County of Santa Barbara

Organizational Analysis of Library Service Delivery

Revised Draft

March 23, 2018

Management Partners

March 23, 2018

Mr. George Chapjian
Director, Community Services
County of Santa Barbara
123 E. Anapamu Street, 2nd Floor
Santa Barbara, CA 93101

Dear Mr. Chapjian:

Management Partners is pleased to transmit the second revision of our report, which addresses comments and suggestions from you and your staff and others, including some Library Advisory Committee (LAC) members, library directors and others who had corrections to the data. It is important to note that we drew on and received data from multiple sources for this report, including the County, library zone administrators, city officials, the State Library Report, Santa Barbara County Association of Governments, and others, so there may be minor discrepancies in some data. However, we are confident that they do not make a material difference in the outcomes in this report.

The report contains our research and analysis of the current library service delivery system and funding model. It is the result of discussions and interviews with a wide variety of individuals involved in the library system, including members of the LAC, members of the Board of Supervisors, other elected officials from jurisdictions in the service area zones, library directors and employees, and Friends of the Library groups. We also reviewed many relevant documents to understand the system, funding, and operations. As you will see, the report also contains six case studies of other library systems, which have informed the options we have identified for Santa Barbara County.

Once you review this revised draft and provide any addition feedback, we will prepare a final report. We will also prepare a PowerPoint presentation for the Board of Supervisors.

Thank you for your assistance and your staff's assistance with this project. Their involvement was extremely helpful.

Sincerely,

Amy Cohen Paul
Corporate Vice President

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Executive Summary

Management Partners' was retained by Santa Barbara County to examine the current library service delivery system and funding model. This report makes observations and recommendations about how the system can be improved in terms of overall service delivery, equity among stakeholders and communities, sustainability, funding, and improvements in library services for Santa Barbara residents.

Before delving into content, it is important for readers to appreciate the many different approaches to providing library services in California. In fact, it is probably safe to say that none of California's 58 counties provide this service in the same way. This is likely a result of the varying nature of individual counties and their communities. When counties are involved in library service, they are generally taking on the role of municipal service providers to residents of unincorporated areas. The varied nature of service delivery also reflects the constraints on resources that counties have long lived with, and that are particularly evident in Santa Barbara County, which has no dedicated property tax funding for libraries.

Santa Barbara County has developed a unique and durable approach to providing library services in a large and diverse geographic area, which has been used for over 50 years. This system relies on partnerships between cities and the County, which are reflective of its distinctive regions, including the Southcoast, the interior valley areas (Santa Ynez and Lompoc) and the North County area anchored by the City of Santa Maria. The County provides a significant financial investment of about $3.8 million per year to ensure services are available in all regions and communities. The system takes advantage of economies of scale and leverages individual city investments in library operations and management to create a regional system with a high degree of regional autonomy.

While the system has been developed specifically for Santa Barbara County and is uniquely suited to its geography, some financial, operational, and governance issues are causing the system to fray. For this reason, the County

sought an independent perspective on how the system is working and how it might be improved.

Management Partners found a system with many advantages and a truly innovative approach to providing library services on a regional basis. We also found a system that could be at risk of breaking apart due to fiscal pressures and the inherent difficulty of delivering services regionally to a diverse set of communities all with individual interests and desires.

While we believe the Santa Barbara model can be improved, and that it should be improved to maintain a regional operation that takes advantage of economies of scale, change is never easy, especially when financial resources are limited. This report does not provide easy answers.

In the near term the system is a "zero sum game" where there could be winners and losers. But in the longer run, if the system is able to be more robust and representative, it could provide the evidence and credibility that would lead voters to approve more revenues to support the system and better services.

Building better regional partnerships among local governments takes time, patience and a willingness to listen to others with varying perspectives. For those about to embark on this mission using the results of this analysis we recommend the wisdom in the famous quote by Samuel Johnson: ***"Nothing will ever be attempted, if all possible objections must first be overcome."***

Background

Santa Barbara County engaged Management Partners to conduct an organization analysis of its library service delivery system and funding model to identify recommendations for improvement.

The Santa Barbara County Library system is organized into three service areas, referred to as library zones. More information about each zone is provided below.

The County has an ongoing management agreement with the cities of Santa Barbara, Lompoc and Santa Maria to provide library services throughout the County. Under the terms of these agreements, the cities are responsible for the operation and management of central libraries and branches within their assigned zone, with the County providing some funding. Additional library funding varies considerably, coming from cities, Friends of the Library ("Friends") groups, rentals, and a library tax for the County Service Area 3.

Existing Library System

To put the current system in context, we have provided an overview of library funding, organization, and other pertinent information.

Library Funding

Currently the County of Santa Barbara provides funding to each library zone based on a per capita model. The historical per capita funding provided by the County is shown in Table 1 below.

Table 1. County per Capita Funding for FY 2007-08 through FY 2017-18

Fiscal Year	Per Capita
FY 2007-08	$ 6.45
FY 2008-09	$ 6.91
FY 2009-10	$ 6.91
FY 2000-11	$ 6.91
FY 2011-12	$ 5.87
FY 2012-13	$ 5.98
FY 2013-14	$ 6.90

Fiscal Year	Per Capita
FY 2014-15	$ 6.87
FY 2015-16	$ 7.80
FY 2016-17	$ 7.80[1]
FY 2017-18	$ 7.80[2]

[1]In FY2016-17, $200,000 was added as a one-time addition to existing funding level.
[2]In FY2017-18, $360,000 was added as a one-time addition to existing funding level.

Implicit in the current funding model is the assumption that the population served by each library matters. This is the only metric used to decide funding allocations. Table 2 shows the city population, the population used by the County to determine the funding allocation, and the funding amount.

Table 2. Population Data and County Funding for FY 2015-16

Library	City Population (2014)	County Funding Population Assumption (FY 2015-16)	County Funding (FY 2015-16)
Santa Barbara Central and Eastside Library[1]	90,385	89,942	$705,198
Goleta[1]	30,202	87,427	$688,923
Montecito	N/A	10,245	$80,729
Carpinteria[1]	13,442	16,706	$131,646
Solvang[1]	5,383	10,886	$85,785
Buellton[1]	4,893	10,885	$85,777
Lompoc[1]	44,042	44,042	$351,312
Vandenberg Village	N/A	9,027	$71,136
Santa Maria[1]	106,280	106,280	$800,920
Los Alamos	N/A	1,890	$10,358
Cuyama	N/A	1,328	$14,742
Guadalupe[1]	7,414	7,414	$56,199
Orcutt	N/A	33,236	$261,901

Source: Library branch FY2015-16 budget documents.
[1]Denotes libraries located in or associated with an incorporated city

It is notable that the County's population assumption as shown in the table essentially equals the city population for the contract cities of Santa Maria, Santa Barbara and Lompoc. It is also notable that there does not seem to be much of a unified rationale for the County population estimate used for other incorporated areas. For Solvang and Buellton, the service population assumptions are roughly twice the city population. Guadalupe, however has an estimated service population of approximately the city population. For Carpinteria the population assumptions are slightly higher than the city population. For Goleta, the estimated service population is almost triple the city's population. This appears to be the funding formula that was in place prior to Goleta's incorporation in 2002, and includes unincorporated

populations in Isla Vista, Hope Ranch and the Goleta Valley. The population for unincorporated areas is derived from County Planning estimates.

Management Partners' team members observe that the County's per capita approach has the advantage of simplicity but does not account for many other variables that have a bearing on the need for library services (such as household income, educational attainment, and spatial accessibility), nor is there consistency with respect to service area populations.

The County is the major source of funding for most libraries in unincorporated areas, and a significant source of funding for most city libraries. In fact, as Table 3 shows, the County is the primary source of funding for three libraries located in cities: Goleta, Carpinteria and Guadalupe. (Note: The primary funding source for each library is orange. Numbers in parentheses indicate the funding source as a percentage of total funding for that library.)

All budget data has been taken from library budgets for FY2017-18 as of November 14, 2017. In addition to these data, it is important to note that we received data from multiple sources for this report. They the County, include library zone administrators, city officials, the State Library Report, Santa Barbara Council of Governments, and others, so there may be minor discrepancies in some data. However, we are confident that the discrepancies do not make a material difference in the outcomes in this report.

Table 3. Proposed Library Budgets by Category for FY 2017-18

	Total Funding by Category for FY 2017-18			
	County Funding	City Funding	Friends Funding	Other[7]
ZONE 1				
Santa Barbara Central/Eastside[1]	$785,527 (15%)	$4,009,359 (75%)	$41,150 (1%)	$486,435 (9%)
Goleta	$760,334 (48%)	$552,713[3] (34%)	$48,000 (3%)	$246,900 (15%)
Montecito[2]	$92,389 (41%)	N/A	$119,060 (53%)	$15,075 (7%)
Carpinteria	$209,656 (63%)	$50,500 (15%)	$53,101 (16%)	$18,550 (6%)
Buellton	$87,458 (36%)	$141,651 (59%)	$0 (0%)	$10,740 (4%)
Solvang	$87,458 (32%)	$153,750 (56%)	$20,000 (7%)	$14,350 (5%)
ZONE 2				
Lompoc	$434,911 (39%)	$590,970 (53%)	$0 (0%)	$83,891 (8%)
Vandenberg Village[2]	$80,804 (71%)	N/A	$5,000 (4%)	$27,513[5] (24%)
ZONE 3				
Santa Maria	$888,263 (29%)	$1,821,163[6] (60%)	$51,335 (2%)	$280,324 (9%)
Cuyama[2]	$13,898 (95%)	N/A	$0 (0%)	$735[7] (5%)

	Total Funding by Category for FY 2017-18			
	County Funding	**City Funding**	**Friends Funding**	**Other[7]**
Guadalupe	$79,334 (88%)	$5,000[8] (6%)	$3,337 (4%)	$2,110 (2%)
Los Alamos[2]	$19,010 (52%)	N/A	$16,489 (45%)	$845 (2%)
Orcutt[2]	$288,196 (89%)	N/A	$30,893 (10%)	$5,930 (2%)
Totals	$ 3,827,238	$7,325,106	$388,365	$1,193,398

Source: Library branch budget documents as of November 14, 2017, projected budget for FY2017-18 with clarification from County staff and zone administrators.
[1]Santa Barbara Central and Eastside Libraries submit a joint budget document.
[2]Denotes libraries in unincorporated areas.
[3]City funding includes General Fund contribution of $200,000, County Service Area (CSA) 3 Measure L tax of $267,024 (incorporated portion) and developer fees of $102,000. This does not include a contribution for building maintenance of $16,500 which the City indicates they provide.
[4]Other funding fines/fees of $46,650, copy fees of $3,750, meeting room rentals of $15,000, interest received of $600, donations (friends and other) of $50,500, and Measure L tax revenues (unincorporated portion) projected at $188,500.
[5]The majority of Village Library's "Other" Funding is from the "Support Village Library" Campaign.
[6]Includes Measure U funding.
[7]Other funding sources include fines and fees, lost books/donations, copy and print revenue, collection fees, or e-rate income. (The e-rate program provides discounts of up to 90% to help eligible schools and libraries afford telecommunications and internet access.)[89]
[8]The City of Guadalupe used to pay rent for the Guadalupe Library; this year the County is paying $15,000 of the $20,000 rent.

As Table 3 shows, the City of Santa Barbara and the County of Santa Barbara are the chief funders of library services in the county. Both jurisdictions devote over $3 million per year for library services. The County of Santa Barbara is a top funder of library services in the County, providing over $3.8 million or 30% of the total funding for library services in FY 2017-18. After the City of Santa Barbara, the next largest funders include the City of Santa Maria and the City of Lompoc, as well as a parcel tax that helps support Goleta operations. This level of funding support from the County is also notable given that approximately 32% of County residents reside in unincorporated areas.

Library funding also varies greatly when considered on a per capita basis, as shown in Table 4. The least well-funded libraries, when considered on a per capita basis, are Village, Cuyama, Guadalupe, and Orcutt, all at below $15 per capita. All of these communities except Guadalupe are in the unincorporated areas.

Table 4. Funding per Capita

Jurisdiction	Total	County Funding Population Assumption (FY 2015-16)	Funding per Capita
ZONE 1			
Santa Barbara Central/Eastside	$5,322,471	89,942	$59.18
Goleta	$1,407,947	87,427	$16.10
Montecito	$226,524	10,245	$22.11
Carpinteria	$331,807	16,706	$19.86
Buellton	$239,849	10,885	$22.03
Solvang	$277,558	10,886	$25.50
ZONE 2			
Lompoc	$1,109,772	44,042	$25.20
Village	$113,317	9,027	$12.55
ZONE 3			
Santa Maria	$3,041,085	106,280	$28.61
Cuyama	$14,633	1,328	$11.02
Guadalupe	$89,781	7,414	$12.11
Los Alamos	$36,344	1,890	$19.23
Orcutt	$325,019	33,236	$9.78

Source: Library branch budget documents as of November 14, 2017, projected budget for FY2017-18 with clarification from County staff.

Zone Profiles

Table 5 provides a snapshot of each of the three current zones. Following the table is a map of each zone along with key facts.

