change on page four, the reference to the review committee, to be consistent with the word <i>committee</i>. Steele asked how often items are challenged. Stokes reviewed a couple of cases and said he anticipates additional challenges may be received due to efforts to improve the diversity of the collection, such as acquiring GLBT movies. Steele asked how Stokes feels about using a review committee. Stokes said he feels it is a good evaluation and appeal procedure method; in extreme cases, having a jury of appointees representing key community stakeholders to evaluate a challenge would be best for public relations and accountability. With no further discussion, Steele made a motion to adopt the Materials Selection and Withdrawal Policy as revised; Palmer seconded; motion passed unanimously.</p>
<p>Policy on Animals in the Library</p>	<p>Stokes said this next policy is new and is necessary to codify current practice. He used a policy found at the King County Library as a model. In contrast with KCLS, which does not allow animals other than service animals, BCLD allows small animals that can be contained or held.</p>



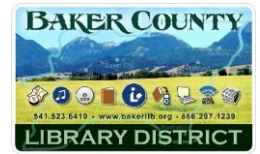
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	<p>Discussion ensued on various animals that have come to the library. Per ADA requirements, the district does not have to allow therapy animals; they are in a difference category. Service animals that assist people with a disability are allowed and protected by law. Staff are limited in how to address a person with an animal. They can't ask if a person has a disability, but can ask "is that a pet?" and "what task does the animal perform for you?" He will instruct staff on how to approach people entering with an animal. The proposed policy is one page. Directors read through the policy. Rohner-Ingram asked for any further discussion, there was none. Palmer made a motion to adopt the Animals In The Library Policy as presented; Steele seconded; motion passed unanimously.</p>
<p>Next Meeting Date</p>	<p>The next Board meeting will be December 12, 2016 at 6:00pm.</p>
<p>Adjourn</p>	<p>The meeting was adjourned at 7:00 pm.</p> <p>Respectfully submitted,</p> <p>Perry Stokes, Secretary to the Board</p> <p>PS/ch</p>



BAKER COUNTY LIBRARY DISTRICT

2017 Holiday Closures

		Date	Day	Reason
		January 1	Sunday	New Year's Day
	1	January 2	Monday	New Year's Day (observed)
	2	January 16	Monday	Martin Luther King Jr.
	3	February 20	Monday	President's Day
	4	May 29	Monday	Memorial Day
	5	July 4	Tuesday	Independence Day
	6	September 4	Monday	Labor Day
		October 9	Monday	Staff in-service
	7	November 10	Friday	Veterans Day (observed)
	8	November 23	Thursday	Thanksgiving
	9	November 24	Friday	Day after Thanksgiving
		December 24	Sunday	Christmas weekend
	10	December 25	Monday	Christmas
		January 1, 2018	Monday	New Year's Day

		Additional closure		
		Staff paid holiday		



Video Security & Records Policy

Date adopted: November 9, 2009

Summary

This document discusses guidelines for a video security system.

Policy

The library strives to maintain a safe and secure environment for its staff and customers. In pursuit of this objective, selected areas of the library premises are equipped with video cameras that are recording at all times. Signage will be posted at the library entrance disclosing this activity. The library's video security system shall be used only for the protection and safety of customers, employees, assets, property, and assist law enforcement.

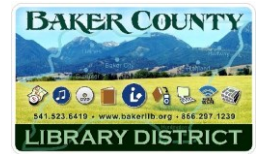
Reasonable efforts shall be made to safeguard the privacy of customers and employees. Video cameras shall not be positioned in areas where there is a reasonable expectation of personal privacy such as restrooms; employee break or changing rooms. The video security cameras will be positioned to record only those areas specified by the director, and will complement other measures to maintain a safe and secure environment in compliance with library policies. Camera locations shall not be changed or added without the permission of the director.

Only the director or employees designated by the director are authorized to operate the video security system. Access to video records shall be limited to authorized employees, who shall only access such records during the course of their regular duties. Library employees are to review and comply with this policy. Such persons shall not violate any laws relevant to this policy (including, but not limited to, Oregon's Public Records Law ([ORS 192.410-192.505](#)), Oregon's Record Privacy Law ([ORS 802.175-802.191](#)), and Oregon common laws pertaining to privacy rights) in performing their duties and functions related to the video security system.

Images from the library video security system are stored digitally on hardware in the library. It is the intent of the library to retain all recorded images for approximately 21 days. Typically, images will not be routinely monitored in real-time, nor reviewed by library staff, except when specifically authorized by the director or other authorized employee. Any records produced by the video security system shall be kept in a secure manner, and managed appropriately by the library to protect legal obligations and evidentiary values.

Use/Disclosure of Video Records

- Video records may be used to identify the person or persons responsible for library policy violations, criminal activity, or actions considered disruptive to normal library operations.
- Video records may be used to assist law enforcement agencies in accordance with applicable state and federal laws upon receipt of a subpoena. The requirement of a subpoena may, however, be waived by the director or authorized employees when appropriate. Video records of incidents can be retained and reviewed as long as considered necessary by the director.
- Video records may be shared with authorized employees when appropriate or, upon approval by the director, other library staff to identify person(s) suspended from library property and to maintain a safe, secure and policy-compliant environment.
- Video records may be used, upon authorization by the director, as otherwise allowed by law.
- Only the director and employees designated as Persons In Charge shall be authorized to release any video record to law enforcement. Only the director shall be authorized to release any video record to any third-party other than law enforcement.
- Video records shall not be used or disclosed other than as specifically authorized by this policy.
- Only the director or employees authorized by the director shall operate the video security system.



Video Security & Records Policy

Summary

~~This document discusses guidelines for a video security system.~~

Policy

~~The library strives to maintain a safe and secure environment for its staff and customers. In pursuit of this objective, selected areas of the library premises are equipped with video cameras that are recording at all times. Signage will be posted at the library entrance disclosing this activity. The library's video security system shall be used only for the protection and safety of customers, employees, assets, property, and assist law enforcement.~~

Baker County Library District uses security cameras to help document events involving the safety and security of Library users, staff, and property. The security system installation consists of dedicated cameras which may provide real-time surveillance through a video management system. The primary use of security cameras is to discourage inappropriate and illegal behavior and to enhance the opportunity to apprehend offenders.

