



BOARD OF SUPERVISORS
AGENDA LETTER

Agenda Number:

Clerk of the Board of Supervisors
105 E. Anapamu Street, Suite 407
Santa Barbara, CA 93101
(805) 568-2240

Department Name: Community Services
Department No.: 057
For Agenda Of: October 5, 2021
Placement: Departmental Item
Estimated Time: 1 Hour
Continued Item: No
If Yes, date from: N/A
Vote Required: Majority

TO: Board of Supervisors
FROM: Department
Director: George Chapjian, Community Services Director (805) 568-2467
Contact Info: Ryder Bailey, CPA, Chief Financial Officer (805) 568-3526
SUBJECT: Library Ad Hoc Committee Update and Countywide Free Library System Annual Agreement; All Supervisorial Districts.

County Counsel Concurrence

As to form: Yes

Auditor-Controller Concurrence

As to form: Yes

Risk Concurrence

As to form: Yes

Recommended Actions:

That the Board of Supervisors:

- a) Receive an update on the work of the Library Ad Hoc Committee; and
- b) Direct Staff to invite Elected Officials from each City to attend future meetings of the Library Ad Hoc Committee to continue the Committee's efforts; and
- c) Approve, ratify and authorize the Chair of the Board of Supervisors to execute a one-year Agreement for Operation of a Countywide Library System (the "Agreement"), (Attachment 1), by and between the County and the Cities of Santa Barbara, Goleta, Lompoc and Santa Maria ("Cities") for the period of July 1, 2021 through June 30, 2022 with a total amount not to exceed \$4,407,466.
- d) Determine that the above recommended actions are not the approval of a project that is subject to environmental review under the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15378(b)(5), finding that the action involves government organizational or administrative activities which do not involve any commitment to any specific project which may result in a potentially significant physical impact on the environment.

Summary Text:

This item is on the agenda to update the Board of Supervisors on the Library Ad Hoc Committee and its outcomes. The Ad Hoc Committee is recommending that the Board of Supervisors lead an effort to engage Elected Leaders from each City to continue the work of the Committee on Libraries. Lastly,

Staff is seeking the approval, ratification, and authorization of the Chair to execute the Annual Agreement for Operation of Countywide Library System with our four Managing Cities, Santa Barbara, Goleta, Lompoc, and Santa Maria.

Since its formation in late 2018, the Library Ad Hoc Committee has been working diligently towards its purpose to achieve a long term sustainable and equitable service delivery model for County Branch Libraries. The initial phase of the Ad Hoc committee's work established the Committee's purpose and guiding principles and addressed immediate budgetary shortfalls. In its second phase, which ran from July 2019 through May 2020, library categories were established and minimum service levels were agreed upon and estimates to meet those minimum standards were calculated. During this third phase, which ran from October 2020 – August 2021, the Committee proposed improvements to the existing governance document, the Countywide Library Annual Agreement, (Attachment 1) and recommends engagement of Elected Leaders from each City to continue the work of the Ad Hoc Committee.

Background:

Formation of the Library Ad Hoc Committee

On June 5, 2018, the Board of Supervisors directed staff to create an Ad Hoc committee, a Brown Act Committee, comprised of two members of the Board of Supervisors, the four Library Directors/ Zone Administrators, and County Staff with the purpose of addressing the need for an effective and sustainable long-term library service delivery model. At the September 19th, 2018 Library Advisory Committee (LAC) meeting, the LAC unanimously recommended for appointment to the Ad Hoc Committee LAC member 3rd District appointee Judith Dale and Library Friends member 1st District appointee Patricia Saley. At the October 9th, 2018 Board Meeting 1st District Supervisor Das Williams and 3rd District Supervisor Joan Hartmann were appointed as Board of Supervisor representatives on the Committee. Staff has been involved in the coordination of the committee and engaged the consultant LegacyWorks Group, to assist facilitating the Committee.

Phase 1 – Establish purpose and Guiding Principles (January 2019 – May 2019)

In the initial phase, the Committee established its purpose and guiding principles. They embarked on fact finding by identifying challenges and informational needs. As an immediate priority, the Committee recommended a strategy to fill budget gaps and encouraged additional Cities' and Friends contributions to arrive at a balanced budget for Fiscal Year 2019-20.

Key outcomes on the initial phase identified libraries as being valued and valuable because they service important community functions. The Committee found that our libraries were underfunded relative to local and national benchmarks; that our existing governance is unique and complex; and given the uniqueness of our system, that additional work was needed on equity, revenue and governance.