Table 5. Zone Profiles

	Zone Summary		
	ZONE 1	**ZONE 2**	**ZONE 3**
Libraries	• Santa Barbara Public Library (Central) • Eastside Library • Goleta Library • Montecito Library • Carpinteria Library • Buellton Library • Solvang Library	• Lompoc Library (Central) • Village Library	• Santa Maria Library (Central) • Los Alamos Library • Cuyama Library • Guadalupe Library • Orcutt Library
Population (FY 2015-16)	227,893	58,823	146,682
County Funding Allocation (FY 2015-16)	$1,797,631	$427,098	$1,156,714
Funding Per Capita (FY 2015-16)	$7.80	$7.80	$7.80
Hours Open, all Outlets (FY 2016-17)	16,276	3,744	8,216

	Zone Summary		
	ZONE 1	ZONE 2	ZONE 3
Contract City	Santa Barbara	Lompoc	Santa Maria
Service Areas	Cities and unincorporated area located within or in close proximity to Santa Barbara, Carpinteria, Montecito, Isla Vista, Goleta, Solvang, Buellton[1], Santa Ynez, and Los Olivos	Cities and unincorporated area located within or in close proximity to Lompoc, Vandenberg Village, and Vandenberg Air Force Base	Cities and unincorporated area located within or in close proximity to New Cuyama, Guadalupe, Orcutt, and Santa Maria

Source: Library branch FY2015-16 budget documents provided by library zone administrators, projected budget for FY2017-18 with some clarification from County staff.
[1]Buellton was in Zone 2 prior to FY 2015-16

Zone 1 Profile
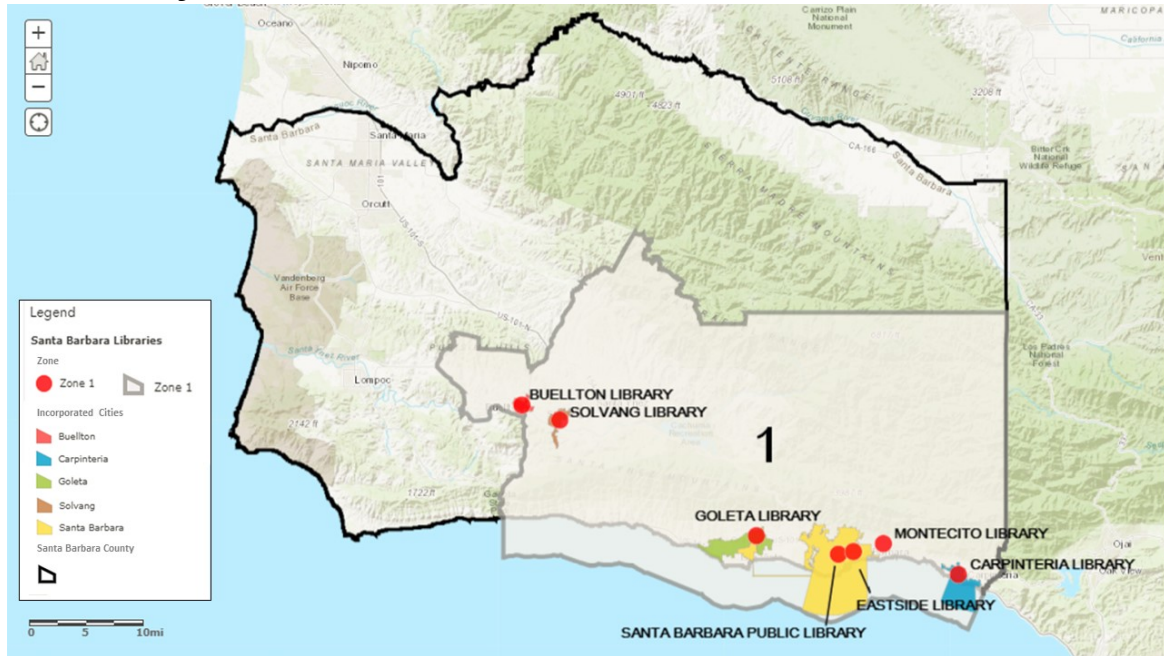
Source: County of Santa Barbara Public Works: Surveyor Division

	FY 2015-16
Zone 1 Population	227,893
Zone 1 County Funds Allocation	$1,778,059
Zone 1 Allocation per Capita	$7.80

Key Facts

- Zone 1 includes seven libraries: Santa Barbara Public Library (Central), Eastside (Branch), Goleta (Branch), Montecito (Branch), Buellton (Branch), Carpinteria (Branch), Solvang (Branch)

- Santa Barbara is the contract city for Zone 1

- Services are provided to the cities and unincorporated area within or in close proximity to Santa Barbara, Carpinteria, Montecito, Isla Vista, Goleta, Solvang, Buellton, Santa Ynez, and Los Olivos

- The Santa Barbara Library has a Board of Trustees with five members

Zone 2 Profile
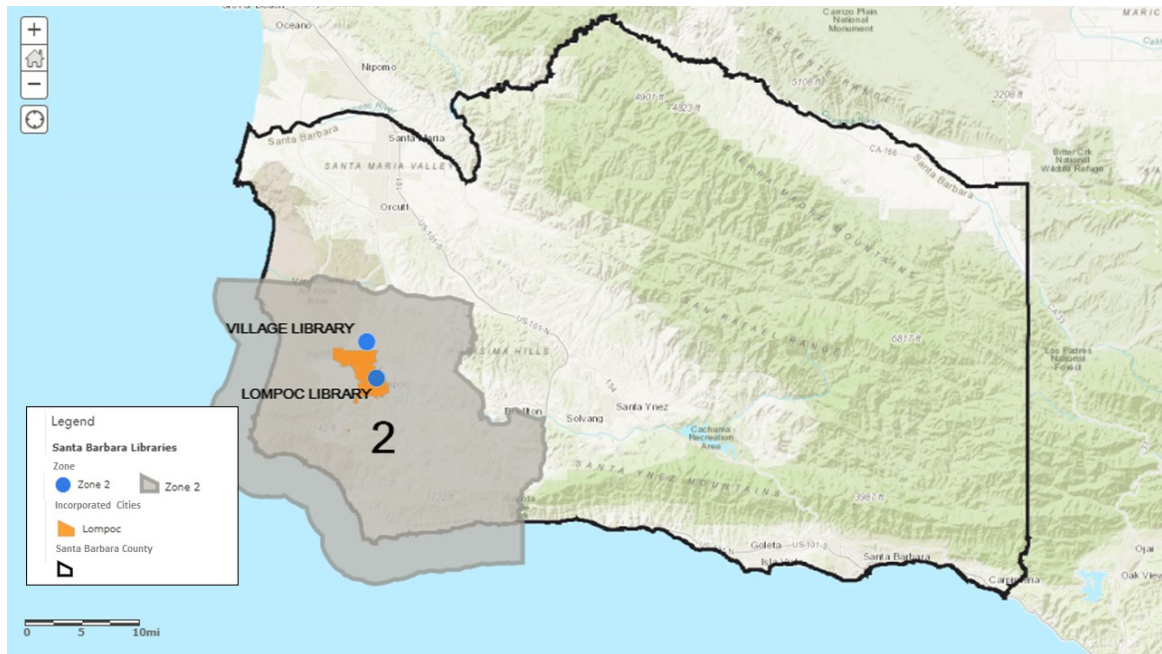
Source: County of Santa Barbara Public Works: Surveyor Division

	FY 2015-16
Zone 2 Population	58,823
Zone 2 County Funds Allocation	$458,947
Zone 2 Allocation per Capita	$7.80

Key Facts

- Lompoc Library has a Board of Trustees with five members

- Zone 2 includes 2 libraries: Lompoc (Central) and Village (Branch); also includes one mobile library

- Lompoc is the contract city for Zone 2

- Services are provided to the cities and unincorporated area within or in close proximity to Lompoc, Vandenberg Village, and Vandenberg Air Force Base

Zone 3 Profile
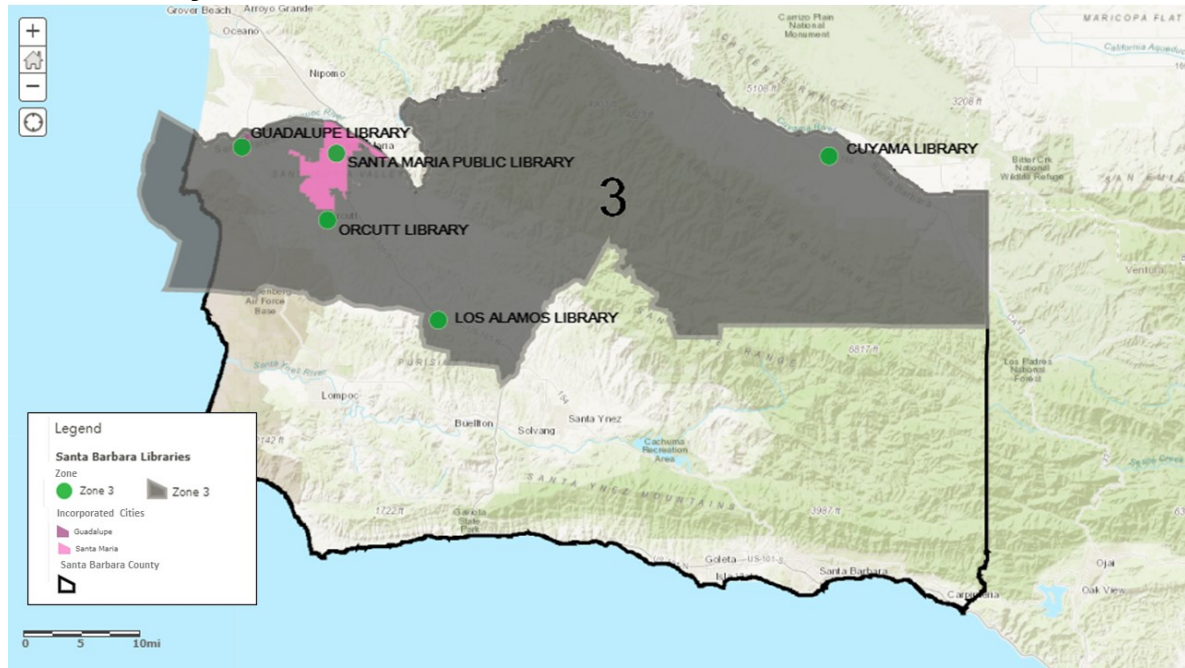
Source: County of Santa Barbara Public Works: Surveyor Division

	FY2015-16
Zone 3 Population	146,682
Zone 3 County Funds Allocation	$1,144,437
Zone 3 Allocation per Capita	$7.80

Key Facts

- Zone 3 includes five libraries: Santa Maria (Central), Los Alamos (Branch), Cuyama (Branch), Guadalupe (Branch), and Orcutt (Branch)

- Santa Maria is the contract city for Zone 3

- Services are provided to the cities and unincorporated area within or in close proximity to New Cuyama, Guadalupe, Orcutt and Santa Maria

- Santa Maria Public Library has a Board of Trustees composed of five members that reside in Santa Maria

The zone system has worked well for the past 50 years, but the desire for autonomy and control by some community members has necessitated the need for the County to reexamine the current status and its role in how services are provided.

The system consists of a service delivery mixture that varies largely by zone. The common attribute is the fact that the County contributes funding on a per capita basis to the three city libraries in charge of each zone, but the per capita assumption used varies considerably. Each city runs the libraries in their zone based on what is affordable and realistic. Each city also has additional revenue sources on which they depend to support library services, although the amounts and sources vary widely.

The County system has in effect, blended local control with regional economies of scale, which has been effective. The question now is how to continue to provide the positive aspects of the system while meeting the changing needs of stakeholders, all in an environment of shrinking resources.

This report offers some options for consideration as well as recommendations.

Methodology

Management Partners began this study by meeting with the Library Advisory Committee on October 30, 2017 to discuss the project and hear their input about issues and concerns. Library Advisory Committee members are appointed by the Board of Supervisors. They represent communities with libraries and are charged with reviewing services and operations and making recommendations about library issues.

Following the initial meeting with the Library Advisory Committee, our team members reviewed a large variety of documents and data, conducted individual interviews, and facilitated focus groups. We also provided updates to the Library Advisory Committee during two subsequent meetings.

Interviews, Focus Groups and Group Meetings

We conducted interviews with Santa Barbara County staff, supervisors, representatives of Friends' groups, library directors from each of the County's Zones, other library personnel, as well as mayors, council members and chief executive officers from all cities that wished to provide comments. We also spent time with Goleta representatives to understand their perspectives about the proposed Goleta City Library. And, we also received input during Library Advisory Committee meetings during the project.

Over 79 individuals shared their ideas with us throughout this project. Management Partners' team members conducted many follow up conversations as well and received emails from many participants who wanted to provide additional information or input.

The ideas resulting from the interviews and meetings helped inform our work, including the principles articulated later in this report. One of the common themes expressed by many of the participants was the passion for library services in general, and the desire to have those services continue. A second theme was that of equity, especially regarding the equitable distribution of resources. However, the concept of equity was difficult for

many to articulate with any specificity and varied based on the stakeholder(s) describing it. Another common theme was to ensure that library services remain the same or better than the current state. Additionally, participants spoke about the need for more transparency in the budget process. Specifically, they would like more information about how each library's service population is determined, and more details about how administrative fees are calculated and which library services the fees pay for. Lastly, participants noted a desire to improve communication among and between the various stakeholders (Friends groups, library administrators, and staff from the County and cities).

Case Studies

As part of this project, Management Partners collected detailed information from six California library systems that serve counties about their organizational structure, governance, budget, and other qualitative information. The systems were chosen because they represent a variety of organizational structures and service delivery mechanisms. Information was collected through phone interviews. This document summarizes the results of this research. An overview of the library systems selected is provided in Table 6 below.

Table 6. Overview of Comparison Library Systems

Library System	Population	Number of Branches	Overview of Library System
Siskiyou County	43,500	12	This library system does not receive dedicated County funding. The County Library General Fund provides a set of support services managed by County Librarian appointed by Board of Supervisors. Each city or unincorporated community provides direct services and determines hours, programs, staffing.
Stockton - San Joaquin County Library	661,500	13	The Municipal Library operates all County library branches and services through a contract. The County uses a dedicated tax revenue (property tax) to fund the contract. The Library is a division of a City department reporting to the City Manager.
Monterey County	227,000	17	This is a County Library with a dedicated percentage of property tax revenue from areas not served by a municipal library. It is a County department and the County Librarian reports to the CAO.
San Luis Obispo County	249,500	15	County Library with a dedicated percentage of property tax revenue. The Library is a County department; County Librarian reports to CAO.
Santa Cruz Public Libraries	202,000	10	Joint Powers Agreement Agency funded by a dedicated sales tax, the Santa Cruz City General Fund, and a dedicated percent of property tax from the County service area which can only be used for library services.