Security system use is governed by policy established by the Library Board of Directors and any applicable rules or regulations adopted by the Library. The Library Director as the executor of policy for the Board of Directors has discretion in determining what use is "in the best interest of the Library" and is authorized to act accordingly, including limiting the use of Library property and services by individuals whose activities interfere with Library operations, adversely affect public safety, or cause public disturbances. The Library Board may modify, amend or supplement this policy, as it deems necessary and appropriate.

SIGNAGE

The Library shall post and maintain signs giving notice of the use of security cameras for monitoring and recording activity in public areas of the Library property.

CAMERA LOCATION

Cameras are located and positioned to view service desks, exits, youth spaces, parking lots, and areas prone to theft, vandalism or other activity that violates Library policy or criminal law. Reasonable efforts shall be made to safeguard the privacy of customers and employees. Video cameras shall not be positioned in areas where there is a reasonable expectation of personal privacy such as restroom ~~s~~; ~~employee break~~ or employee break changing rroom interiorss. ~~The video security e~~ Cameras will be positioned to record only those areas specified by the director, and will complement other measures to maintain a safe and secure environment in compliance with library policies. Camera locations shall not be changed or added without the permission of the director.

DATA COLLECTION AND ACCESS

The security system shall digitally record video data only and no audio. Recorded data is considered confidential and secure. Access to live feeds of images is available to staff at services desks in order to monitor current activity. Access to recorded video data is limited

Video Security & Records Policy

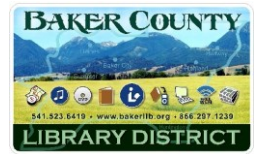
~~to the Library Director and authorized managerial staff. Only the director or employees designated by the director are authorized to operate the video security system. Access to video records shall be limited to authorized employees, who shall only access such records during the course of their regular duties.~~ All Library employees are to review and comply with this policy. Such persons shall not violate any laws relevant to this policy (including, but not limited to, Oregon's Public Records Law (+), Oregon's Record Privacy Law (+), and Oregon common laws pertaining to privacy rights) in performing their duties and functions related to the video security system.

RETENTION OF DIGITAL IMAGES

~~Recordings shall be kept for approximately 30 days with the exception of appropriate still shots or selected portions of the recorded data relating to specific incidents. These shall be retained for at least one year after the incident. Select recordings of serious incidents may be retained as long as is considered necessary by the director. The storage media shall be kept in a secure area. Images from the library video security system are stored digitally on hardware in the library. It is the intent of the library to retain all recorded images for approximately 21 days. Typically, images will not be routinely monitored in real-time, nor reviewed by library staff, except when specifically authorized by the director or other authorized employee. Any records produced by the video security system shall be kept in a secure manner, and managed appropriately by the library to protect legal obligations and evidentiary values.~~

USE/DISCLOSURE OF VIDEO RECORDS

- ~~Video records may be used to identify the person or persons responsible for library policy violations, criminal activity, or actions considered disruptive to normal library operations.~~
- ~~Video records may be shared with library staff to identify person(s) suspended from library property and to maintain a safe and secure environment.~~
- ~~Authorized personnel may use a still shot or selected portions of recorded data to request law enforcement review for assessing the security risk of a specific individual or for investigating a crime on library property.~~
- ~~Only the director and authorized personnel may release any video record requested by law enforcement. Only the director shall be authorized to release any video record requested by any third-party other than law enforcement.~~
- ~~Video records may be used to assist law enforcement investigations as long as the footage is unrelated to the use of the library and the borrowing choices of library patrons.~~
- ~~Video records related to the use of the library and the borrowing choices of library patrons shall only be shared with a law enforcement agency upon receipt of a valid subpoena.~~
- ~~Video records are not to be used directly or indirectly to identify the activities of individual Library patrons except as viewed in relation to a specific event or suspected criminal activity, suspected violation of Library policy, or incidents where~~



Video Security & Records Policy

there is reasonable basis to believe a claim may be made against the Library for civil liability.

~~Video records may be used to assist law enforcement agencies in accordance with applicable state and federal laws upon receipt of a subpoena. The requirement of a subpoena may, however, be waived by the director or authorized employees when appropriate. Video records of incidents can be retained and reviewed as long as considered necessary by the director.~~

- ~~• Video records may be shared with authorized employees when appropriate or, upon approval by the director, other library staff to identify person(s) suspended from library property and to maintain a safe, secure and policy-compliant environment.~~
- Video records may be used, upon authorization by the director, as otherwise allowed by law.
- ~~• Only the director and employees designated as Persons In Charge shall be authorized to release any video record to law enforcement. Only the director shall be authorized to release any video record to any third party other than law enforcement.~~
- ~~• Video records shall not be used or disclosed other than as specifically authorized by this policy.~~
- ~~• Only the director or employees authorized by the director shall operate the video security system.~~

INQUIRIES FROM THE PUBLIC

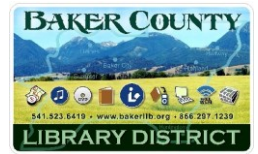
A staff member receiving an inquiry from the public regarding the Video Security Policy shall direct the inquiry to the Library Director.

UNAUTHORIZED ACCESS AND/OR DISCLOSURE (PRIVACY BREACH)

Any Library employee who becomes aware of any unauthorized disclosure of a video record in contravention of this Policy, and/or a potential privacy breach has a responsibility to ensure that the Library Director is immediately informed of the breach. A breach of this Policy may result in disciplinary action up to and including dismissal. A breach of this Policy by service providers (contractors) to the Library, may result in termination of their contract.

DISCLAIMER OF LIABILITY

Any patron or staff member shall be given a copy of this policy regarding use of the security cameras upon request. The District disclaims any liability for use of the video data in accordance with the terms of this policy, given that BCLD sites are public facilities and



Video Security & Records Policy

the security cameras shall be limited to those areas where patrons and/or staff have no reasonable expectation of privacy.