Library Ad Hoc Committee's Guiding Principles

- All residents in Santa Barbara County deserve access to library services
- Service levels vary by community needs and library type

- Equity requires consideration of population and other issues
- Core operations should be funded by public revenue sources (county, cities, taxes). Friends, foundations, volunteers, grants and public-private partnerships should be activated for expanded services
- Libraries should have secure and sufficient resources to meet community needs
- Support services provided by main libraries (services, programs, curriculum and more) enhance branch libraries
- Library decision making should enable flexibility for library directors as well as transparency, accountability and opportunities for input from the community
- Increased collaboration and coordination in terms of budgets, library organization and programming will have systemwide benefits

Phase 2 – Working groups established and research (July 2019 – May 2020)

During the second phase, the Committee broke into two separate working groups; one to address Benchmarking and the other to identify potential Funding options.

The aim of the Benchmarking working group, comprised of the four City Librarians, was to establish realistic and equitable standards for library service under existing and future funding scenarios. Standards such as staffing, open hours, collections, programming, technology, and facilities. The working group reviewed standards from 12 States outside of California, as well as State library data and benchmarking Counties including Ventura, Sonoma, San Luis Obispo, and Monterey. Staff worked with the Library Zone Administrator's to estimate the costs to reach those standards, which can be found on Slides 9, 10 & 11 of the PowerPoint Presentation.

The goal of the Funding working group was to identify the most feasible option for increasing revenue for the countywide library system. This effort would protect and enhance library services, supplementing existing per capita funding. Dedicated funding for libraries would have the added benefit of providing predictability and long-term sustainability. It would reduce the need for private sources to cover core operations and improve equity in access to library services and resources. The County Board has since added a Cost of Living adjustment to the base Per Capita funding (Currently \$8.03 for every County resident) tied to Consumer Price Index – Los Angeles, and dedicated nearly \$700,000 in Cannabis derived funding for County Branch Libraries above and beyond the Per Capita funding.

Phase 3 – Working groups established and research (October 2020 – August 2021)

During the third phase, the Committee again broke into two separate working groups; one to address the Annual Countywide Library Agreement, and the other to focus on Governance.

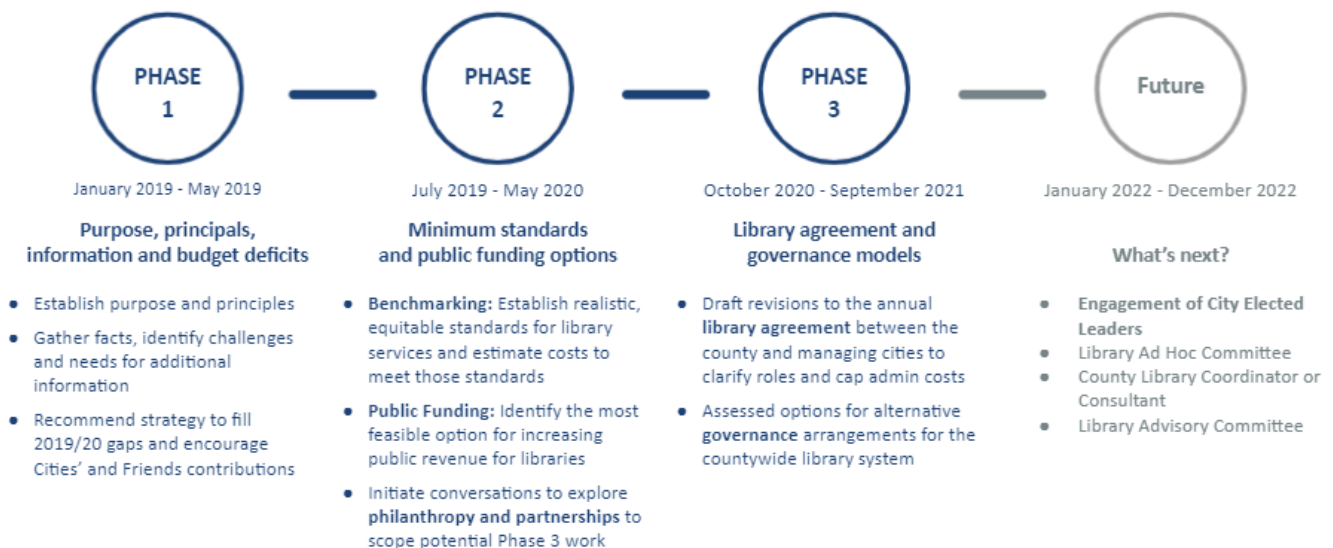
The objectives of the Annual Countywide Library Agreement working group were:

- To evaluate and propose improvements to the current operating agreement between the County and the four Managing Cities;

- To further engage both managing and partner cities to better coordinate efforts and funding within the existing governance and finance system; and lastly
- To further clarify City and County roles, authority, service expectations, and responsibilities.