Library System	Population	Number of Branches	Overview of Library System
San Mateo County Library	297,450	12	A Joint Powers Agreement between the County and numerous cities is funded by a dedicated percent of property tax from County Library Service Agency, which operates the libraries, as well as city contributions.

The next section of this report provides information about each of the systems above. It includes data on each system's attributes, funding and operations, funding sources and operating budget, equity in services, lessons learned and implications for Santa Barbara County.

Goleta

Part of Management Partners' scope was to evaluate the proposed formation of a City of Goleta library. We worked with city managers to understand their ideas and expectations for the library, including service area and funding, analyzed their proposed budget, and examined a myriad of documents provided by them. Following the case studies, this report provides our evaluation of Goleta's proposal.

Case Studies

As part of this project, Management Partners was asked to compare other library systems to Santa Barbara County's current system to learn from them. As mentioned previously, the systems studied were:

- Siskiyou County,
- Stockton-San Joaquin County Library,
- Monterey County,
- San Luis Obispo County,
- Santa Cruz Public Libraries, and
- San Mateo County Library.

County library systems in California operate and are organized in several different ways. The variations on county library organization are outlined in a report prepared by the California State Library in 2013 using Fiscal Year 2012 data. The main distinction between county libraries is whether they receive *dedicated* tax revenue support or not. According to the California State Library report, 23 county library systems have a dedicated revenue source. This is usually a property tax allocation levied under a county free library law prior to Proposition 13. These revenues can only be used for library services.

The other type of county library system found in California are those operated without a dedicated revenue source. Funding is typically allocated as a budgeting decision. This is the case in Santa Barbara County. Organizationally, county library systems are further differentiated by their use of contracts or joint power authorities to deliver services, often in partnership with one or more cities.

These case studies illuminate several commonalities, and also some unique features associated with the Santa Barbara system. In terms of commonalities, the research shows that it is common for cities and counties to work together on the delivery of library services and they have found a multitude of ways to do so. In addition, it is notable that several counties, including the neighboring County of San Luis Obispo, do provide non-dedicated General Fund support. The analysis also shows some unique

features of the Santa Barbara system. The first is that relative to the counties in our set of case studies, Santa Barbara County provides the most non-dedicated General Fund dollars in support of library services. Some other counties are able to provide more per capita support, but the support tends to come from dedicated property tax dollars and special tax revenues.

The other relatively unique feature about the Santa Barbara system is that it serves 100% of the County population. In all the other systems studied, except for Siskiyou, one or more municipal libraries operate outside of the county system. The extent to which this correlation has to do with the unique level of funding provided by the County is unknown, but it can be argued that Santa Barbara incentivizes participation from cities and thus maximizes service sharing.

Siskiyou Library

System Attributes

Through this model a federation of community libraries provide locally determined and funded direct services. They receive a set of infrastructure and support services funded by the County General Fund. In 2011, when the severe recession reduced County revenues, the Board of Supervisors decided to partner with communities instead of directly providing library services throughout the County.

The County Librarian is appointed by and reports to the Board of Supervisors. He and his staff of three are responsible for a suite of services that provide the infrastructure for a 12-branch system, which serves the entire county (as shown in Table 7). The services include telephone and internet, collection management and technical services, weekly inter-library delivery, a library website and social media, and a library automation system and IT support. The County funds this.

Each community provides volunteer or paid staff to provide direct services. The communities set their own library hours and determine their own programs and events. Most are open three or four days a week, generally from 12 to 4 p.m. or 5 p.m. Currently four libraries offer Saturday service.

A Library Council consisting of the County Librarian and his staff and a representative from each community (paid or a lead volunteer) meets periodically to identify service gaps, create clarity, discuss consistency, etc. Volunteer turnover results in the need to frequently review policies and procedures. Staff at community libraries do not report to the County Librarian.

The County Library basically provides the infrastructure for a federation of community libraries that would otherwise be tiny, isolated islands in a large rural county. It manages shared technology, telecommunications, catalog, collection and delivery to make resource sharing possible countywide.

Table 7. Siskiyou County Library System Facts

Siskiyou County	
County Population	43,500
Population Served	43,500
Percent of County Population Served	100%
Number of Branches	12
Annual Operating Budget	$478,000
Annual Operating Expenditures per Capita	$11

Funding Sources and Operating Budget
- The annual operating expenditures per capita is $11.
- County Funding
  - Funds County Librarian "backbone" services including internet access, library catalog and delivery.
  - Provides minimal material budgets, which vary depending on the Library's annual budget.
  - Is set annually by the Board of Supervisors with no specific formula to determine the amount.
- Each community (city or unincorporated area) manages its own staffing and funding for direct service, sometimes through Friends Groups. Three cities (Weed, Dunsmuir, and Mt. Shasta) have passed local funding measures.
- City/Community Contributions
  - Buildings, maintenance, utilities, staffing costs
  - May pay for additional County-purchased materials, and accept donations

Equity
- **Hybrid Model**
  - This model provides an equitable set of infrastructure and support resources available to all communities.
  - Each community determines how to deliver and fund services, including hours, volunteer or paid staff, programming, etc.
  - Recognizes and accommodates varying needs. In small communities, many public services have limited hours; extended hours may not be a good use of time or resources.

- **Collection**
  - Entire collection is County-owned; items do not have a "home" library and remain at a branch unless requested at another location.
  - New items are distributed among the branches but may be requested by another branch and will stay there.
  - Benefits include reduced delivery load and costs and providing a demand-driven collection.

Lessons Learned
- This hybrid model provides equitable support services as well as a structure for resource sharing.
- A system of community libraries setting and funding their own hours, staffing levels, and programming results in local solutions and varying levels of service depending on both local resources and need.
- The responsibilities and roles of the County and the communities are clear.
- Good working relationships and communication between the County Library staff and the local communities, including library volunteers, are key to success.
- Long-range planning for library infrastructure replacements and for collection development is limited by funding that may vary from year to year rather than from a predictable source dedicated for the library.

Implications for Santa Barbara County
- Santa Barbara County's funding for libraries could be used to provide similar support services and infrastructure for all communities.
- Black Gold Cooperative Library System currently provides access to e-books and online databases, a shared integrated library system (ILS) with other Black Gold member libraries, delivery services (for moving books around the system), and system administration help (for maintaining the ILS, library networks, and other technical support). Black Gold's mission is to facilitate resource sharing.
- The County could potentially contract with it instead of establishing its own offices and staff, reducing or eliminating Black Gold fees to the participating libraries.
- If County funds are available after the shared services are provided, they could be distributed on a formula basis to the cities and communities not operating municipal libraries to provide partial funding for direct services.

- Small cities/communities could either contract with a municipal library or choose to provide direct services themselves.

Stockton-San Joaquin County Library System

System Attributes

This case study is an example of a county contracting with a city that has a municipal library to also operate the county libraries.

Stockton is the largest city in the county with nearly half its population and has operated the County libraries by agreement since 1910. The agreement was most recently amended and renewed in 2011. Currently there are five branches in the city and eight County branches. The City of Lodi operates its own municipal library.

The library is a division of the City's Department of Community Services, whose director reports to the City Manager. The Deputy Director/City Librarian manages day-to-day library operations. Library staff are City employees. The City provides quarterly updates to the County Administrator and an annual written and oral report to the County Board of Supervisors.

The City funds its libraries through the General Fund and Measure M, a 16-year, one-quarter cent sales tax approved by voters in 2015 to benefit the City's library and recreation services. The active support of the Friends of the Library was instrumental in securing the passage of the sales tax measure. The County's Library Fund receives a dedicated share of property tax from the County's library service area.

The Library separately tracks the County's funding and the City's funding. The City and County have established several formulas to split the costs of shared services (e.g., e-resources, bookmobile, library automation system, cataloging and technical services). Other costs (branch staff, supplies, books) are allocated to the City or County as appropriate.

Currently the per capita operating budgets of the City Library and the County Library Fund are comparable. That has not always been the case and may change in the future as circumstances change. Accounting for revenue and expenses separately allows for variation in service levels between the City and the County according to availability of funding. Table 8 shows the total budget.

In FY 2018-19 all branches will be open 30 hours and six days per week except four communities that are in the County service area that pay for additional open hours and the Cesar Chavez Central Library in Stockton, open six days and 51 hours each week.

Table 8. Stockton-San Joaquin County Library System Facts

Stockton-San Joaquin County	
County Population	685,300
Population Served	661,500
Percent of County Population Served	95%
Number of Branches	5 City, 8 County
Annual Operating Budget	$12,138,000
Annual Operating Budget per Capita	$18.35

Funding Sources and Operating Budget

- County Funding
  - Funds eight County branches for 30 hours and six days per week
  - Incorporated cities are responsible for providing and maintaining buildings
- Communities in the County service area may contract for additional hours/days of service.
- The County provides facilities in unincorporated areas.
- The unincorporated community of Mountain House funds its facility costs through a Mello-Roos community facility district.
- Cost sharing formulas are applied to shared services (e-resources, library automation system, bookmobile, etc.).
- The Library pays an internal service fee to the City Information Technology Department but there are no other City administrative charges.

Equity

- The City's new sales tax for libraries and recreation has made the per capita operating funding for the City and County comparable.
- Over the 100+ years of the agreement, the County and the City have found ways to amend their agreement to address needed changes and to share or allocate costs.
- Starting in FY 2018-19 all branches will be open a minimum of five days/30 hours per week.

Lessons Learned

- The municipal library of this large city has a track record of managing county library services by contract for 108 years.
- The parties have established regular reporting that is meaningful. The County Administrator receives quarterly reports from the City and the City provides an annual written and oral report to the Board of Supervisors.
- Cost sharing formulas have been established for various functions supporting both libraries, such as e-resources and the library automation system. These can be altered by mutual agreement.
- Over the past century, both the City and County have experienced severe budget problems at times. In fact, the City of Stockton filed for bankruptcy in 2012, emerging from it in 2015. This has sometimes strained the relationship, but the agreement has continued or been renegotiated nevertheless.

Implications for Santa Barbara County

- Written agreements, frequently reviewed and amended, with specific roles, responsibilities, measurements and cost-sharing formulas, are key.
- Library users perceive this as one library even though the City Library is managing two separate library budgets.

This model eliminates duplication of administrative and support services and takes advantage of economies of scale that two smaller libraries would not experience.

Monterey County Free Libraries

System Attributes

This library is a County department that is primarily funded by a dedicated percentage of property tax revenue collected in unincorporated areas and from cities that do not operate municipal libraries. The County Librarian reports to the County Administrative Officer.

As Table 9 shows, the Library serves 227,000 people, about half of the County's population, from 17 branches. Some are located in rural areas with few residents and others are in cities or densely populated unincorporated areas. Municipal libraries are operated by Salinas, Monterey, Carmel-by-the-Sea, and Pacific Grove.

The County's 3,000 square miles includes unincorporated areas with small, isolated populations. These are served by five small libraries open 18 hours per week and staffed by one part-time staff member. The Library's goals are to maintain a constant and connected presence as well as to provide computer and internet access and library materials in these communities.

The Seaside Library is open 54 hours, six days per week. The Library System's administrative offices are housed at the Seaside Library. Nine midsize libraries (e.g., King City, Castroville, and Prunedale) are open 38 hours, five days per week. Two branches are currently closed for construction.

Incorporated cities participating in the system provide the building and exterior/structural maintenance. Buildings in unincorporated communities are provided by the County. The Library pays utilities, custodial costs, and all interior maintenance including replacing carpet and furniture.

Table 9. Monterey County Free Libraries Facts

Monterey County Free Libraries	
County Population	433,900
Population Served	227,000
Percent of County Population Served	52%
Number of Branches	17
Operating Budget	$7,945,000
Annual Operating Budget per Capita	$35

Funding Sources and Operating Budget

- The County provides General Fund dollars, currently $230,000, to pay for the salary and benefits of the County Librarian.
- The Library Fund receives a dedicated share of property tax from its service area.
- No cities contract for additional service hours.
- On an ad hoc basis, a Friends Group may contribute funds to pay for extra staff at a branch for a specific purpose and for a limited time, typically six months or a year.

Equity

- Equity of service is determined by factors set by the Library, including population density and building size/capacity.
- Midsize libraries provide service five days and 38 hours weekly.
- Small libraries are open 18 hours per week.

- The Seaside library is open six days and 54 hours weekly.
- Other branches are open five days and 36 to 44 hours each week.
- All libraries provide programming and computers for the public.

Lessons Learned

- Isolated, small rural communities benefit from a consistent library presence, which is likely to be their only County facility and service.
- Libraries provide standardized hours/days of service according to population size.
- Identifying branches as small and midsize, as well as one large, centrally located branch provides similar access to services for comparably sized communities.

Implications for Santa Barbara County

- Monterey County and Santa Barbara County both stretch over more than 3,000 square miles and have approximately the same number of residents. In both counties, approximately half of the population lives in cities with municipal libraries.
- The municipalities operating libraries in Monterey County do not receive any County funding. Library cards and access to services at all the libraries are open to all residents of the County through participation in the state's reciprocal borrowing program.

San Luis Obispo County Library

System Attributes

This Library is a County department primarily funded by a dedicated percentage of property tax revenue collected in unincorporated areas and cities, except for the City of Paso Robles, which operates a municipal library. The County Librarian reports to the County Administrative Officer and all library employees are employed by the County.

As Table 10 shows, the Library serves 250,000 people from 15 branches. It is similar in size to Santa Barbara County at 3,600 square miles. Most of the County's population lives near Highways 101 or 1. The library is a member of the Black Gold Cooperative Library System and participates in its resource sharing and support services. Administrative and support services are housed in the San Luis Obispo Library.