DAMAGES AND LIABILITY

Any individual using the Library shall be held responsible for willful or accidental damage to the District property caused by the individual in accordance with the Library Code of Conduct.

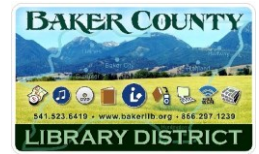
APPEAL AND REVIEW

This Policy will be reviewed at least every five years and revised or reaffirmed by the Library Board. The Board authorizes the Library Director to waive regulations under appropriate circumstances. The Library Director is the chief person empowered to make decisions regarding the use of the security cameras.

Any appeals for changes to, or exceptions to, any portion of the Security Camera policy will be considered. An individual wishing to file an appeal shall submit it to the Library Director in writing. The Library Director will respond in writing.

Date of Origin: 11/09

Date(s) of Revision: 12/16



BAKER COUNTY LIBRARY DISTRICT

Video Security & Records Policy

Baker County Library District uses security cameras to help document events involving the safety and security of Library users, staff, and property. The security system installation consists of dedicated cameras which may provide real-time surveillance through a video management system. The primary use of security cameras is to discourage inappropriate and illegal behavior and to enhance the opportunity to apprehend offenders.

Security system use is governed by policy established by the Library Board of Directors and any applicable rules or regulations adopted by the Library. The Library Director as the executor of policy for the Board of Directors has discretion in determining what use is "in the best interest of the Library" and is authorized to act accordingly, including limiting the use of Library property and services by individuals whose activities interfere with Library operations, adversely affect public safety, or cause public disturbances. The Library Board may modify, amend or supplement this policy, as it deems necessary and appropriate.

SIGNAGE

The Library shall post and maintain signs giving notice of the use of security cameras for monitoring and recording activity in public areas of the Library property.

CAMERA LOCATION

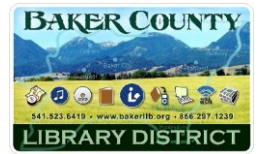
Cameras are located and positioned to view service desks, exits, youth spaces, parking lots, and areas prone to theft, vandalism or other activity that violates Library policy or criminal law. Video cameras shall not be positioned in areas where there is a reasonable expectation of personal privacy such as restroom or employee break room interiors. Cameras will be positioned to record only those areas specified by the director, and will complement other measures to maintain a safe and secure environment in compliance with library policies. Camera locations shall not be changed or added without the permission of the director.

DATA COLLECTION AND ACCESS

The security system shall digitally record video data only and no audio. Recorded data is considered confidential and secure. Access to live feeds of images is available to staff at services desks in order to monitor current activity. Access to recorded video data is limited to the Library Director and authorized managerial staff. All library employees are to review and comply with this policy. Such persons shall not violate any laws relevant to this policy (including, but not limited to, Oregon's Public Records Law, Oregon's Record Privacy Law, and Oregon common laws pertaining to privacy rights) in performing their duties and functions related to the video security system.

RETENTION OF DIGITAL IMAGES

Recordings shall be kept for approximately 30 days with the exception of appropriate still shots or selected portions of the recorded data relating to specific incidents. These shall be retained for at least one year after the incident. Select recordings of serious incidents may be retained as long as is considered necessary by the director. The storage media



Video Security & Records Policy

shall be kept in a secure area.

USE/DISCLOSURE OF VIDEO RECORDS

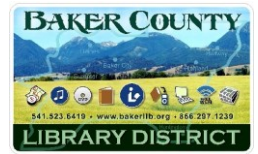
- Video records may be used to identify the person or persons responsible for library policy violations, criminal activity, or actions considered disruptive to normal library operations.
- Video records may be shared with library staff to identify person(s) suspended from library property and to maintain a safe and secure environment.
- Authorized personnel may use a still shot or selected portions of recorded data to request law enforcement review for assessing the security risk of a specific individual or for investigating a crime on library property.
- Only the director and authorized personnel may release any video record requested by law enforcement. Only the director shall be authorized to release any video record requested by any third-party other than law enforcement.
- Video records may be used to assist law enforcement investigations as long as the footage is unrelated to the use of the library and the borrowing choices of library patrons.
- Video records related to the use of the library and the borrowing choices of library patrons shall only be shared with a law enforcement agency upon receipt of a valid subpoena.
- Video records are not to be used directly or indirectly to identify the activities of individual Library patrons except as viewed in relation to a specific event or suspected criminal activity, suspected violation of Library policy, or incidents where there is reasonable basis to believe a claim may be made against the Library for civil liability.
- Video records may be used, upon authorization by the director, as otherwise allowed by law.

INQUIRIES FROM THE PUBLIC

A staff member receiving an inquiry from the public regarding the Video Security Policy shall direct the inquiry to the Library Director.

UNAUTHORIZED ACCESS AND/OR DISCLOSURE (PRIVACY BREACH)

Any Library employee who becomes aware of any unauthorized disclosure of a video record in contravention of this Policy, and/or a potential privacy breach has a responsibility to ensure that the Library Director is immediately informed of the breach. A breach of this Policy may result in disciplinary action up to and including dismissal. A breach of this Policy by service providers (contractors) to the Library, may result in termination of their contract.



Video Security & Records Policy

DISCLAIMER OF LIABILITY

Any patron or staff member shall be given a copy of this policy regarding use of the security cameras upon request. The District disclaims any liability for use of the video data in accordance with the terms of this policy, given that BCLD sites are public facilities and the security cameras shall be limited to those areas where patrons and/or staff have no reasonable expectation of privacy.

DAMAGES AND LIABILITY

Any individual using the Library shall be held responsible for willful or accidental damage to the District property caused by the individual in accordance with the Library Code of Conduct.

APPEAL AND REVIEW

This Policy will be reviewed at least every five years and revised or reaffirmed by the Library Board. The Board authorizes the Library Director to waive regulations under appropriate circumstances. The Library Director is the chief person empowered to make decisions regarding the use of the security cameras.

Any appeals for changes to, or exceptions to, any portion of the Security Camera policy will be considered. An individual wishing to file an appeal shall submit it to the Library Director in writing. The Library Director will respond in writing.

