



BOARD OF SUPERVISORS  
AGENDA LETTER

Agenda Number:

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

**Department Name:** Community Services  
**Department No.:** 057  
**For Agenda Of:** April 3, 2018  
**Placement:** Departmental Item  
**Estimated Time:** 2 ½ Hours  
**Continued Item:** No  
**If Yes, date from:** N/A  
**Vote Required:** Majority Vote

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**TO:** Board of Supervisors  
**FROM:** Department George Chapjian, Community Services Director (805) 568-2467  
Director:  
Contact Info: Ryder Bailey, CPA, Chief Financial Officer (805) 568-3526  
**SUBJECT: Library Service Delivery Consultant update**

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**County Counsel Concurrence**

As to form: Yes

**Auditor-Controller Concurrence**

As to form: Yes

**Recommended Actions:**

That the Board of Supervisors on April 3, 2018:

- a) Receive and file a presentation of Management Partners' library consultant report 'Organizational Analysis of Library Service Delivery'; and
- b) Direct staff to begin preparing a FY 2018-2019 Agreement for Operation of a County-wide Library for future Board approval in accordance with Management Partners' recommendations:
  - 1) Management Partners' Recommendation 1: Add the City of Goleta as a fourth contracting party for administration of Goleta Library in addition to the Cities of Santa Barbara, Santa Maria and Lompoc; and
  - 2) Management Partners' Recommendation 2: Assign a new Zone 4, which includes Buellton, Solvang, Eastern Goleta Valley, Community Service Area 3, Isla Vista and Hope Ranch, to the City of Goleta for the provision of library services; and
  - 3) Management Partners' Recommendation 3: Develop a funding formula based on equity principles including socioeconomic factors, geographic location/remoteness, literacy rates, and contributions from other sources; and
  - 4) Management Partners' Recommendation 4: Address allowable overhead/administration fee for all entities accepting County library funding, as well as minimum service levels; or
  - 5) Provide other direction to staff; and

- c) In accordance with Management Partners' Recommendation 5: Direct staff to explore the viability of forming a library Joint Powers Authority to deliver library services; and
- d) Determine that the above recommended actions are exempt from California Environmental Quality Act (CEQA) review per CEQA Guideline Sections 15378(b)(4) and 15378(b)(5), since an organizational or administrative action has no direct physical impact on the environment and the creation of government funding mechanisms or other government fiscal activities which do not involve any commitment to any specific project are not a project as defined by CEQA, and direct staff to file a Notice of Exemption (NOE) (Attachment 3).

**Summary Text:**

At the October 17, 2017 Board of Supervisors hearing, the Board directed staff to engage a library consultant for the purpose of evaluating the current County library service delivery system and funding model and recommending improvements to the system and/or alternative service delivery methods for the County to consider.

The County has since engaged Management Partners, and their team attended the project kick off planning meeting at the October 30<sup>th</sup>, 2017 Library Advisory Committee meeting. In arriving at their recommendations, Management Partners staff reviewed a large variety of documents and data, conducted individual interviews, and facilitated focus groups with stakeholders. They subsequently provided updates to the Library Advisory Committee at two meetings after the initial kick off. As part of this project, Management Partners collected detailed information from six California library systems that serve counties to compare and contrast organizational structures, governance, budgets, and other qualitative information. Ultimately, through this intensive process, Management Partners arrived at five recommendations, which staff has incorporated into the recommended actions above for the County Board of Supervisors to consider.

**Background:**

Library services in the County are provided via the Cities' main libraries and various branch locations as a way to efficiently use existing facilities and prevent the creation of County-operated duplicate establishments. The County currently provides funding to the Cities of Santa Barbara, Lompoc and Santa Maria to administer branch libraries in their respective three zones.

While the County has been administering libraries in the above mentioned fashion for over fifty years, ongoing funding issues, recent changes in overhead allocation methodology and the formation of a new Goleta Municipal library and its impact to the current system drove the need for an outside consultant to evaluate the County's role in funding countywide library services.

At the October 17, 2017 Board of Supervisors meeting, the Board directed staff to engage a library consultant to evaluate the current County library service delivery system and make recommendations to improve the system. After a nationwide request for proposals and competitive process, Management Partners was awarded the contract. Once engaged, Management Partners 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 city managers from all cities that wished to provide comments. They also spent time with Goleta representatives to

understand their perspectives about the proposed Goleta City Library. Lastly, Management Partners received input during multiple 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 them develop principles and recommendations provided to the County.

In addition to performing interviews, focus groups and group meetings mentioned earlier, Management Partners collected detailed information from six California library systems that serve counties to compare and contrast organizational structures, governance, budgets, and other qualitative information. Those systems were Siskiyou County, Stockton-San Joaquin County, Monterey County, San Luis Obispo County, Santa Cruz Public Libraries and San Mateo County. The systems were chosen because they represent a variety of organizational structures and service delivery models.

Part of Management Partners' scope was to evaluate the proposed formation of a City of Goleta library. They worked with Goleta city staff and elected officials to get an understanding of, and expectations for formation of their own municipal library formation. They gathered information on Goleta's proposed service area, funding, and their proposed budget.

Management Partners developed five recommendations aimed at achieving the principles articulated in their report.

**Management Partners Recommendation 1:** Create a Zone 4 with Goleta and standardize and update contact provisions and funding.

**Management Partners Recommendation 2:** Include the Goleta Municipal Library in Zone 4 with Buellton and Solvang, Eastern Goleta Valley, Community Service Area 3, Isla Vista and Hope Ranch.

**Management Partners 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.

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

**Management Partners 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. 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.

Staff is recommending that the Board consider Management Partner's recommendations for consideration in the development of the FY2018-19 countywide library agreement, which will be subject to future Board approval.

At the March 21<sup>st</sup>, 2018 Library Advisory Committee meeting, the Library Advisory Committee (LAC) members reviewed the consultant's draft report and provided feedback to Management Partners. At that meeting, the Library Advisory Committee members made the following recommendations for consideration:

**LAC Recommendation 1:** Support Management Partners Option 3: Keep the basic city/county contract structure, create a Zone 4 with Goleta but standardize and update contract provision and adjust funding based on equity principles (Pages 63 and 64 of Report), with Funding Model 6 (Pages 60 and 61 of Report), while working towards Option 4: Move to a Joint Powers Authority Structure (Page 64 of Report).

**LAC Recommendation 2:** Recommend the exemption of donated monies from administration charges by Zone administrators.

**LAC Recommendation 3:** Recommend that the Goleta Library Board of Trustees having proportional representation based on area served.

**Fiscal and Facilities Impacts:**

Current library funding is budgeted within Community Services Department at the per capita level of \$7.80; however, Board direction has the possibility of shifting funding between zones and library branches in future Countywide library contracts.

**Fiscal Analysis:**

Budgeted.

**Special Instructions:**

N/A

**Attachments:**

Attachment 1 – Management Partners Report – ‘Organizational Analysis of Library Service Delivery’

Attachment 2 – Management Partners Presentation Slide deck

Attachment 3 – CEQA Notice of Exemption