Three regional libraries are each open 50 hours/six days a week. Mid-sized libraries are open 38 hours/four days per week. Libraries serving smaller

communities are open between 18 and 24 hours over three days each week, and two very small branches in outlying areas are open two days per week for nine hours.

The County owns and maintains the buildings except for a few facilities that are leased. The County has a public facility development fee, a percentage of which is dedicated to the Library. The Board of Supervisors requires local communities to fund 50% of projects that receive funding from the facility fee. The City of San Luis Obispo and the County have an agreement to share major maintenance costs for the San Luis Obispo building equally (e.g., elevator replacement).

Table 10. San Luis Obispo County Library Facts

San Luis Obispo County Library	
County Population	281,400
Population Served	250,000
Percent of County Population Served	89%
Number of Branches	15
Operating Budget	$9,525,000
Annual Operating Budget per Capita	$38.10

Funding Sources and Operating Budget
- About 6% of the Library's budget is provided by the County General Fund.
- The Library Fund receives a dedicated share of property tax from its service area (all but the City of Paso Robles).
- No cities contract for additional service hours.
- Friends groups are often active in raising funds to meet the matching requirements for use of the Library Facility Fee.

Equity
- The three regional branches (Atascadero, San Luis Obispo, and Arroyo Grande) provide access to larger libraries with more hours, staff, library materials, and computers/internet.
- Building size, number of visits, and use of the collection determine the allocation of the collection budget.

Lessons Learned
- Isolated, small rural communities benefit from a consistent library presence, which is likely to be their only County facility and service.
- Libraries provide standardized hours and days of service according to population size.

- Identifying branches as small, midsize, and large centrally located regional facilities provides similar access to services for comparably sized communities throughout the County.

Implications for Santa Barbara County

- Santa Barbara County and San Luis Obispo County both stretch over more than 3,000 square miles. When residents travel to the larger cities for shopping, medical and other services, and to work or school, it makes sense to provide the largest, regional libraries in those cities.
- A development fee provides support for public facilities since a portion is dedicated to the library and by Board of Supervisors' policy, requires that local communities provide 50% of the cost of building improvement projects. This provides a source of funding and an incentive for local communities to contribute.

Santa Cruz Public Libraries

System Attributes

This library system is characterized by its diversified revenue resources and an array of joint powers authority agreements that provide for collecting and dispersing library revenue, library operations, and the financing of capital improvements funded by a general obligation bond measure.

The library is operated under a Joint Powers Authority (JPA) agreement first established in 1996 by Santa Cruz County, the City of Santa Cruz, the City of Capitola, and the City of Scotts Valley. As shown in Table 11, it serves 80% of the population, which covers all but the southernmost part of the county. The City of Watsonville operates its own municipal library.

In 2015 the JPA agreement was amended and its governing board is now the county executive and the three city managers. The Library director is appointed by the governing board. Members of the seven-person Advisory Library Commission are appointed by the members' governing bodies. The JPA contracts with the City of Santa Cruz to provide library staffing and administrative services such as human resources, payroll and accounting. Library staff are City of Santa Cruz employees.

Two other JPA agencies were established to provide financing for public libraries in Santa Cruz County. The Santa Cruz Library Financing Authority was also formed in 1996 after a county-wide sales tax for the libraries was established. Its funding is provided through the sales tax proceeds, general funds of the City of Santa Cruz and the City of Watsonville per a

maintenance of effort agreement, and the County Library Fund, which receives a dedicated portion of property tax collected in its service area (including the cities of Capitola and Scotts Valley). This JPA receives the funds and distributes them to the Watsonville Public Library and to the Santa Cruz Libraries JPA on the basis of population served. In 2016 a $67 million library bond measure passed and is administered by a separate Library Facilities Financing Authority.

Table 11. Santa Cruz Public Libraries Facts

Santa Cruz Public Libraries	
County Population	274,100
Population Served	220,000
Percent of County Population Served	80%
Number of Branches	10
Annual Budget	$7,700,000
Annual Operating Budget per Capita	$35

Funding Sources and Operating Budget
- The per capita annual operating budget is $35.
- Currently the sales tax for libraries provides 58% of the operating budget. Retail sales have been declining but have been offset by increases in hotel sales tax revenues.
- The remainder of the operating budget is funded by a dedicated portion of property tax in the County service area and by the City of Santa Cruz's General Fund.

Equity
- Santa Cruz' Downtown Library is open seven days and 58 weekly hours. Aptos and Scotts Valley branches are both open six days for 50 hours each week. These three larger libraries serve as regional hubs.
- Other branches are open five days and 36 to 44 hours each week.
- All libraries provide classes and events as well as computers for the public.

Lessons Learned
- Diversified revenue sources can partially mitigate the effects of economic downturns.
- Voter support for both a permanent sales tax dedicated to the library and a library general obligation bond have been key for this library system.
- A complex governance and financing structure including three JPAs requires considerable time and attention from Library administration.

- The library operations JPA requires that all major decisions (e.g., budget, contracts, and appointment/dismissal of library director) be made with a unanimous vote of all four members of the governing board. This can make it difficult to make timely decisions that move the library ahead.

Implications for Santa Barbara County
- If a JPA is established for Santa Barbara County its structure should be simple and straightforward.
- A library system that voters see as functioning well and efficiently may win support for a sales tax or parcel tax. Diversified revenue sources make library funding more stable.

San Mateo County Library System

System Attributes
This Library System is a Joint Powers Authority established in 1999 and modified in 2004. It is primarily funded by a dedicated percentage of property tax revenue collected in unincorporated areas and cities that do not operate municipal libraries. Its governing board is composed of a Council member from each of the 11 participating cities and a member of the Board of Supervisors. An Operations Committee, composed of city managers or their designees and a deputy county manager, advises the Library Director and the Governing Board about budget and operational issues of the library system.

As Table 12 shows, the System serves 295,000 people from 12 branches. Two branches are located in Pacifica and the others are in Brisbane, Half Moon Bay, Millbrae, Foster City, Belmont, San Carlos, Atherton, Woodside, Portola Valley, and East Palo Alto. Six cities (Daly City, San Bruno, Burlingame, San Mateo, Redwood City, and Menlo Park) operate independent municipal libraries.

The County Library, the city libraries, and the San Mateo County Community College District are members of the Peninsula Library System, a JPA agency similar to the Black Gold Library System that owns and operates a shared library automation system and provides delivery and other services to all the member libraries.

Minimum service levels are included in the JPA agreement. Cities with under 10,000 population have service 40 hours per week and those with more than 10,000 are open 60 hours per week. Administrative and support

services are located separately in a county-owned building. With one exception (East Palo Alto) cities own their library buildings and are responsible for maintaining and repairing them.

San Mateo County is 744 square miles. It is mostly urban and suburban, but agriculture is important on the coast. Located between San Francisco County and Santa Clara County, it is part of the Silicon Valley. The commercial areas near the San Francisco International Airport generate considerable property tax for the library but have no residential population, contributing to a high per capita budget that results in a robust library system and services.

The JPA has a Staffing Services Agreement with the County of San Mateo. Library staff are County employees. The Library director reports to a deputy county manager with respect to all matters relating to personnel and other administrative matters handled through the County. The director also has a reporting responsibility to the JPA Board with respect to the level of library services and polices relating to the use of the libraries by the public. The JPA Governing Board evaluates the director's performance and makes a recommendation to the County. If the library director position becomes vacant, the Board conducts a recruitment process and provides the names of three qualified candidates and makes a recommendation for appointment of the library director to the County.

Table 12. San Mateo County Library System Facts

San Mateo County Library System	
County Population	765,135
Population Served	297,500
Percent of County Population Served	39%
Number of Branches	12
Annual Budget (includes operating and capital)	$30,902,000
Annual Budget per Capita	$104

Funding Sources and Budget

- The Library Fund receives a dedicated share of property tax from unincorporated areas and cites that do not operate municipal libraries.
- Commercial areas near the San Francisco Airport generate substantial revenue for the library.
- Friends groups raise funds to supplement branch programming and other activities, provide volunteers, and give feedback and advice to branch managers and the Library director.
- The JPA Board adopts an annual budget that includes both operating and capital budgeted amounts (as shown in the table above).

Equity
- The compact size of the County makes it relatively easy for people living in a small community to use a larger city or County branch nearby.
- All the city and county libraries issue cards and make loans to any County resident. Library materials located at one library may be requested and delivered to another.

Lessons Learned
- A simple, straightforward JPA agreement and structure makes both policy-setting and administration simple and transparent.
- Minimum service levels for open hours based on population can set base expectations for the JPA members.
- The County Library has adopted a strategic plan and the Governing Board and Operations Committee receive reports framed in the context of that plan at each meeting and in an annual report.

Implications for Santa Barbara County
- A JPA agency and its agreement can provide shared governance and defined roles and responsibilities for its members.
- Like the Peninsula Library System, the Black Gold Cooperative System's shared library automation, delivery, and other support services have resulted in cost-effective resource sharing.

Implications for Service Equity for Santa Barbara County

In reviewing the case studies, most library systems have standards in place to define and provide equitable service. The individual systems set equity standards based on factors such as population density, building size, foot traffic, program attendance, and/or circulation.

Monterey County's Library system determines service equity using the following factors:

- Midsize libraries provide service five days and 38 hours weekly.
- Small libraries are open 18 hours per week.
- The Seaside Library (the largest library) is open six days and 54 hours weekly.

If the criteria of population density and building size were used to determine service categories (small, midsize, and large) for the County of Santa Barbara, the range of hours shown in Table 13 would apply to each library category.

Table 13. Sample Library Categories for Santa Barbara

Size of Library	Population Density Range (people per square mile)	Building Size (square footage)	Range of Hours
Small	4 to 571	512 to 1,325	561 to 1,020
Midsize	37 to 1,777	3,430 to 11,000	1,836
Large	> 2,767	> 10,000	2,754

Sources: California State Library Report, Main Libraries, Branches, Bookmobiles, and other Outlet Data, 2015.

When the criteria used by the Monterey County system was applied to Santa Barbara County, some libraries fell in two different size categories based on population density and building size. Where this occurred, the libraries were classified into the category that best described their size with respect to the two criteria. This categorization would result in four large libraries (Santa Barbara Central, Goleta, Lompoc, and Santa Maria), four midsize libraries (Eastside, Carpinteria, Vandenberg Village, and Orcutt), and six small libraries (Montecito, Solvang, Buellton, Los Alamos, Cuyama, and Guadalupe).

By classifying the libraries into categories, Santa Barbara County could begin to develop consistent service delivery across libraries within the same category. The criteria from Monterey County as applied to the Santa Barbara Library System is shown in Table 14.

Table 14. Monterey County Size Criteria Applied to Santa Barbara Libraries

Library System	Number of Libraries/ Outlets	Current Number of Hours Open (FY 2015-16)	Current Number of Hours, Days Open per week (FY 2015-16)	Number of Hours Open, per year	Number of Hours, Days Open per week	Small/ Midsize/ Large	Population Density in Library Zip Code (People per Square Mile)	Building Size (Square Feet)
		561 to 1,020				Small	4 to 571	512 to 1,325
		1,836				Midsize	37 to 1,777	3,430 to 11,000
		2,754				Large	> 2,767	> 10,000
Santa Barbara County	14	27,882						
ZONE 1	7	15,994						
Santa Barbara Central		2,778	55 hours, 7 days	2,754	*44 hours, 6 days*	Large	9,754	52,000
Eastside		2,189	47 hours, 6 days	1,836	*38 hours, 5 days*	Midsize	4,405	3,500
Goleta		2,783	55 hours, 7 days	2,754	*44 hours, 6 days*	Large	126	15,437

Library System	Number of Libraries/ Outlets	Current Number of Hours Open (FY 2015-16)	Current Number of Hours, Days Open per week (FY 2015-16)	Number of Hours Open, per year	Number of Hours, Days Open per week	Small/ Midsize/ Large	Population Density in Library Zip Code (People per Square Mile)	Building Size (Square Feet)
Carpinteria		2,395	48 hours, 6 days	*1,836*	*38 hours, 5 days*	Midsize	144	3,060
Montecito		2,100	45 hours, 6 days	*1,020*	*18 hours, 4 days*	Small	593	2,000
Solvang		1,929	38 hours, 5 days	*1,020*	*18 hours, 4 days*	Small	242	2,000
Buellton		1,820	35 hours, 5 days	*1,020*	*18 hours, 4 days*	Small	130	1,768
ZONE 2	2	4,420						
Lompoc		2,288	44 hours, 6 days	*2,754*	*44 hours, 5 days*	Large	152	19,170
Vandenberg Village		1,456	28 hours, 5 days	*1,836*	*38 hours, 5 days*	Midsize	170	3,760
ZONE 3	5	7,468						
Santa Maria		2,912	56 hours, 6 days	*2,754*	*44 hours, 5 days*	Large	170	59,850
Los Alamos		1,196	23 hours, 5 days	*1,020*	*18 hours, 4 days*	Small	7	1,275
Cuyama		572	11 hours, 3 days	*1,020*	*18 hours, 4 days*	Small	4	1,660
Guadalupe		1,664	32 hours, 6 days	*1,020*	*18 hours, 4 days*	Small	210	2,000
Orcutt		1,664	36 hours, 6 days	*1,836*	*38 hours, 5 days*	Midsize	676	4,507

Sources: California State Library Report, Main Libraries, Branches, Bookmobiles, and other Outlet Data, 2015.

Library Service Areas and Communities of Interest

An underlying assumption in the current funding model is that County revenues are distributed to support library operations on a per capita basis. As was shown earlier there are major differences in the population estimates used to distribute funding to library operations.

If funding is to be allocated based on a population of individuals who are thought to use a certain branch, it is important to understand how this measure can be derived. The answer is surprisingly difficult to ascertain with any certainty.

Libraries are open to any member of the public, and generally anyone with a driver's license or identity card with an address can get a library card.