Date of Origin: 11/09

Date(s) of Revision: 12/16

Video Surveillance in Public Libraries: A Case of Unintended Consequences?

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Abstract

This paper presents the findings of an exploratory qualitative research study in which the authors sought to examine why two public libraries have implemented video security systems and why one of these libraries has reversed course and recently removed a previously installed surveillance system. We found that one library initially installed the system in various branches as an ad hoc response to specific incidents of crime without central administrative oversight, while the other installed their system as an integral part of the design and construction of their central library location and collaborates with local police and professional consultants on security issues. The former library system subsequently removed all of their cameras in 2011 as a consequence of having negative interactions with local police departments.

1. Introduction

In May 2012, the American Library Association (ALA) celebrated its third annual “Choose Privacy Week” under the moniker “Freedom from Surveillance.” Through this program and others, the ALA’s Office for Intellectual Freedom has actively promoted the recognition of privacy in the public library setting. This discussion has encompassed library records in all their forms, from reading and borrowing histories to the use of RFID chips in books to track library materials and aid patron checkout. However, many public libraries around the United States, and the world, have also implemented another form of surveillance – video security systems – that potentially pose a threat to the privacy of library patrons and staff in conflict with library commitments to privacy and intellectual freedom. This paper presents the findings of an exploratory research study which attempts to understand what factors and considerations have driven certain public libraries to implement video surveillance policies and install security cameras, and why one library system has reversed course and removed previously installed

video surveillance systems from all of its branches. Ancillary to these questions, we also sought to understand the relationships and interactions that libraries have had with local law enforcement agencies as a result of their video surveillance policies. To begin to uncover answers to these questions, we requested official documents and emails from two large library systems in the Pacific Northwest region of the United States under state freedom of information laws and analyzed these materials along with other library documents, news stories, and press releases. We also visited the urban library’s central branch location to observe the cameras and security personnel, and were invited to briefly observe operations in that library’s central CCTV control room.

2. Prior research and the legal basis for video surveillance in libraries

2.1. Surveillance and crime reduction

Academic and professional literature on privacy issues and the effect of CCTV video surveillance systems on crime rates (primarily in urban areas) have proliferated in recent years (for discussion of some of these studies, see [1, 2, 3, 4, 5]). Much of this research has been conducted in the United Kingdom by academic researchers and the British Home Office [6, 7, 8], although some research has also been based on surveillance and crime statistics in the state of California [9, 10, 11] and Washington, D.C. [12]. These studies have generally reported that cameras have little or no statistical effect on incidents of crime [1, 7]. This finding is especially pronounced in the United States, where fewer interventions in addition to cameras alone, such as increased police presence or improved lighting, coexist with cameras at the surveillance sites subject to the research [1, 7].

Webster has claimed that the notion that CCTV systems actually prevent crime is a myth and that the evidence base does not support the continued expansion and use of CCTV on the basis of crime prevention alone [13]. Webster has also argued that

the purposes and uses of CCTV systems have been shifting over time, becoming “normalised and accepted” in society, allowing unabated diffusion of CCTV systems despite serious implications for citizens’ civil liberties [13]. This theory is premised on the idea that “the policy focus of CCTV has shifted as the technology has diffused, from crime prevention, to community safety and now also to national security”, a phenomenon described as “surveillance creep” [13, 14]. The “net result” of the accumulation of surveillance systems has only been increased levels and “intensities of surveillance” [13]. For some, the modern security systems with centralized control rooms, CCTV cameras, and privatized security – such as the system employed by one of the libraries in our study – “plagiarize brazenly” from Jeremy Bentham’s famous “panopticon prison” so widely discussed in surveillance studies literature [15, 16].

Despite the lacking evidence base supporting video surveillance as an effective crime prevention tool, researchers have begun to find that CCTV systems may have actual effects on reducing antisocial and undesirable behavior [6, 13] and may even be used to discriminate against certain sections of the populace by barring them from public spaces through targeted monitoring and coordinated officer interventions [17]. This phenomenon of discrimination through surveillance technologies has been referred to as “surveillance as social sorting”, and has been documented in a variety of settings [18]. In their observational study of four CCTV control rooms in Scandinavia, Sætnan, Lomell, and Wiecek reported various patterns of discriminatory enforcement by private security firms [17].

Concerns about discriminatory use of video surveillance systems are pronounced in the library setting, especially given the purported importance of serving poor and underserved communities, including homeless populations. However, researchers have noted that libraries in the United States have not universally adopted or embraced the ALA’s policy on Library Services to the Poor (ALA Policy 61) [19, 20]. Utilizing surveillance systems and library security staff to respond discriminately to complaints or the presence of apparently homeless or poor patrons could raise serious ethical and legal issues. The possibility that the modern library could be compared to Bentham’s panopticon is a striking reminder that decisions about digital surveillance systems in public libraries should be based on sound evidentiary and policy grounds.

2.2. Surveillance in the workplace

In addition to research on the effect of cameras on crime rates, literature about the psychological effects

of employer mandated surveillance on employees has also received some deserved attention [21, 22, 23]. Coultrup and Fountain [21] conducted an exploratory survey of faculty and staff of a small liberal arts university in South Carolina, investigating employee attitudes towards email and internet monitoring. In their preliminary findings, they reported that “employees have strong feelings of disliking monitoring, as they perceive privacy violations and unfairness of the practice.” The study also found that “Disclosure of policies does little to alleviate the lack of support for monitoring” and that men were more likely to claim privacy violations [21]. Other studies, discussed by Moore [23] find evidence that employer monitoring systems “produce fear, resentment, and elevate stress levels” of employees resulting in lower employee satisfaction a more competitive workplace environment.

Additionally, the ALA has provided the following guidance regarding surveillance of library employees:

“...library employers who use electronic or video surveillance or engage in monitoring of computer, e-mail, or telephone use must carefully evaluate these practices in light of both legal requirements and the profession’s ethical commitment to upholding rights of privacy and confidentiality” [24].