The Governance working group found that cooperation, joint funding, and efficiencies of scale help libraries to be more sustainable and equitable Countywide. However, competing demands within the system make it challenging to prioritize systemic solutions. As a result of those competing demands across the system, opportunities to tap into new funding to enhance facilities, programming, and equity are missed. Additionally, it was determined that with better coordination and engagement in systemwide strategic and capital planning, that the overall system efficiency and effectiveness could be improved. The Governance working group found that a Joint Powers Authority could provide a forum for multi-jurisdictional decision making and centralization, but it that it would be premature to proceed towards its creation before further engaging our City partners. The Library Ad Hoc Committee is recommending engagement of our City partners as the next step in this process.

Library Ad Hoc Committee’s Chart of Progress



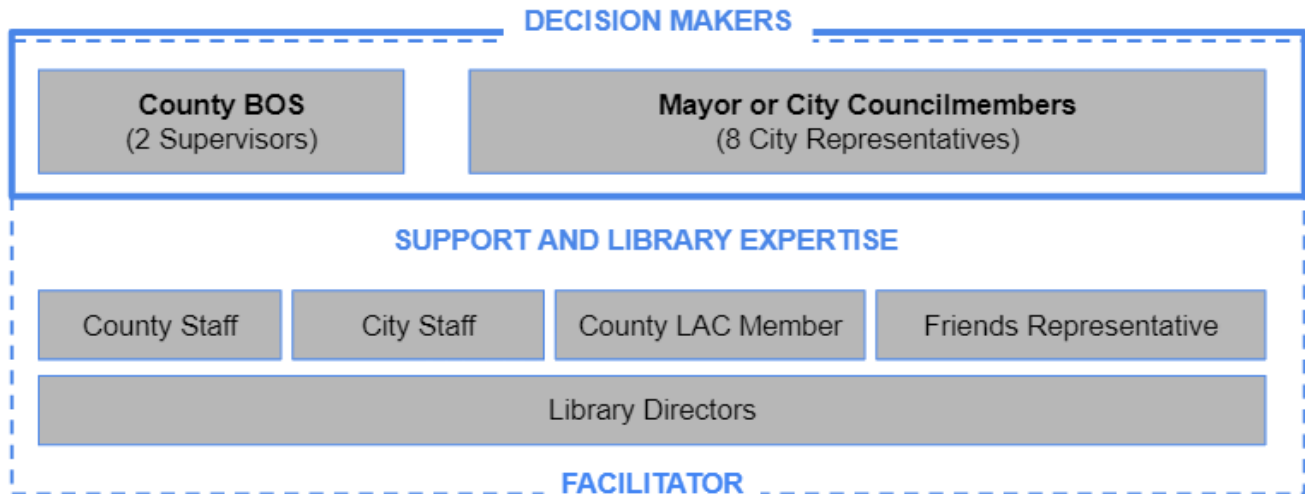
Engagement of Elected Leaders from Each City – Building upon the work of the Ad Hoc Committee

The Ad Hoc Committee has laid the ground work for the next phase, regional engagement and collaboration of City decisionmakers. The aim of engaging City Elected Leaders would be;

- To engage and educate City decisionmakers directly to determine priorities;
- To works towards increasing overall funding levels and potential implementation of minimum standards across all Branches. (Found on PowerPoint Slides 9, 10 & 11);
- To assess facilities needs across the system;
- To Co-develop a plan to tap into new State and Federal funding for facility upgrades and programmatic expansion; and
- To raise awareness of the value of libraries and invest in them as critical pandemic recovery infrastructure.

The County Board of Supervisors set aside funding during the FY2021-22 Budget Hearings to facilitate the on-going work of the Committee.

Elected Leaders Engagement on Libraries



The Ad Hoc Committee would continue its work by inviting Elected Leaders from each City to participate with the existing Library Ad Hoc Committee, currently comprised of two County Board of Supervisors, the four Library Director's, a Library Advisory Committee member, a Library Friends Representative, assisted by County and City staff, and a contracted facilitator.