Presumably most regular library users obtain a library card so they can borrow materials.

It is logical to assume a library user would tend to go to a library near where they live or work. Additionally, from registered user data we are able to correlate registered users associated with any particular branch with zip code population estimates. This allows us to construct a rough service area for each branch.

Table 15 includes an analysis by registered users and zip codes for the branches in the system. Based on these data it is relatively straight forward to estimate where library registered users reside. Using city populations and estimated total populations in the zip codes containing most registered users, one can derive a very rough estimate of each libraries "service area population." We can also derive what percentage of city library users may reside in surrounding unincorporated areas/other cities or even other counties.

Complicating this situation, particularly in Goleta and Santa Barbara, is that zip codes with relatively large numbers of registered users may exist for two different libraries.

Table 15. Summary Table of Registered Users by Zip Code

Zip Codes	Santa Barbara Central Library	Eastside Library	Goleta	Montecito	Carpinteria	Solvang	Buellton	Lompoc	Village	Santa Maria	Los Alamos	Cuyama	Guadalupe	Orcutt
93429							1	1		22		3	1	3
93437		1					7	110	30	70		1		14
93436	128	21	61	1	7	57	115	13,523	1,673	227		5	3	
93463	61	3	20	2	3	1,764	104	23	3	25	2	2		1
93427	54		41	3	2	256	1,412	50	1	25	7			4
93455	42	1	35			20	14	101	20	4,976	5	8	33	5,064
00057														
93109	2,323	58	244	57	22	6	3	10		3				
93117	1,830	127	7,684	35	29	18	37	44	1	17	3			5
93106	40	1	54	1										
93110	2,006	82	1,763	38	29	9	6	14	1	3				2
93111	1,083	55	3,819	26	27	9	10	9	1	4				3
93105	5,082	152	1,147	109	46	39	6	8	3	11		1		3
93441	7		8		1	331	20	12		4	2			
93460	65	2	18	4		957	73	24	2	23	12			3
00032														
93013	639	50	89	104	3,508	6		3		1				1
93067	127	12	12	117	87			1				1		
93101	8,696	503	491	115	69	13	7	30		18	1		1	4
93103	3,275	2,425	228	176	54	7	5	21		12				3
93108	797	86	79	1,985	47	3		1		1				1
93023[1]	82	2	18	6	42		1			1				
93001[1]	124	12	23	9	88		1	3		1				
93434	2	1	2		1	2	2	14		642	1		1,119	13
93444[1]	7		1		1	1	1	8		562	1	13	6	32
93458	19	4	9		4	7	3	82		12,891	1	3	56	148
93454	34	7	9	1	3	8	5	66	3	9,510	3	1	41	215
93420[1]		2	1				1	7	3	124		1	4	16
93453[1]						1		1		2				1
93252			1			1				3		21		1
93254	1									22		213		
93440	14	7		1	1	44	31	11		130	341	12	2	16
TOTALS	26,538	3,614	15,857	2,790	4,071	3,559	1,865	14,177	1,741	29,330	379	285	1,266	5,553

Source: Registered Users (December 2017) Provided by County of Santa Barbara
[1]Not located within Santa Barbara County limits

For example, zip code data in the service area for the City of Santa Maria, shows 29,200 registered users for this library, the most of any single branch in the system. Of these users, the vast majority (27,377 or 94%) reside in zip codes 93455, 93458 and 93454 for Santa Maria, West Santa Maria and East Santa Maria, validating the assumption that most registered users live near their library. (Interestingly, about 2% of registered users live in Nipomo, San Luis Obispo County.)

It is important to note that in some cases (particularly for Goleta and Santa Barbara), service area populations overlap. For example, for zip code 93117 significant numbers of registered users are associated with both the Santa Barbara Central and Goleta libraries.

Table 16 shows the number of registered users and the relevant city or census-designated community population. It should be noted that in all cases the registered users may be a mix of residents that live in unincorporated and incorporated areas, but good data on the specific proportion has proven difficult to obtain.

Table 16. Summary of Registered Library Users by Library in December 2017

Library	Number of Registered Users (December 2017)	City/Community Population
Santa Barbara Central and Eastside Library	30,152	90,385
Goleta	15,857	30,202
Montecito	2,790	10,414[1]
Carpinteria	4,071	13,442
Solvang	3,559	6,515
Buellton	1,865	4,893
Lompoc	14,177	44,042
Vandenberg Village	1,741	6,497
Santa Maria	29,330	106,280
Los Alamos	379	1,890
Cuyama	285	574[3]
Guadalupe	1,266	7,414
Orcutt	5,553	28,905
Totals	**111,025**	**351,453[4]**

Source: Registered Users (December 2017) Provided by County of Santa Barbara, Santa Barbara County of Associated Governments (SBCAG), Santa Barbara County Aging Characteristics, August 2017.
[1]Inlcudes Montecito and Summerland populations.
[2]Includes Los Alamos.
[3]Includes Cuyama and New Cuyama.
[4]The population total is not all inclusive of the county total as some unincorporated areas are not included as census places.

Goleta

The City of Goleta has been contemplating forming a municipal library for several years. After studying the issue and formulating a plan, the City notified Santa Barbara County officials of its intention to form its own municipal library.

Goleta Library Overview

The Goleta Library is located within the City of Goleta. The Library serves the residents of the City of Goleta as well as residents in neighboring, unincorporated areas. According to the FY 2016-17 Goleta Library budget, the Library has 17,005 card holders (up from 15,878 in FY 2015-16).

In 2015-2016, the Library contained 81,338 volumes, residents checked out 613,966 materials and 9,852 people attended 347 classes and events. The 15,437 square foot facility was built in 1973 and is owned by the City.

As Table 17 shows, the Library is staffed with five full-time employees and has approximately 17 part-time staff, which constitutes about 10 full-time equivalent employees.

Table 17. Current Goleta Library Staffing

Full-Time Staff	Number
Library Assistant I	2
Library Technician	1
Librarian II / Children's Librarian	1
Supervising Librarian	1
	5
Part-Time Staff	**Number**
Page II	6
Library Technician	7
Library Assistant I	4
(Approximately 10 FTEs)	17

The Goleta Library is managed and operated by the Santa Barbara Public Library via a management agreement (Agreement for Operation of a County-wide Library System) that the County has with the cities of Santa Barbara, Lompoc, and Santa Maria. The County allocates per capita funding

to the three cities, and those cities in turn manage and operate the libraries within their zone. Santa Barbara Public Library provides library services in Zone 1 and since the Goleta Library is in Zone 1, it is therefore managed by the Santa Barbara Public Library.

In June 1990, the voters in County Service Area No. 3 (CSA 3) approved Measure L, which authorized a special tax to fund enhanced services at the Goleta Library. CSA 3 is a multipurpose special district created in the 1960s to provide street lighting and parks acquisition as well as operational funds for a community center. The original CSA 3 boundary encompasses the entire Eastern Goleta Valley area and what is now the City of Goleta.

Special revenues for library services are raised in both the City of Goleta portion of the CSA 3 and the unincorporated portions. All funding goes towards service provided at the Goleta Library.

The Goleta Library's FY 2017-18 estimated operating budget lists total revenues at $1,299,369. The majority of the funding comes from the following sources: County per capita funding ($746,917), the City of Goleta's General Fund ($200,000) and Developer Impact Fees contribution ($102,000), and Measure L funding ($430,713). City officials also report they have dedicated $16,500 for building maintenance. The Measure L funding comes from taxpayers in both unincorporated and incorporated areas. About $250,000 comes from taxpayers in incorporated areas and $180,000 comes those in unincorporated areas. The remaining revenue comes from Friends of the Goleta Valley Library, donations, meeting room rentals, and fines and fees.

Establishment of a Goleta Municipal Library

On March 7, 2017, the Goleta City Council adopted an ordinance entitled, "Establishment of Municipal Library and Creation of Library Board of Trustees" (Chapter 2.13 of the Goleta Municipal Code). This action put a process in motion for the City of Goleta to assume direct management of the Goleta Library. The City must accomplish several milestones as it forms a municipal library. Some of these include:

- Receive approval from the Black Gold Library Cooperative to join cooperative as new member. *(completed)*
- Receive regulatory approval from the California Library Services Board to join Black Gold. *(completed)*
- Form a Library Board of Trustees. The Goleta Mayor, with the consent of City Council, appoints three members that reside within

the City. The County will appoint two members that live in the unincorporated areas served by the Goleta Library.

- Advertise for and recruit a Library Director. (*concluded*)
- Negotiate with County of Santa Barbara and City of Santa Barbara on the boundaries of a possible new services area. (Zone 4)
- Transition some or all City of Santa Barbara library staff to City of Goleta staff. (*underway*)
- Complete and fund some start-up tasks such as reconfiguring the online catalog, purchasing new library cards, re-barcoding the collection, and designing a new library website. (*funded and underway*)
- Begin operating as a City department in July 2018.

Current and Potential Future Zone Structures

As the City of Goleta works to establish its municipal library, the County Board of Supervisors will need to decide whether to change the boundaries of the current zones, add a zone, or possibly even dissolve one or more zones. As mentioned previously, the Goleta Library current resides in Zone 1 and is managed by the Santa Barbara Public Library.

Goleta's current service population, as determined by the City of Santa Barbara, is 92,666. The City of Goleta has proposed a new Zone 4 with a service area of 94,545 and is prepared to negotiate with the County on its creation. This service area would include the City of Goleta, Gaviota unincorporated census blocks, CSA 3, Isla Vista, and Hope Ranch. Figure 1 shows the City of Goleta's proposed Zone 4.

Figure 1.   Goleta's Proposed Service Area (map proposed by Goleta)
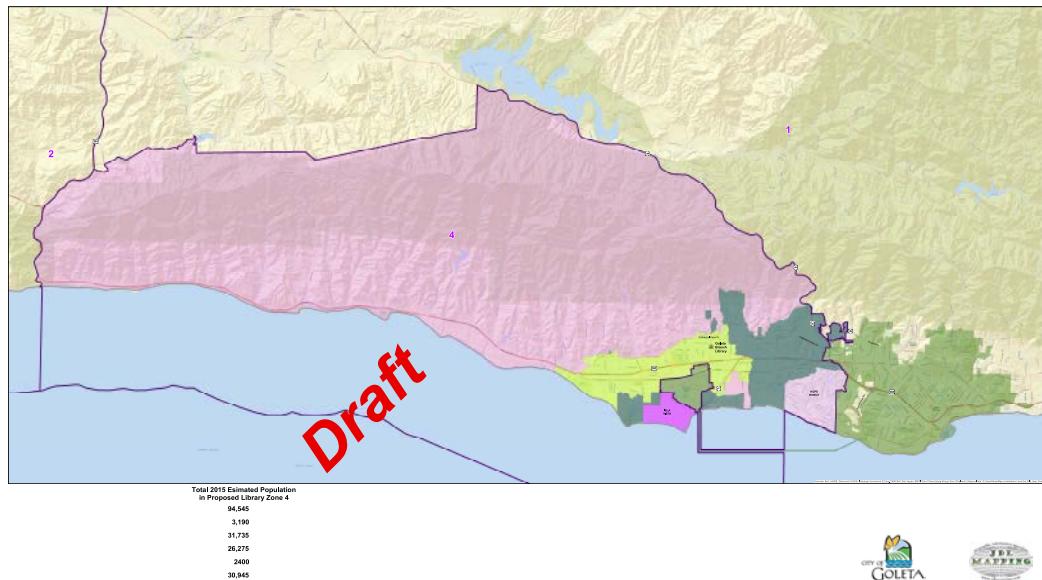
The Zone 4 proposed by the City of Goleta would be unique in that it would contain one library and possibly a pop-up or satellite location to provide service to Isla Vista and other areas north of Goleta. City officials are exploring the feasibility of doing so. The County should consider how any rezoning will impact the per capita funding of areas such as Hope Ranch and West Santa Barbara where residents may use more than one library. Another consideration in deciding about a change in the current zone structure is whether a new zone should include other libraries in addition to Goleta.

Currently, Zone 1 contains seven libraries, Zone 2 contains two, and Zone 3 contains five. A new Zone 4 could be drawn to include the Buellton Library and the Solvang Library. The County could then distribute per capita funding for Zone 4 to the Goleta Library and Goleta could manage the operations of the libraries in Buellton and Solvang. This would create more balance in the number of libraries that are managed in each zone.

Expenditures

Staff in the City of Goleta has done extensive work calculating the costs of assuming the management and operations of the Goleta Library. Table 18 summarizes work that the City has done in comparing the current costs of operating a Santa Barbara-managed library in FY 2017-18 compared with a Goleta-managed library in FY 2018-19.

Table 18. Expenditures Comparison between Santa Barbara-managed Library and Goleta-managed Library

Expenditures (estimated)	FY 2017-18 Santa Barbara Managed Library	FY 2018-19 Goleta Managed Library
Salaries and Benefits	$730,170	$884,806
Supplies and Services	103,465	135,317
Black Gold Fee	110,000	110,000
Allocated Costs	167,348	0
Administrative Fee	236,062	0
Book Acquisitions	200,474	245,042
Start-up Costs	0	110,350
Total Expenditures	**$1,547,519**	**$1,485,515**

The table compares Goleta Library's current operating budget, as developed by the Santa Barbara Public Library, with what Goleta staff estimates it will cost to operate the Library in FY 2018-19. Goleta staff estimate that, under the City's management, the total expenditures for FY 2018-19 will be slightly less than in FY 2017-18.

Salaries and benefits increase, primarily because of the hiring of a library director. Supplies and services will increase as the City assumes some costs previously absorbed by Santa Barbara, such as staff training, travel, advertising, printing, and office supplies. Goleta's Black Gold fees will remain the same. The City of Goleta plans to increase the acquisitions budget to meet the public's demand for books and materials.