These rights vary by state, but most public employees enjoy certain protections related to their privacy at work and the protection of their own personal information [24]. Additionally, employees should be made aware of what surveillance they might be subject to while in the workplace and should be given the opportunity to consent in many cases [24]. Surveillance technologies in the workplace may also lead to discriminatory “social sorting” [25].

2.3. Privacy, ethics, and the law

The pervasiveness of video surveillance is made apparent by library use of CCTV for security purposes, given that libraries have traditionally been regarded as sanctuaries for intellectual freedom, free speech, and privacy – civil liberties obviously affected by video surveillance. Claims that the rise of governmental use of CCTV has changed the relationship between the citizen and the state [26] may ring true in the library setting as well. How, and whether, the use of CCTV in libraries has significantly changed the traditional relationship between libraries and their patrons is a question that we hope to answer through further research, although this current study may provide some early insights.

The legal basis for governmental video surveillance in public spaces (such as libraries) is based on the premise that individuals do not maintain any objective expectation of privacy in their conduct in these public spaces and that these systems represent a valid use of state power to protect public safety [5]. Some opponents to this dominant view claim that citizens, at least in the United States, should maintain a right to anonymity in public spaces that would prohibit government from engaging in pervasive video surveillance and tracking without proper justification [27, 28]. Reports analyzing governmental use of video surveillance systems in public spaces against the requirements of the First and Fourth Amendments to the Constitution of the United States, and various state laws, have concluded that such use is generally permissible [5, 29, 30]. Carson [29] applied this rational to video surveillance in public libraries. Additionally, public employers are often subject to other state privacy laws, but even when these exist, they generally allow employee monitoring after disclosure [31]. In addition to concerns about privacy invasions, some courts have also begun to evaluate the need, under tort law negligence principles, for landowners to install video surveillance cameras on their property to deter criminal activity [32].

Despite the fairly clear legal basis for video surveillance in libraries in the United States, legal scholars have noted the potential chilling effects that such systems may have on speech in public spaces [5, 30, 27], which potentially raises important issues in the library setting, where patron privacy and confidentiality are particularly sacrosanct. These concerns have been suppressed, at least as far as the Fourth Amendment is concerned, by analogizing video surveillance cameras to static patrol officers engaged in valuable public safety efforts [5]. Some commentators have argued that, because CCTV raises the problem of the “unobservable observer”, where the watched do not – or cannot – know who is watching or for what purpose, national or local policy ought to require more overt surveillance practices, public disclosure, and independent oversight of control rooms [33].

2.4. Video surveillance in libraries

In the library setting, the ALA’s position in regard to video surveillance is particularly enlightening:

“Today’s sophisticated high-resolution surveillance equipment is capable of recording patron reading and viewing habits in ways that are as revealing as the written circulation records libraries routinely protect.... Any records kept may be subject to FOI requests...

If the library decides surveillance is necessary, it is essential for the library to develop and enforce strong policies protecting patron privacy and confidentiality.” [24].

This instruction gives libraries considering or maintaining video surveillance important guidance about the factors that should be considered when making these policy decisions. Additionally, since certain library documents – and potentially some video surveillance footage – remain subject to public requests under various state freedom of information laws, and to requests from local police and federal law enforcement agencies, library administrators should follow ALA guidelines to establish and enforce strong policies to protect patron privacy and confidentiality.

Other reports also suggest that video surveillance systems should only be employed to “provide a safe and secure facility for library employees, library resources and equipment, and library patrons” [34]. Best practices also entail risk assessment prior to implementing a security system, and to prioritizing the implementation of physical (non-electronic) security measures as the first step in implementing a security system [34]. However, one report [34] also states that “[video surveillance] systems are quickly becoming one of the most important and economical security and safety tools available to libraries,” but does not even mention privacy considerations. Another report by Westenkirchner [35] describes the pros and cons of different types of video security systems, and the experience of Auburn University Libraries implementing a campus-wide surveillance system in 2006 but, as with the former report, does not examine the legal or ethical concerns that the use of such a system might raise in the library setting.

In what is probably the most directly relevant study to our current research project, the Chartered Institute of Library and Information Professionals (CILIP) conducted a short six-question survey of library administrators in Great Britain in 2008 to investigate “a number of reports concerning increased police or other security agency activity with regard to libraries and their users” [36]. This survey represents the only investigation of which we are aware that has investigated the nature of the relationship between law enforcement and libraries, and it is admittedly lacking in depth and substance. According to the CILIP survey [36], 75% of respondent library administrators reported that police and security agencies were requesting information, and 71% reported that the police followed proper procedures for legitimate purposes. Only 12% of libraries reporting incidents reported that they felt police had engaged in “fishing expeditions,” though one did report a request for the borrowing histories of

Muslim patrons. Additionally, only 62% of respondent libraries reported having a policy for dealing with police requests.

2.5. Conclusions about the literature

Video surveillance appears to have little effect on crime and there is evidence that surveillance technologies are expanding and increasing in intensity. Additionally, employer initiated surveillance raises serious issues about employee privacy in the workplace. Choices made in regards to video surveillance in libraries will result in very practical implications for library administrators when they are confronted with police requests for patron information (or even requests by local citizens under state freedom of information laws). Video surveillance may also potentially lead to discriminatory “social sorting”. These findings, especially the emphasis on prioritizing privacy rights, have particular importance in the library setting due to the nature of library positions in regard to intellectual freedom and privacy. Interestingly, despite the voluminous literature about the effects of surveillance more generally, there is scant literature about the effects of, and reasons for, the implementation of video surveillance systems in public libraries, or the relationships between libraries with surveillance systems and law enforcement agencies. This study is an attempt to begin to fill this void, and represents part of a much larger on-going research project. In this paper we sought to analyze our findings against the existing theory and literature on surveillance creep and surveillance diffusion [13, 14], and we hope eventually gather data that will enable us to analyze library surveillance practices in light of theory and evidence that video surveillance may lead to discriminatory “social sorting” [17, 18].

3. Methods

For this study, we investigated the surveillance activities of two separate library systems. The first is a large non-urban library system located in the Pacific Northwest. This system is comprised of 46 separate library locations spread throughout a 2000-square-mile area, and has approximately 1200 employees. The second system is an urban library system located in the Pacific Northwest. This system is comprised of a large central library location and 26 smaller branches located within an 80-square-mile area.