County-wide Library Contract / Annual Agreement

The County has contracted with local Cities for administering County Branch Libraries for over 50 years. Library services in the County are provided via the Cities' main libraries and various branch locations as a way to efficiently use existing facilities and prevent the creation of County-operated duplicate establishments. The Cities provide library services within the four Zones as follows:

- **Zone 1: Santa Barbara.** Services provided to the cities and unincorporated areas located within or in close proximity to Santa Barbara, Carpinteria, and Montecito.
- **Zone 2: Lompoc.** Services provided to the cities and unincorporated areas located within or in close proximity to Lompoc, Vandenberg Village and Vandenberg Air Force Base.
- **Zone 3: Santa Maria.** Services provided to the cities and unincorporated areas located within or in close proximity to Cuyama, Guadalupe, Los Alamos, Orcutt and Santa Maria.
- **Zone 4: Goleta.** Services provided to the cities and unincorporated areas located within or in close proximity to Goleta, Solvang, Buellton, Eastern Goleta Valley, Community Service Area 3, Hope Ranch, Isla Vista, Gaviota, Santa Ynez and Los Olivos.

The Library Ad Hoc Committee collaboratively worked with the four Managing Cities (above) to improve the existing governing document. Revisions to this year's Annual Agreement (Attachment 1), per the Ad Hoc's recommendation and Library Advisory Committees approval are summarized below;

- Minor edits to more accurately reflect current conditions and processes, including auto renew term (and role) of LAC members. (Section 13 of the Agreement)

- A timeline for the County to work with our partner cities and significant contributors. (Section 16 of the Agreement)
- New language for the cooperative system and material sharing. (Section 2 of the Agreement)
- Additional detail on population allocations. (Section 6 of the Agreement)
- Admin Fees capped at 25%, and what expenses are considered admin. (Section 12 of the Agreement)

Library Service Funding Table – FY 2021-22

Library Zones	FY20-21 Population Estimates (Source: CA State Librarian)	FY21-22 Per Capita (\$8.03)	Cannabis Funding for County Branch Libraries	County Branch/ Small Library Fund Allocations	FY21-22 Total Award by Zone
Zone 1 - Santa Barbara	127,649	\$1,033,946	\$280,450	\$62,910	\$1,377,306
Zone 2 - Lompoc	59,435	\$478,645	\$38,127	\$12,200	\$528,972
Zone 3 - Santa Maria	153,809	\$1,241,106	\$180,156	\$1,732	\$1,422,994
Zone 4 - Goleta	113,700	\$918,264	\$159,931	-	\$1,078,195
Unallocated	-	\$865	\$36	\$36,958	\$37,859
Total	454,593	\$3,672,825	\$658,700	\$113,800	\$4,445,325

The County of Santa Barbara funds every library in the County, including the four City Municipal Libraries (Santa Barbara Main/Eastside, Goleta Valley, Lompoc, and Santa Maria) and all nine County Branches. Approximately \$2.8M of the \$4.5M in funding goes towards the four City Municipal Libraries or ~62%. The remaining funding goes towards the nine County Branch Libraries (Carpinteria, Montecito, Vandenburg Village, Cuyama, Guadalupe, Los Alamos, Orcutt, Buellton and Solvang) or ~38%. There are four County Branch Libraries within Incorporated City Limits (Carpinteria, Guadalupe, Buellton and Solvang), those Cities provide significant funding towards those libraries.

In recent years the County Board of Supervisors have added a Cost of Living adjustment to the per capita funding for all libraries, currently \$8.03 per capita, Cannabis derived funding for County Branches, totaling \$658,700 (on-going) and a small County Branch Library Fund, \$113,800 (on-going).

Fiscal Analysis:

Budgeted: Yes, during June Budget Hearings the Board provided an additional funding of \$127,000 as a Consumer Price Index placed on the existing Per Capita Funding, increasing the Per Capita funding to \$8.03 from \$7.80 for every Santa Barbara County resident. The total amount of funding provided by the County Board of Supervisors towards the Countywide Library System for Fiscal Year 2021-22 is \$4,445,325, covering free library services for the fiscal year. During June’s Budget Hearings, the Board allocated an additional \$50,000 in one-time funding to continue the work of the Committee, with the aim to further engage the Cities. This \$50,000 will be used to facilitate the next phase of the Ad Hoc Committee, no staff time is included in this amount; however approximately \$8,000 in CSD staff time will be needed in this framework. To date, we have spent \$147,100 with LegacyWorks Group to assist in facilitating the Committee.

Achieving the County Branch Library Minimum Standards referenced on Slide's 9, 10 & 11 of the PowerPoint (Attachment 2), are estimated at \$711,000 annually and are not within the existing Library Division Budget.

Performance Measures:

The County has contracted with City municipal libraries over fifty years. The libraries have met their goals of operational hours, book circulation, visitation and internet use by patrons. However, recent strains within the system have necessitated further study to determine whether the existing model is the most efficient use of available resources.

Attachments:

Attachment 1 – FY2021-22 Countywide Library Annual Agreement with Exhibits
Attachment 2 – PowerPoint Presentation