Goleta will also have to invest in one-time startup costs for items such as reconfiguring the online catalog, purchasing new book barcodes and library cards, designing a new website, and replacing PCs, printers, and laptops. The current assets, such as the materials collection, public and staff computers, furniture, and shelving will remain at the Library once it transitions to a city department.

The biggest change in expenditures for a Goleta-managed library will be the elimination of administration fees and allocated costs. Currently, the City of Santa Barbara calculates an administration fee based on a percentage of a library's estimated annual expenditures. (Although the rate varies from year to year, City officials indicate it is about 23%, but charge a negotiated rate of 13.5%). These fees are intended to recover Santa Barbara Public Library's costs associated with managing the Goleta Library and providing services such as budget development, website management, events planning, collection development, and courier services. Similarly, the City of Santa Barbara allocates some costs across its departments to recover expenses for

services such as the city attorney, city administration, and financial support. The Santa Barbara Public Library then, in turn, allocates some of these costs to the libraries it manages.

The tasks associated with Santa Barbara's administrative fees and allocated costs will transition to City of Goleta staff once the city assumes the management of the Library. Goleta staff estimate these indirect costs (overhead) will total $192,390 in FY 2018-19, but these costs are not included in the budget shown above. These are a result of Goleta providing some library services previously provided by City of Santa Barbara, such as human resources (HR) support, technology (IT) support, legal services, and financial services. Goleta staff estimate this support will total 26.59 hours per week across several city departments. It is difficult to gauge whether this estimate is accurate, since recordkeeping of staff time allocated annually to the Goleta Library by the City of Santa Barbara and Santa Barbara Public Library was not available. (Note: City officials indicate although these costs are not part of the library budget, are budgeted in other programs.)

In addition to assuming HR and IT support, payroll and financial services, and other support for the Library, the City of Goleta will also assume library-specific tasks that had previously been performed primarily by staff at Santa Barbara's Central Library. These tasks include book purchasing and processing, staff training, event planning, and IT for library-specific technology issues.

A 2015 study by Ruth Metz Associates commissioned by the City of Goleta recommended adding five full- and part-time employees (3.83 FTEs) to perform these duties in a Goleta-managed library. The proposed FY 2018-19 City of Goleta Library calls for the addition of one FTE, a library director. This position will be engaged in executive level duties as well as directing library operations. The book purchasing and processing, event planning, and other duties will therefore become additional duties of the existing frontline staff at the Goleta Library. Certainly, the newly hired Goleta Library director will want to closely examine the FY 2017-18 proposed staffing and budget and determine whether the proposed staffing plan can carry out the frontline and backroom work of the Goleta Library. City officials indicate some duties may be performed by vendors rather than staff.

Revenue

Goleta staff project a city-managed library will have $1,600,071 in revenue in FY 2018-19. Table 19 provides the detail.

Table 19. Projected Revenue for a Goleta-managed Library

Revenue Source	Amount
County per capita funding	$737,451
Library Fines and Fees	$36,550
Other Revenue	$9,100
Copy Fees	$3,750
City Contribution and Development Impact Fees (DIF)	$302,000
Measure L (from within City limits)	$266,067
Measure L funding from unincorporated areas within County Service Area No. 3	$179,053
Meeting Room Rentals	$15,000
Interest	$600
Donations	
Friends	$48,000
Other	$2,500
TOTAL	**$1,600,071**

The City of Goleta collects Measure L revenue from those parcels within the city boundaries. The County collects the Measure L revenue in County Service Area No. 3 (CSA 3) parcels located outside city limits. Although Measure L funds are earmarked for services at the Goleta Library, the City of Goleta would need to enter into a management contract with the County to provide library services beyond city limits. Once such an agreement was in place, the County could then remit unincorporated Measure L revenue to the city to provide library services to all of CSA 3.

Analysis and Evaluation

The projected $737,451 in FY 2018-19 revenue from the County is contingent on the County approving the City's proposed Zone 4 with a population of 94,545. The City of Goleta's population is approximately 30,945. If a new Zone 4 were to be narrowly drawn to include just the City of Goleta, then the FY 2018-19 projected revenues would drop by $496,080, greatly increasing the amount of revenue the City of Goleta would need to contribute toward library operations. Therefore, Goleta's negotiations with the County and the City of Santa Barbara over service areas and rezoning play a critical role in obtaining the revenue needed to successfully operate a municipal library in Goleta.

It should be noted that none of the other contract cities have a population allocation greater than the existing city population. But these other contract cities also are allowed to spread some city costs over the other branches they operate via the administrative fee. The current plan proposed by Goleta is to not manage other libraries.

It is possible that an interested party, such as the City of Santa Barbara could credibly object to the allocation of County funding towards the Goleta Library based on the assumption that the entire population in the unincorporated areas generally situated between Santa Barbara and Goleta are users of the Goleta Library. Data, as reviewed earlier, indicate that many in this population probably use the Santa Barbara Central Library. However, if current patron addresses were available, this would provide additional information pertinent to the issue.

Table 20 below shows registered users (individuals with library cards), by branch, for zip codes in and around the City of Santa Barbara and the City of Goleta. Note that the zip codes for areas between Goleta and Santa Barbara, 93110 (Hope Ranch), 93111 (West Santa Barbara/Goleta Valley) and 93105 (Mission Canyon) are home to many Santa Barbara Central registered users, as well as many Goleta users.

Table 20. Registered Users by Zip Code for Santa Barbara Central Library and Goleta

Zip Codes	Area Name	Santa Barbara Central Library	Goleta
93109	Santa Barbara	2,323	244
93117	Goleta/Isla Vista	1,830	7,684
93106	UCSB	40	54
93110	Hope Ranch/Santa Barbara	2,006	1,763
93111	Hope Ranch/Goleta Valley/West Santa Barbara	1,083	3,819
93105	Mission Canyon/Santa Barbara	5,082	1,147
93013	Carpinteria	639	89
93067	Summerland	127	12
93101	Downtown Santa Barbara	8,696	491
93103	East Santa Barbara	3,275	228
93108	Montecito	797	79
93440	Los Alamos	14	0
TOTALS		**25,912**	**15,610**

Management Partners also notes that the County general fund support for libraries is provided on an annual basis and the amount of funding and how it is allocated could change at any time. Ultimately it is the County's determination how to allocate this funding, but without a long-term commitment, Goleta would be at risk of losing an important funding component for the library. This appears to be the biggest risk on the revenue side of the equation.

In terms of expenditures it is possible that Goleta is underestimating the true costs associated with the library operation as it has not included indirect costs in the amount of approximately $192,000 annually. In addition, the City plans to add one new FTE, even though the Metz study referenced earlier suggested they would need 3.8 additional FTE to operate the library. These factors appear to be the biggest risks on the expenditure side. Management Partners is less concerned about the staffing issue because of the detailed work the City has done to estimate staffing costs, but the lack of indirect costs is a real issue.

Taken together it is possible that a worst-case scenario for the City would be a reduced level of revenues from the per capita allocation as estimated above, together with additional unbudgeted expenditures of $192,000 annually from indirect overhead expenses.

As the City of Goleta moves forward with the formation of a municipal Goleta Library, the County of Santa Barbara will want to take action on the following issues.

- **Appoint two County trustees to the Goleta Library's Board of Trustees.** The current timeline includes having all five Goleta trustees in place by mid-March.
- **Establish a management contract with the City of Goleta.** This contract should address issues such as how CSA 3 revenue collected by the County in unincorporated areas will be allocated for library services beyond the boundaries of the City of Goleta. The contract should also address whether the Goleta Library will manage other libraries in Santa Barbara County, such as the Buellton and Solvang libraries.
- **Determine a model for allocating per capita funding to the City of Goleta for the management and operations of the Goleta Library.** The City of Goleta's current budget projections for FY 2018-19 rely on per capita funding of $737,451 for a service population of 94,500 residents. The creation of a funding model is closely tied to the rezoning issue below.

- **Decide whether to create a Zone 4.** The Zone 4 proposed by the City of Goleta would generate the per capita funding needed to maintain status quo library operations, assuming Measure L revenue remains constant and the City's DIF contribution remains at $102,000. If County per capita funding decreases, the City would need to contribute additional general fund revenue.

   The City of Goleta's proposed Zone 4 increases the Goleta Library's service population by 1,879. Management Partners attributed this gain to the inclusion of the Hope Ranch area in the zone. However, City of Goleta officials informed Management Partners that they have used updated 2015 Census data and a parcel-count methodology to arrive at a service area population of 94,545. The County, the City of Goleta, and the City of Santa Barbara will need to negotiate this potential rezoning, since Santa Barbara's Central Library and the Goleta Library both serve residents in the unincorporated areas, including Hope Ranch.

- **Ensure quality library services are maintained in the City of Goleta and the surrounding areas.** The Goleta Library serves residents in the City of Goleta, CSA 3, Gaviota, Isla Vista, Hope Ranch, and elsewhere. If the Goleta Library transitions to a municipal library without generating the current level of revenue (or more), then service levels will decrease or the City of Goleta will need to decide whether to contribute additional funding. This impacts the residents of the City as well as the residents of Isla Vista and elsewhere who rely on the library as a place of reading and learning.

Principles for Evaluating Library Model Options

The preceding sections of this report outlined the essential operational elements of the current Santa Barbara County library services model, the financial implications, service area factors, the Goleta library issue, and what can be learned from other county library systems.

We have learned that there are many good things about the system. For example, it encourages regional cooperation in a diverse area where such cooperation is difficult to achieve. We also learned that every area of the County is served with at least a modicum of library services. However, there are several stresses impacting the system.

Funding is already problematic. Overall the system is only able to provide approximately $26 per capita in expenditures/services. If contributions from the City of Santa Barbara are deducted from this equation, funding per capita falls to just over $20, which is lower than every other County system we studied except for Siskiyou. This is in spite of the fact that the County of Santa Barbara makes a substantial commitment of over $3.8 million per year or about $28 per capita, if just the residents of the unincorporated areas (approximately 137,000 people[1]) are factored in. Given the many demands on County resources, the County may be hard-pressed to continue this level of support.

There is also some dissatisfaction with how the current system is functioning. Some communities (both unincorporated and incorporated) do not feel their voices and needs are always heard, and the contract cities have a great deal of autonomy, especially considering the level of County financial support. Perhaps most important, the current system has been unable to muster the requisite support for additional voter-approved revenues to improve library services throughout the County or on a regional basis.

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[1] County of Santa Barbara Statistical Profile, 2014.

Given this background it is not unreasonable to conclude that without political consensus, the system may break apart in the near term starting with Zone 1 where dissatisfaction and other pressures are most acute. This would be a loss for everyone except the City of Santa Barbara, which has the resources and is large enough to operate independently if necessary. Every other city and unincorporated community relies on the County system and its funding. Even if a system breakup can be avoided, the system may have to substantially downsize in the medium term without additional revenues. Current revenues are clearly not sufficient to meet service expectations, or the standards seen in other counties.

Therefore, we now turn our attention to how the system can be improved. To do so, Management Partners' project team members formulated several principles to help guide the discussion about potential options for the County leaders' consideration. Each principle is described below.

Principle 1. The County has primary responsibility to provide library services to unincorporated area residents and all such residents should have access to basic service.

Counties in California provide state-mandated regional services (such as sheriff, district attorney, public health and welfare) for all residents of the county, and municipal or community services to residents of the unincorporated areas. Libraries are a municipal service. The County is only responsible for providing municipal services to residents of the unincorporated areas. Historically the County has sought to do this via a partnership with city libraries to avoid duplication, take advantage of economies of scale, and build a regional system.

The selected library model should ensure that residents in unincorporated areas have access to libraries and that a basic service level is available to all County residents through library branches. Expanded or improved library services beyond the baseline levels should be encouraged and provided via additional resource contributions from cities, grants, designated voter approved tax revenues, volunteer fundraising or other sources.

Principle 2. Communities of interest should share library facilities to avoid redundancies and to deliver services efficiently and in line with community priorities.

It makes sense to center library services around communities. Communities are unique and may desire different services. This is especially true in Santa Barbara County, which contains urban, suburban and rural areas.

Communities of interest will typically contain both incorporated and unincorporated populations that share an overarching sense of community. For example, the Santa Ynez Valley in the County contains two incorporated cities, Solvang and Buellton, several unincorporated communities (Santa Ynez, Los Olivos and Ballard) and rural areas.

It makes sense to pool county and city resources to deliver library services to the community at large, rather than have facility and staffing redundancies, because such areas typically share both a sense of place and community infrastructure such as transportation corridors, transit systems and non-profit service providers, all of which are important to library services. (In some cases, a community may be so small that it does not contain any incorporated population centers.)

All the cities in Santa Barbara County tend to be a hub for a larger area that contains unincorporated territory, which to one degree or another, is associated with the hub city for access to commercial, recreational, medical and civic services. Libraries should be no different. The County has been logical in working within communities of interest and with the city or cities in each community of interest to deliver library service to the entire population in an efficient manner. This should be continued in any future arrangement.

Such collaboration could take place on an independent basis or via the zone concept. The County should take the nature, size and geographic location of unincorporated areas into consideration when developing service partnerships. For example, all other issues being equal, a service location that serves a large unincorporated population would receive relatively more County support than a service location serving a small unincorporated population. The current per capita funding allocation is a rough approximation designed to give some weight to this factor.

Principle 3. Equity requires consideration of issues beyond population size in making funding decisions.

Funding is scarce and there are always many ways to define equity. A good argument can be made that some consideration should be given to factors beyond a simple per capita allocation of monies. Such criteria could include but is not necessarily limited to the following.

- Socioeconomic status of library users, and specifically the percentage of individuals in poverty. Lack of income makes access to the resources of a library particularly critical to individuals. Without such access, some would be unable to afford basic information to improve their prospects and quality of life.
- Access to library services by all County residents, including those in remote geographic locations. This is very much like the issue of poverty. Geographic remoteness should not make it impossible to access library information, and some consideration of this factor is reasonable, particularly given the County's responsibility for serving areas that cannot afford the costs of incorporation.
- Populations with relatively low literacy rates or populations with large numbers of children are other factors worthy of consideration.
- Communities of interest have different relative populations of incorporated and unincorporated residents and relative civic infrastructure and assets. The County could provide more support to those communities with a large percentage of unincorporated population and fewer existing municipal facilities and infrastructure.