We contacted the individual institutions and requested documents related to current and past video surveillance policies and practices. These requests were made under the authority of state public records laws. We received documents from each institution,

Table 1. Demographics (2011 annual reports)

Library	Locations	Area	Staff	Circulation
Urban	27	80 Sq. Miles	613	11,500,000 (approx.)
Non-Urban	46	2000 Sq. Miles	1,200	21,800,000 (approx.)

and the institutions provided documents and feedback on multiple occasions - including library administered surveys of staff and camera related issues, official video surveillance policies, a security consultant report, and some related emails.

We also conducted internet searches and searches of the public-facing websites of each of these libraries, uncovered detailed minutes from board meetings, director’s reports and year-end reports, public policies, and searched for local news stories from reputable local news agencies. After collecting this information we began a comparative case study of the two library systems, analyzing the documents we had gathered to garner as much detailed information as possible. The aim of which was to not only get an idea of the library system’s policies, but also to begin to understand the reasons behind the implementation of those policies. This data will also be used to inform future research, as we are currently engaged in a larger research project that will include additional public records requests, semi-structured interviews, and a quantitative nationwide survey.

4. Findings

4.1. Reasons for surveillance systems

Our first research question was driven by a desire to understand the decision making process behind libraries implementing video surveillance systems, and the specific factors that drove certain library administrators to make this decision. Both libraries we studied have installed cameras in their branches. One library continues to utilize its system, and is actively upgrading it, while the other has recently chosen to remove all of their cameras.

4.1.1. Non-Urban Library System. The non-urban library system no longer manages or operates any video surveillance cameras at any of its locations, although exterior cameras at two branches are still active and run by their respective city governments directly. However, 10 of their 46 branches previously had cameras installed up until the point the administration simultaneously removed all cameras under their control in mid-2011.

Table 2. Reasons for system installation

Library	Rationale	Locations
Urban	Part of an overall security strategy when the building was constructed.	Only in central library; tested in 4 branches.
Non-Urban	Cameras were installed by various branch managers in response to staff concerns about criminal activity both inside and outside library buildings.	Installed in 10 libraries; currently all have been removed.

Cameras were originally installed in response to staff requests following incidents of crime, vandalism and graffiti at some of the library branch locations. In a survey of library managers conducted in 2007 and 2008, managers reported that cameras had been installed because of problems with prostitution, fighting, theft, and drug activity both inside the library buildings and in the parking lots. Of all the reasons indicated by the managers, theft was the most commonly cited reason (3 of 9 branches reporting), while loitering, graffiti, and undesirable youth activity were each cited by 2 of the 9 branches who completed the survey. Only one branch struggled to provide a definite answer for why the cameras had been installed; only providing graffiti as a possible reason.

4.1.2. Urban Library System. The urban library system currently only has security cameras installed at their central library location. They have previously tested pilot programs at four of their other branches, but none have permanently installed video cameras at this time. The pilot program was not fully implemented due to funding and staffing limitations. The urban system regards cameras as a safety and security tool for deterring crime, ensuring patron and employee safety, and protecting library property. Their central library was constructed with video camera placement in mind. The older building had a black and white analog camera system, but did not have a useable recording system in place. As of summer 2012, the new building has 40 cameras installed as well as a central video monitoring facility onsite, and stores recorded security footage for up to 30 days. At the time the non-urban library system removed its cameras, in May 2011, an urban library spokesperson told the news media that the urban library had 26 cameras installed. The library is currently undertaking an upgrade and reassessment of the cameras and their locations, and this increase in the reported number of cameras may be due to this system upgrade.

As a result, the video cameras at their central building were not installed as a response to a specific

incident or string of incidents but as an extension of the library's policies on safety and security, especially given the unique design and location of the new building. The central library also has a permanent staff of security officers. In 2008, the urban library had an independent consulting group conduct a library security assessment, which included recommendations for expanding the video security system and installing cameras in branch locations. The library administration sought input from a number of internal committees and branch managers, and issued a report in 2009 detailing the recommendations of the consulting firm and the action (or inaction) the library had decided to take in response to these recommendations. The assessment responded to two primary types of security challenges facing the library and some of its branches: "school-age youth behavior issues" (disruptive activity and fighting) and "adult behavior issues" (alcohol and drug use and aggressive behavior). The recommendations included expanding camera deployment, adding security officers and more engagement with community stakeholders, such as local law enforcement, elected officials, and community service agencies.

The urban library system, in contrast to the non-urban system, tends to have a cooperative relationship with local law enforcement. A library spokesperson stated to news media in 2011 that the library shares footage with local law enforcement as long as the footage is unrelated to the use of the library and the borrowing choices of library patrons. The local Police Department was even involved in the security consultation for the central library at its construction. The Library report in 2009 after the security consultation states that

"...the [local] Police Department has been responsive to Library requests for support in addressing security issues. Each branch library has an identified contact at a nearby precinct. Branch managers and precinct officers have discussed security issues at branches. Precinct personnel have attended meetings with branch managers, discussing police response to Library 911 calls and providing 911 call training. The Library and the [local] Police Department will discuss the most effective ways to enhance this cooperative framework."

Thus, the urban library system appears to have a collaborative relationship with the police and maintains a softer stance on releasing footage to police when a request is unrelated to patron activity or library use than does the non-urban library system.

4.2. Removal of a video security system

The second question was driven by a desire to understand what factors drove one library system's administration to change their policy on video surveillance and remove a previously installed video surveillance system. As stated above, the non-urban library system had initially installed cameras in 10 of their branches prior to removing them in beginning in May of 2011.

The non-urban library system administrators stated in a memo to library staff in 2011 that there were two main reasons for decision to remove the cameras. The first involved negative interactions occurring between the libraries and local law enforcement over the library's interpretation of state law regarding the privacy of library records. The overhead produced by local law enforcement engaging the library administration was a factor behind the decision, as was the interaction between police and staff at the libraries.

"The cameras have also created an adversarial relationship between [the library], local law enforcement agencies and crime victims. In our attempts to cooperate with police while maintaining patron privacy, staff have experienced intense pressure to release footage on demand, without requiring a warrant or court order... Our efforts to protect patron confidentiality [are] viewed as uncooperative and hindering criminal investigation."

This adversarial relationship was closely related to the library's position about the applicability of the exemption of library records under state freedom of information law to video surveillance footage. Under state law, library records are privileged information and police require a court order to obtain them. The non-urban library system felt that this included video surveillance tapes as they could be used to identify patrons, their borrowing habits and other personal information. In this regard, the memo stated:

"...maintaining cameras as a safety and security measure is not only ineffective, it may not be in keeping with the intent of the public records exemption for libraries. Library administration has resisted the disclosure of videotape footage that depicts library patrons (whether in or outside the building) in accordance with our interpretation of the public records exemption for libraries... Protecting the confidentiality of library records, in this case videotape footage that may include images of patrons using the library in one form or another, is seen as an

important measure to ensure free and open access to the community."

Several city governments, and police departments in particular, put a lot of pressure on the non-urban library system to change their policy with regards to the cameras. This contention escalated from a couple of local municipalities to the involvement of the association of local municipal attorneys within the library's jurisdiction. Ultimately, because of the resistance from local police over the library's policy of requiring court orders before turning over security footage, the administration made the decision to get rid of the cameras in early 2011. The library director publicly stated that the library was getting "out of the camera business" because of the conflict with law enforcement and the library's commitment to intellectual freedom. Further tension between the library and local law enforcement occurred when one city police department removed all the computers from a library branch as part of a child pornography investigation. As a result there was a court action, in which a judge ultimately sided with the library.

These interactions with law enforcement led to the second stated reason for the removal of the cameras, an investigation into their usefulness to deter crime. After conducting research into the effectiveness of surveillance cameras, the administration ultimately concluded that the evidence, from outside research and the library's own experience, did not support cameras as an effective preventive measure against crime or property loss.

Additionally, the library administration also felt that footage they had provided to police, upon the execution of a court order, had never been of any real help in securing a conviction. According to the staff memo, very few crimes had been solved as a consequence of having security cameras in place, and even when the cameras do capture potential helpful information, the "images are not clear enough to provide helpful information." This feeling was also evident in statements made by library managers in a separate survey conducted by the library administration in April of 2011 as part of their decision making process. The survey attempted to elicit the feelings of library staff in regards to the presence of cameras in the libraries and the overwhelming response to this survey was that staff wanted the cameras retained.

Interestingly, when the non-urban library system decided to remove the cameras from their branches, the negative relations peaked – especially between the library and certain police departments. Police officers accused the library of endangering their patrons and the greater public. One police chief attended a library board meeting and disputed the library's claims that

the footage had not been helpful to law enforcement. Quoting from the minutes of the meeting, he stated that “cameras are a major attribute in criminal investigations” and that they had been instrumental in building cases against multiple suspects, even if they did not always provide key evidence in and of themselves. The cameras, according to the police chief, had made the library “a valued neighbor.”

5. Discussion

5.1. Reasons for surveillance systems

The two library systems presented here show two vastly differing cases for the installation of video surveillance cameras. Both systems have varied philosophies on what constitutes part of the public record and how they deal with patron privacy.

For the non-urban library system the installation of the cameras was primarily a reaction to incidents of crime that had previously occurred at some locations. These were generally minor crimes such as theft or graffiti, but over time, and consistent with the idea of “surveillance creep” [13, 14], the cameras became used and relied on by staff for additional purposes, such as ensuring personal safety prior to leaving the buildings after closing as well as to identify participants engaged in objectionable behavior. This was especially important when taking into account that most of the libraries that had cameras installed were in higher-crime and deprived areas. The installation of the cameras was never part of a scheme by the administration but originated at the individual library level with requests from branches to the system’s facilities services division. Over time, however, the administration became involved with overseeing the cameras due to the impact of law enforcement requests.

In contrast, the urban library system made the decision to install cameras at their central branch during the design phase of the new building. Cameras were always a part of the administration’s plan for security at the library and were not an afterthought reaction to specific incidents. The urban library system sees cameras as a tool for security personnel dealing with incidents that occur in and around the library, as well as securing convictions.

Overall, despite the differing specific reasons behind the installation of the cameras, both systems chose to install them to improve security, albeit with different philosophies in mind. Ultimately both systems never used cameras as their primary security strategy, instead opting for human measures. For the non-urban library system, this was in the form of more teen librarians and safety and security coordinators, for the urban library system it was a private security staff.

5.2. Removal of a video security system

As mentioned previously, the non-urban library system’s installation of cameras was driven primarily by staff requests at individual libraries, and was apparently not an organizational initiative. As such, it is very apparent from the documents we received that the individual libraries were much more invested in the camera systems than the central administration, a point that is reinforced by the results of a library survey of cluster manager opinions regarding the administration’s proposal to remove the cameras.

The decision to remove the cameras was made in early 2011, prior to the Board of Trustees meeting in May of that year. The administration’s concern about the library’s use of the camera systems was an on-going issue, but the impetus for the decision to remove cameras came in March of 2011 when a conflict arose with a local police department after the library demanded that police obtain a court order before the library would turn over camera footage of an assault in the library parking lot. This particular situation became further aggravated when police finally obtained a court order for the footage a week later and publicly stated that they had apprehended the suspect, a known transient, within 15 minutes of an officer viewing the footage.

Although the library did not have a written policy governing the use of camera systems, they did have a written policy for responding to requests for security camera footage. This policy stated that all requests for footage must be accompanied by a court order or subpoena, and all footage requests were routed to one individual at the administration office. Warrants were to be complied with immediately, but if a library staff member was presented with a subpoena, library policy was to consult legal counsel prior to releasing footage. The library maintained this policy because their interpretation of the library records exemption to the state public records act held that video footage was part of the patron record. However, as stated above, this policy became a point of contention with multiple law enforcement departments.