Taking factors such as these into account will complicate the County funding process but should lead to better funding allocation relative to the community need for services and support. The Library Advisory Committee could be a place for such criteria to be developed, tested and used in funding allocation decisions.

Principle 4. County funding should supplement and complement other funding sources and the system should incentivize community participation and investment.

The County funding model should incentivize individual communities and/or cities to provide additional resources to their library to improve services and materials. Beyond a baseline level of service, the source of funding should be considered and respected. Libraries that secure additional funding from city, special tax, or other sources should be able to use such funds to support services in their local community of interest. The

case studies show that counties with a JPA-based structure typically incentivize local community funding by pledging not to reduce basic county funding if additional community funding is developed from a special tax or other source.

These sources can be in the form of city funding, special tax revenues, or a local parcel or sales tax. Donations from volunteers and especially Friends groups should be encouraged, but from a sustainability perspective, voluntary contributions can vary greatly from one year to another and should be seen as a supplement, not a replacement for basic local government support.

In addition, when the County supports library operations it should seek a structure that permits input and participation from the relevant community of interest. This could take the form of a local advisory committee, a subset of the existing Library Advisory Committee or other stakeholders such as Friends groups, a city board or commission or other existing community boards.

Principle 5. Seek the highest and best use of County funds.

The County has a responsibility to ensure that its funding is put to the highest and best use for library services, including administrative costs. The County recognizes that it has a service responsibility to residents in unincorporated areas and that delivering services to communities of interest in partnership with cities can be efficient and effective.

The County should take a variety of factors into consideration when funding library services within communities of interest. Importantly, it should recognize that cities should not have to "subsidize" service to unincorporated residents, any more than the County can afford to subsidize service to city residents.

Therefore, the notion of an administrative fee to the service provider is logical and supported by the County. However, the County should seek a voice in how these funds are used, and uniformity in how such costs are calculated and levied.

Use of Principles

As we examine options to improve the system, it should be noted that the rigorous application of these principles would result in significant changes to the existing approach. This is because the existing system leaves much discretion to contracting cities and funding is not related to need, relative utilization by the unincorporated population, relative contribution from a

city, or anything other than population. Therefore, the application of principles taking such factors into explicit consideration will tend to result in different outcomes.

This is not to say that the current system is a failure, as it has the virtues of simplicity and durability, but it is not well-designed for the current environment of diminishing resources or developed with an eye to getting maximum County benefit from each dollar invested.

Options to be Considered

Management Partners has considered the existing County Library system and identified seven potential options. Each is discussed below. We did not include an option for the County to privatize library service, since it has been very controversial in California and did not seem viable.

Option 1. Stop providing County funding for library services

Every county in the State of California has made some provision for library services. However, as mentioned previously, unlike many other responsibilities, counties are not required or mandated to provide library services. Relevant government code sections and state law make the provision of library services discretionary at both the county and city level.

Therefore, hypothetically, the County could discontinue library funding and use the funds for other priorities. Based on precedent and the importance/popularity of library services, we note this option only for completeness in describing those available.

Obviously, this option would not further the principles described above, which implicitly endorse the public value of library services. If this option was implemented in the County, unincorporated residents might incur library card fees from cities. Some cities in California, who perceive their residents/taxpayers are subsidizing services used by nonresidents, have implemented library card fees for non-residents. Most cities do not require residency as a condition for a free library card.

Option 2. Keep the basic city/county contract and funding structure and integrate Goleta's municipal library operation into the structure

The current system has some good features. One advantage is that it reduces redundancy and is responsive to regional differences. It is also relatively simple to administer, and it has been durable for the County of Santa Barbara.

The basic approach could be "tweaked" to incorporate a Goleta Zone, with no other changes to the system. Further discussion on Goleta issues is contained in this report and need not be repeated here. The Goleta Zone could contain the service areas associated with the cities of Buellton and Solvang, (which are actually closer to Goleta than Santa Barbara), or the zone could contain only Goleta and associated unincorporated areas.

A likely complication with this approach is that currently Goleta gets "credit" (in terms of per capita monies from the County) for virtually all unincorporated residents in the areas between the City of Santa Barbara and Goleta. It is a certainty that some of this population uses the Santa Barbara Central Library, either exclusively or to some degree. It is also a certainty that Goleta is counting on a continuation of this funding to support library operations. Therefore, there is most likely going to be friction between the two cities on how this money is distributed going forward, putting the County in a difficult situation.

As noted above, if Goleta took over the responsibilities associated with Buellton and Solvang, it would reduce demands on the City of Santa Barbara. Doing so could be part of the solution to keep the system together.

However, based on the evidence assembled by Management Partners from interviews and stakeholder input, there is some dissatisfaction with Zone 1 by all partners, and this dissatisfaction is unlikely to be solved by this option. This makes the current system potentially unsustainable. This option would also not meaningfully address the principles outlined previously, except to the extent the current system addresses them.

Option 3. Keep the basic city/county contract structure and create a Zone 4 with Goleta but standardize and update contract provisions and adjust funding based on equity principles.

With this option, the basic contract structure would remain in force. However, the contract would be updated and the principles outlined above would be brought to bear on funding allocations and other matters to improve overall equity and performance from the County's perspective. Currently the County is the largest funder of library services, but it takes a rather passive role in library operations. It benefits from being able to rely on existing city library service delivery organizations to actually deliver services but has little say in daily operations or performance levels.

Under this approach Management Partners envisions the County taking a more assertive role in defining the service it is paying for and standardizing

contract terms based on the significant funding it provides. This option also envisions the County placing a premium on service to unincorporated residents, as articulated in the principles. Some of the more significant reworked contract provisions would probably include the following.

- Define a basic level of service for unincorporated branches in terms of hours and per capita funding. Management Partners anticipates that funding in these areas would rise to a basic benchmark level of $15 to $20 per capita for the unincorporated populations served. Additional funding might be justified based on geographic remoteness and/or lower income levels per the principles. The Guadalupe branch would probably merit additional funding.
- Pursue a contract arrangement with cities with a library serving significant unincorporated residents. Efforts would need to be made to link unincorporated populations actually served to the monies provided by the County. Contracts would stipulate that unincorporated residents would be eligible to receive services on the same terms as city residents. In addition, the County could develop a funding formula that places some weight on the socioeconomic status of the unincorporated residents being served. The point is that all else being equal, families with lower income levels are likely to need access to library services more than those with higher incomes.
- Incorporate a defined method for the reimbursement of overhead and administrative costs in a new contract. (This model would be followed by all contracts.) A comparable model might be the overhead and administrative cost approaches the County takes with respect to law enforcement service contracts with cities.
- Include performance standards and some meaningful reporting requirements in new contracts so the County can monitor the services being received by unincorporated residents. Performance standards could extend to working with unincorporated communities on fundraising, volunteer contributions, and the like. The goal is for the County to have more control and accountability for the substantial investment it makes.

Moving to this approach would allow for a reimagining of zone boundaries and city contract partners. Management Partner believes that all cities, with the possible exception of Santa Barbara, which currently makes a substantial financial commitment to its two libraries, would be very interested in and motivated to work with the County on contract services. Likewise, the County has a meaningful interest in working with one or more cities to

fashion a contract for service provision, since this frees it from the need to develop its own service delivery approach.

The County could even go so far as to develop a request for proposals (RFP) for the delivery of library services to unincorporated residents and solicit proposals from one or more cities. Since Santa Maria, Lompoc and soon Goleta will all have some service delivery capacity, in addition to Santa Barbara, it is possible that a single city could contract to serve the entire County, or for a north/south service delivery system to be workable.

In terms of meeting the principles elucidated above, this option (Option 3) is a decided improvement over Options 1 or 2. It links County funding more explicitly with the residents for whom the County has service delivery responsibility and offers an opportunity to customize library support based on other criteria than simply per capita population service estimates. Most significantly, it places the County in a more assertive posture with respect to how the substantial investment it makes is utilized, while leaving in place a service delivery structure that is innovative and effective in reducing organizational duplication.

Two shortcomings of the approach are that it continues a city/county governance split, where some shared governance within a community of interest might be preferable, and it does not make much of a difference in terms of additional revenue raising opportunities, largely because of the continuance of the city/county dichotomy.

Option 4. Move to a Joint Powers Authority structure to customize governance, operations and funding approaches

Some of the best models (in terms of funding per capita) for regional library service delivery found in California use a Joint Powers Authority (JPA) approach. (The Santa Cruz and San Mateo case studies in this report provide additional information.)

A JPA structure allows considerable flexibility in designing regional service delivery and it also provides a customizable governance and funding approach. JPA-based regional systems have been successful in developing additional funding for libraries given the support of the underlying general-purpose governments. For example, the Santa Cruz system has used its JPA structure to support at least two separate local revenue measures—a sales tax and a capital funding measure.

The Santa Clara County Library is also organized as a JPA. Under the JPA, property in the County is also assessed for enhanced service through a

Community Facilities District. Voters endorsed the assessment in 1994, 2005 and 2013. The special tax provides 18% of the County library's revenues.

Some cities in Santa Clara County choose to enhance local services by providing supplementary funding for additional hours. Two cities have established a joint powers authority of their own to provide additional library taxing power in their area for enhanced services.

In the Santa Barbara setting a JPA approach could look similar to a contract model approach, but it would offer the opportunity to develop a shared governance approach and an avenue for revenue development on a regional or sub-regional basis. As noted in the San Mateo case study, the JPA has a governing board composed of a council member from each of the 11 participating cities and a member of the Board of Supervisors. An Operations Committee, composed of city managers or their designees and a deputy county manager, advises the library director and the governing board about budget and operational issues of the library system.

A similar system for Santa Barbara County could provide enhanced communications and participation from all cities in the County.

The County would be the logical lead for developing a proposed JPA structure. As with the contract approach, the willingness of the County to invest some $4 million per year into the service would be the primary incentive for cities to participate.

As envisioned in this option, the County would first draft a preliminary JPA that would emphasize regional service delivery and equitable contributions for library services from both the County and participating cities. Other instances where a JPA approach has been successful include San Mateo, Santa Cruz and Santa Clara counties. These could be a starting point for JPA development.

Once a draft is complete cities would be asked to comment on it and to indicate their willingness to participate. This would lead to a good discussion and negotiation of how to develop a joint regional approach.

Once an indication of willingness was achieved, attention could be given to fine-tuning service delivery and operational/administrative approaches. Most likely the JPA would be a policy and funding vehicle and it would contract with one (or more) of its members for library operations. Again, Management Partners believes that most of the cities in the County would have an incentive to participate in the JPA. Santa Barbara is a special case;

County dollars are not so significant because of the magnitude of the City of Santa Barbara's independent investment.

In terms of revenue generation, a JPA option offers the opportunity for a focused leadership group from all members to develop custom revenue generation strategies. These could be county-wide or regional in scope. As is observed in the case studies, other libraries operating with a JPA structure have been successful in developing and maintaining additional revenues.

In Santa Barbara County, this could take the form of a special sales tax as seen in the Santa Cruz Library JPA or the Community Facilities District tax used in the Santa Clara Library District JPA. A parcel tax is also a possibility. Given the existence of County Service Area (CSA) 3 and the dedicated library support provided in that area, another option would be to consider whether other areas wish to annex into this CSA.

The JPA option also allows the County and participating cities to develop approaches that best align with the principles underlying their respective interests.

Option 5. Set up a County library operation

Management Partners recognizes that this might be a default option if Options 2, 3 and 4 prove infeasible. Except for the areas between the City of Santa Barbara and the City of Goleta, residents of unincorporated Santa Barbara County are distributed over a wide geographical range. It would not be effective or efficient for the County to serve unincorporated residents on a standalone basis, unaffiliated with city library systems.

If the County was to provide services independent of cities, the Siskiyou County model might be the best way to approach service delivery. Under this scenario, the County would be responsible for providing the baseline infrastructure for all unincorporated branch libraries (Cuyama, Orcutt, Los Alamos, Vandenburg Village, Los Olivos, Montecito and Santa Ynez) including basic services (such as telephone, internet, collection management and technical services, library website, IT services, etc.). Each individual library community would provide volunteer or paid staff for its operations. Individual branch staff in unincorporated areas would be County employees and report to a County Librarian.

The County could choose to support unincorporated residents by providing funding to help support city branches that serve significant unincorporated populations. The city branch library staff would be employees of their municipality, and the library would be operated by the city with perhaps an

agreement to serve unincorporated residents in exchange for County financial support.

A Library Council could be created (consisting of the County Librarian and their staff as well as a representative from each community) to help ensure consistency, identify service gaps, and discuss pertinent issues. In addition to the base level of County funding, individual libraries could raise additional funds through city funding, Friends groups, or a community parcel tax.

Funding Approaches Relevant to Options 2, 3, and 4

Under Options 3 and 4, which seek some fundamental changes to organization and operations, alternative funding approaches will have to be considered. Even under Option 2 the question of the current funding approach will likely be raised.

As was mentioned earlier, the current per capita funding allocation relies on assumptions regarding the population data used, but these population estimates do not seem to follow any discernable rationale, except that contract cities are estimated to have a population for the city only.

County library systems have developed various funding formulas in an attempt to fund library services on an equitable basis. For example, Orange County has a funding formula that places weight on three factors: library circulation, population area served, and how much library property tax is derived from the area served. Monterey County uses a system based on population density, the size of facility, and other factors that result in the determination of how many hours a facility will be open, which drives the budgeting decision. Several other counties including Los Angeles and San Mateo have moved to a system that funds libraries by type, such as large municipal regional, medium municipal, small municipal, and community.

Santa Barbara County could develop a formula or funding approach following any of these models or it could design something entirely different. If the County wishes to stay with a population-driven per capita model there are also several options. Some of these are described below.

- Continue the current per capita funding approach based on service area determinations as they now stand.
- Move to a per registered user funding approach wherein funding is proportionate with the percentage of users having a library card from an individual branch, with a minimum baseline for very small branches.

- Move to a modified per capita funding model using a per capita allocation more representative of actual service area for each branch. Options include:
  - Population served from State Library Report, and
  - Regional population data from the Santa Barbara County Association of Governments (SBCAG).

The problem with moving away from the current model is that absent new revenues, winners and losers are created. The results of these three population-based models, are shown in Table 21.

Table 21. Examples of Changes in Funding Based on Various Population based Formulas

Library	Current County Funding Allocations	Model 1: Projected County Funding Allocation Based on Number of Users	Model 2: Projected County Funding Allocation Based on Regional Population Data from SBCAG
ZONE 1			
Santa Barbara Central & Eastside Library	$712,961	$918,327	$809,906
Goleta	$696,507	$482,950	$472,647
Montecito	$81,618	$84,974	$92,890
Carpinteria	$133,095	$123,989	$129,776
Solvang	$86,729	$108,395	$100,463
Buellton	$86,721	$56,802	$43,068
ZONE 2			
Lompoc	$355,179	$431,783	$410,435
Vandenberg Village	$71,919	$53,025	$87,734
ZONE 3			
Santa Maria	$809,736	$893,292	$891,538
Los Alamos	$14,904	$11,543	$16,860
Cuyama	$10,472	$8,680	$5,120
Guadalupe	$56,818	$38,558	$63,158
Orcutt	$264,784	$169,125	$257,849
Totals	**$ 3,381,443**	**$3,381,443**	**$3,381,443**

Perhaps the biggest problem with any population-based approach, other than the current approach, is the negative impact on Goleta funding, but either the user-based or area population approach also yields negative results for some of the smallest libraries. Some of the smaller libraries would need a baseline budget of at least what is currently received or the branch would not be able to operate under the new scenarios. In many cases

changing to per capita model 1 or 2 would not make a huge difference. However, Goleta would suffer substantial funding reductions in each case and the City of Santa Barbara would see a gain. This is directly attributable to the fact that currently Goleta gets credit for all unincorporated residents, as discussed earlier.

Factors other than population can also be considered and often are in other settings. In Santa Barbara discussion has included the potential importance of such factors as circulation, library size and socioeconomic factors. For example, Orange County uses an approach that heavily weighs population and circulation, which tends to result in funding of "busy" libraries. A base level of funding can also be included to ensure that even small libraries can afford to operate.

For discussion purposes Management Partners created several illustrative models that might be considered as a starting point for a formula approach not anchored in assumptions based solely on population. These models are shown in Table 22 below and are numbered from three to six to differentiate them from models 1 and 2 above. Attachment A shows the base circulation and median incomes for each library from which the models were derived.

Table 22. Illustrative Examples of Potential Funding Approaches

Library	Current County Funding Allocations	Model 3: Population + Circulation[1]	Model 4: Population (50%) + Circulation[1] (30%) + Median Household Income (20%)	Model 5: Base Amount from Size Category (assigned by circulation[1]) + Population (80%) + Median Household Income (20%)	Model 6: Base Amount from Size Category (assigned by population) + Circulation[1] (80%) + Median Household Income (20%)
ZONE 1					
Santa Barbara Central and Eastside Library	$712,961	$890,130	$727,096	$660,707	$750,411
Goleta	$696,507	$742,081	$627,258	$658,561	$712,326
Montecito	$81,618	$104,944	$103,217	$108,719	$77,218
Carpinteria	$133,095	$133,489	$152,220	$114,854	$121,421
Solvang	$86,729	$95,118	$122,133	$111,452	$81,721
Buellton	$86,721	$79,406	$110,944	$61,278	$79,464
ZONE 2					
Lompoc	$355,179	$352,261	$355,203	$634,746	$360,132
Vandenberg Village	$71,919	$65,029	$96,078	$59,801	$57,145

Library	Current County Funding Allocations	Model 3: Population + Circulation[1]	Model 4: Population (50%) + Circulation[1] (30%) + Median Household Income (20%)	Model 5: Base Amount from Size Category (assigned by circulation[1]) + Population (80%) + Median Household Income (20%)	Model 6: Base Amount from Size Category (assigned by population) + Circulation[1] (80%) + Median Household Income (20%)
ZONE 3					
Santa Maria	$809,736	$675,675	$622,367	$669,683	$836,810
Los Alamos	$14,904	$10,602	$64,375	$56,567	$15,422
Cuyama	$10,472	$8,863	$79,735	$57,916	$13,841
Guadalupe	$56,818	$34,950	$110,235	$62,144	$48,104
Orcutt	$264,784	$188,894	$210,581	$125,015	$227,429
Total	**$3,381,443**	**$3,381,443**	**$3,381,443**	**$3,381,443**	**$3,381,443**

[1]Circulation defined as total circulation transactions of each library outlet.

Model 3 is based on equally weighting population and circulation. Population is based on the current County assumptions, which are not necessarily representative of actual population served. The results favor libraries with relatively large populations and high circulation. Libraries in the Southcoast tend to benefit, while those in the North County area are negatively impacted. Libraries in the mid-County tend to be at about the same level. Some small libraries would need more funding just to remain viable.

Model 4 uses three factors: population, circulation and median household income weighted per the column heading. This approach tends to favor the smaller libraries, providing a significant boost in funding for Guadalupe, Vandenberg Village, Buellton, Solvang and Carpinteria.

Model 5 first groups libraries into large, medium, and small categories using the total circulation transactions reported from each library outlet and then establishes a base amount of funding per year. Base funding is estimated at $600,000 for large regional libraries, $100,000 for medium libraries and $50,000 for small libraries. Since relatively little money is left over after the base funding is allocated, the formula based on population and median income deposits relatively little money to each branch. The large libraries in Santa Barbara, Santa Maria and Goleta get reduced funding. Funding for the large library in Lompoc goes up substantially. The $50,000 minimum greatly benefits the smallest libraries.

Model 6 also groups libraries by size, but this time uses population as a factor. Those with over 40,000 population are assumed large, those with less than 10,000 population are considered small and the remainder are

considered mid-sized. This model uses a per capita amount for base funding: $7.50 for large, $6.50 for medium and $5.50 for small. Although the results do not change significantly from current allocations, this model has the benefit of improving the outcome for most of the smaller libraries, particularly those in the North County.

These are illustrative models only, but they do show the ability to develop funding based on many different variables. Clearly, the population estimate used will have a significant impact on all formulas. Generally speaking, when consideration is given to median income, smaller and more rural areas benefit because they generally have lower median incomes.

Analysis and Recommendations

Once the principles and options were identified, Management Partners' team members applied the principles to each option. The results are provided below.

Option 1. Stop Providing Funding for Library Services

This option does not satisfy any of the principles, and so it was ruled out as a serious possibility.

Option 2. Keep the basic city/county contract and funding structure and integrate the Goleta municipal library operation into the structure

This option fulfills **principle 1** (responsibility to provide unincorporated library service), **principle 2** (sharing of facilities), **principle 4** (County funding should supplement other sources), and **principle 5** (highest and best use of County funds) quite well. It does not rank high for **principle 3** (consideration of issues beyond population size in making funding decisions).

Given the application of these principles, we feel other options should receive greater consideration by the County.

Option 3. Keep the basic city/county contract structure, create a Zone 4 with Goleta but standardize and update contract provisions and adjust funding based on equity principles.

This option fulfills all the principles articulated in this report and deserves serious consideration by the County. Identifying a funding formula based on equity principles will require consideration of the factors discussed previously (i.e., socioeconomic factors, geographic location/remoteness, literacy rates, etc.).

Updating the contract provisions to define a basic level of service for branches in unincorporated areas is likely to not be as contentious as changing the funding formula. The contract would include the minimum

number of hours for all unincorporated branches as well as the per capita funding. It would also identify the overhead/administrative fees that could be charged so whomever was executing the contract would have a clear understanding of the parameters for funding.

The County could allow any city or other entity the ability to compete for a contract to provide library services using a request for proposals or other process. The contracts could be awarded for three to five years, for efficiency purposes.

This option should be given serious consideration by the County.

Option 4. Move to a Joint Powers Authority structure to customize governance, operations and funding approaches

This option could fulfill all the principles articulated in this report, however, it would be more complicated to bring to fruition than Option 3. However, it deserves serious consideration by the County because it offers flexibility in service delivery (as determined by members of the JPA) and has significant potential to increase funding from other sources beside the County.

Option 5. Set up a County library operation

Although this option could fulfill all the principles except **principle 4** (County funding should supplement other sources), it is the most complicated solution for the County, and would require a significant change in service delivery as well as additional County staffing.

Given the history and geography of Santa Barbara County the model is not recommended. It would probably only come into being if there was a severe breakdown in county/city relations and the other options are deemed infeasible.

Recommendations

Management Partners has several interim recommendations and a longer-term recommendation aimed at the maximum achievement of the principles articulated in this report.

> **Recommendation 1.   Create a Zone 4 with Goleta and standardize and update contact provisions and funding.**
>
> **Recommendation 2.   Include the Goleta Municipal Library in Zone 4 with Buellton and Solvang and service to Isla Vista and Hope Ranch.**

Recommendation 3.   Develop a funding formula based on equity principles including socioeconomic factors, geographic location/remoteness, literacy rates, and contributions from other sources. Ideally, the formula will incentivize contributions from other sources.

Recommendation 4.   Dictate the allowable overhead/ administrative fee for all entities accepting County library funding, as well as a minimum service level.

Recommendation 5.   Form a Joint Powers Authority to deliver library services. Management Partners believes the County would be best served in the long term by developing a JPA. We understand this is a complex policy decision involving multiple entities. However, if a JPA were formed, it would provide many advantages**.** Participants would define the governance structure, funding formula, minimum service levels, property ownership and maintenance responsibilities, and other factors, including how to treat revenues raised locally.

Conclusion

The Santa Barbara County Library system has been providing library services to communities in the county using the same model for over 50 years. The County provides a significant financial investment of over $3.8 million per year to ensure services are available in all regions and communities. The model takes advantage of economies of scale and leverages individual city investments in library operations and management to create a system with a high degree of regional autonomy.

While there are advantages to the current system, there are also some drawbacks. As this report points out, the system may be at risk of breaking apart due to fiscal pressures and the inherent difficulty of delivering services regionally to a diverse set of communities with individual interests and desires. Although this report does not have easy answers, the analysis and conclusions provide suggestions for improvement that will help the County make the system stronger and preserve library services into the future.

While some people believe libraries have become obsolete in the age of Google and the internet, the reality is that they are more important than ever. Quality online content and copyrighted content is not free. Libraries invest heavily in e-books, and online subscriptions to business resources, online magazine indexes, and streaming music and movie services. Also, contrary to some popular opinion, the print book is not dead. In fact, data from the Association of American Publishers reveals that, during the first half of 2017, sales of print hardcover books were up 9.7% from the previous year while sales of e-books were down 4.6%.

Libraries are places that allow people to connect with others and engage in important community issues. The public turns to libraries during times of stress and crisis. During the recent fires, libraries throughout Santa Barbara County distributed free face masks. The Santa Barbara Public Library and American Red Cross partnered to provide Spanish-speakers during recovery support. Lompoc Public Library's Free Lunch for Kids program provided lunch for kids last summer who may have otherwise gone hungry while schools and their meal programs were out of session.

In October 2014, the Aspen Institute released a report titled *Rising to the Challenge: Re-Envisioning Public Libraries.* The report explores the challenges and opportunities facing libraries in the 21st Century. The Aspen report states that "today's library is both a physical and virtual place, but it continues to be the physical presence of the library that anchors it most firmly in the community."

Libraries allow socially isolated residents to establish personal connections by attending interactive library events and classes. They serve as community anchors that can stimulate economic development and neighborhood revitalization. And they "provide a safe and trusted location for community services such as health clinics, emergency response centers, small business incubators, workforce development centers and immigrant resource centers." The role of libraries has changed over the years, but their community value endures. It is in this spirit that the recommendations in this report are provided to Santa Barbara County.

Attachment A –Circulation and Median Incomes

Table 23 shows the raw data used in calculating the six funding formula models.

Table 23. Funding Formula Criteria Applied

Library	County Funding Population Assumption (FY2015-16)[1]	Regional Population Data from SBCAG	Circulation[2] (FY2015-16)	Median Household Income (2016)
Santa Barbara Central and Eastside Library	89,942	90,791	827,194	$66,930
Goleta	87,427	52,984	613,966	$81,398
Montecito	10,245	10,413	99,705	$138,872
Carpinteria	16,706	14,548	104,491	$72,901
Solvang	10,886	11,262	80,643	$69,261
Buellton	10,885	4,828	56,397	$71,932
Lompoc	44,042	46,010	276,000	$46,728
Vandenberg Village	9,027	9,835	45,500	$77,406
Santa Maria	106,280	99,942	396,865	$51,939
Los Alamos	1,890	1,890	4,876	$59,688
Cuyama	1,328	574	5,608	$45,417
Guadalupe	7,414	7,080	8,878	$41,907
Orcutt	33,236	28,905	89,527	$75,695
Totals	**429,308**	**379,062[3]**	**2,609,650**	**$65,161[4]**

Source: Median Income data taken from American Community Survey (median household income), regional population from Santa Barbara County Association of Governments (SBCAG), Santa Barbara County Aging Characteristics, August 2017 – includes areas of all library patrons.
[1]Used for all models except for model 2.
[2]Circulation data were taken from state library reports; defined as total circulation transactions of each library outlet.
[3]The population total is not all inclusive of the county total as some unincorporated areas are not included as census places.
[4]Represents Santa Barbara countywide median income.