Shortly after the March 2011 incident, the administration set up a team to conduct a “critical review of security cameras to gauge the impact and effectiveness of the cameras and whether they are appropriate to our mission of protecting patron privacy and confidentiality.” The administration also discussed the issue with their legal counsel and the relevant library cluster managers, who were each responsible for managing clusters of at least two library branches. Interestingly, when the library surveyed its cluster managers in April 2011, all ten managers stated that they wanted to have the cameras retained, but only half

stated they wanted the cameras actually set to record footage to tape. Their responses indicated a uniform feeling that the cameras were useful to library staff, both for staff safety and crime prevention.

“Before the cameras were installed, there was heavy traffic in sex and drugs in the restrooms. Having the cameras is most important for the [library] staff... The cameras provides [sic] staff with the opportunity to check outside the building before leaving.”

One response also noted the presence of expensive equipment as a reason to retain cameras. Despite the overwhelming positive response to cameras by the cluster managers, some also expressed understanding of the administration’s worries:

“I think the need for some [branches] to maintain good relationships with their police departments is more important than our need to have cameras. The cameras are useful, but not essential to us.”

The responses also indicated that the administration’s concerns about poor relationships with law enforcement were very real. Cluster managers stated that “police often end up miffed when we report a crime but then can’t just turn over any video footage and the quality of the images isn’t all that great,” and “Having the recorded videos is more trouble than it is worth.” Additionally, managers reported that patrons had complained about the presence of cameras in the library, and staff at one location “[had] never gotten decent footage and... can never figure out how to [do] the recording anyhow.”

The administrative team also concluded that prior research showed that surveillance cameras have little impact on crime. After the administration announced the decision in a memo to library staff, the system quickly removed all cameras under its control at its ten branches. A few branches continue to have cameras installed on their buildings, but these are not owned, operated, or maintained by the library.

Response from the library staff to the proposal to remove cameras was mixed. Some were pleased that they wouldn’t have to interact with law enforcement over the footage issues anymore, but others were not happy about the proposal. However, the administration did take concerns about safety and crime seriously too.

“There are other strategies than cameras that are more effective in increasing our safety: building and environmental design, lighting, layout, and landscaping, as well as business practices, like

the buddy system and personal alarms. We also offer safety classes, including Prepare and the new Safe Environment Training taught by a security officer.”

Interestingly, the experience of both library systems appear to conform to the theory advanced by Webster [13] that as surveillance systems accumulate, surveillance creep occurs and increased and intensified surveillance results. The urban library is currently expanding its surveillance system and upgrading to higher resolution cameras, and the non-urban system experienced a prolonged expansion, albeit not centrally coordinated, as additional libraries requested cameras. The data from the non-urban system strongly suggests that the use of the cameras shifted from preventing crime to also ensuring staff safety and allowing library staff to identify potential problems. The urban library system also sees its system as a multifaceted tool that does more than just prevent crime. However, the case of the non-urban library system removing its cameras is an interesting, and unique, departure from the general trend towards greater and intensified surveillance. Bucking the trend, in this case, caused a surprising amount of public outrage, evidence perhaps that society is accepting – and even expecting – video surveillance to occur in public spaces.

6. Limitations and future research

The primary limitation of this study has been its scope, as we limited our investigation to accessing and analyzing publicly available documents. We plan to expand the reach and methods of this study to also include interviews and surveys with additional library systems and other community stakeholders – such as police departments, library staff, and patrons – to better understand how the presence of surveillance cameras may be changing the traditional relationship between libraries and their patrons. We intend to pursue this research considering issues related to privacy, speech, and the importance of preserving the library access of all individuals, including poor and underserved populations that may be particularly impacted by library surveillance. Because of the prior literature addressing the effects of workplace surveillance policies on employee stress and job satisfaction, we also plan to conduct interviews with librarians and other library staff to gain a better understanding of staff perceptions of CCTV in the workplace. We are also looking to conduct a nation-wide survey of library surveillance policies to get some quantitative data about video surveillance policies and practices across

the U.S., to better understand the national library video surveillance environment. These methods will enable us to make more trustworthy claims, gain a broader and more comprehensive understanding of the issues involved, and triangulate our data collection and analysis efforts.

Despite the exploratory nature of this study, we attempted to ensure that our findings were valid and trustworthy by sourcing data from multiple sources (public records requests and analysis of other publicly available documents, such as news reports) and by utilizing multiple investigators with different backgrounds to interpret and analyze the collected data. If we have been successful, this initial study can inform future research in this important area which, surprisingly, lacks much empirical investigation. Our future work will attempt to continue filling this void by gaining a fuller understanding of why (or why not) libraries are implementing video surveillance systems and how these choices have impacted their relationships with local law enforcement, library employees, and library patrons.

8. Conclusion

The two cases we studied demonstrate some stark differences in the approach to balancing library security and patron privacy. They also provide important illumination to the approach taken by these two systems to balance patron and employee privacy against public safety and various property interests. Although both library systems implemented video security systems at least partly in response to actual or expected criminal activity in or around library buildings, both systems utilized the cameras for various other purposes as well, including ensuring patron and employee safety, and protecting library property. This finding is consistent with the notion of “surveillance creep” discussed above by Webster, where he notes a shift from “crime prevention to community safety and... security” [13]. The administration of the non-urban library system went so far as to state to library staff that cameras do not prevent crime, and that other, more effective, means were available for that end. The documents we reviewed did not demonstrate any actual discriminatory enforcement by either library system, but this will remain an important question in our future work.

Surprisingly, our research uncovered evidence that library managers in the non-urban system were highly content with the presence of cameras, in contrast to the obvious discontent of that system’s administration prior to removal. However, more in-depth research with a wider variety of library staff would provide a

better picture of whether library staff more generally are as concerned about workplace surveillance as some studies have demonstrated in other work settings. Additionally, the urban library does not currently have signs installed to alert patrons to the presence of cameras, although a prior version of their video security policy called for such postings. These findings also lend support to the idea of surveillance creep and raise greater questions about the possibilities of social sorting and the impact of video surveillance on the privacy and civil liberties of library employees and patrons. These are questions we hope to answer in our on-going investigation.

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