Countywide Library System
Ad Hoc Committee Update

October 5th, 2021
Community Services Department

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Agenda

1. Overview of the Countywide Library System
2. Update on the Library Ad Hoc Committee
   - Purpose and principles
   - Summary of work to date: Phase I, II, III

3. What's Next?
   - Engagement of Elected Leaders for Regional Participation
   - Why our libraries are important

4. Staff's Recommendations
   - Receive an update on the work of the Ad Hoc Committee; and
   - Direct Staff to invite Elected Officials from each City to attend future meetings of the Ad Hoc Committee to continue the Committee's efforts; and
   - Approve the Annual (FY 21-22) Countywide Library Agreement; and
   - Determine such actions are CEQA exempt

Santa Maria

Lompoc

Countywide Library System

The County annually contracts with four cities and their municipal libraries (outlined in white) to administer nine branch libraries.

Goleta

Santa Barbara/Eastside

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Countywide Library System

The County annually contracts with four cities and their municipal libraries (outlined in white) to administer nine branch libraries.

Four of the branches are in smaller cities and receive city and county funding (filled in white).

Santa Maria

Guadalupe

Lompoc

Buellton

Solvang

Goleta

Santa Barbara/Eastside

Carpinteria

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Countywide Library System

The County annually contracts with four cities and their municipal libraries (outlined in white) to administer nine branch libraries.

Four of the branches are in smaller cities and receive city and county funding (filled in white).

The remaining five branches are in unincorporated areas and have no other public funding source.

Santa Maria

Guadalupe

Orcutt

Cuyama

Los Alamos

Village

Lompoc

Buellton

Solvang

Goleta

Santa Barbara/Eastside

Montecito

Carpinteria

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Library Ad Hoc Committee

- Established by the Board in October 2018 in response to repeated requests for one-time funding to fill budget gaps

- Purpose: To outline a path to achieving a sustainable and equitable finance and governance system for county libraries

- Members
  - 2 County Supervisors
  - 4 Library Directors
  - Friends Member
  - Library Advisory Committee Member
  - Community Services Department Director

- Committee requested facilitation, which has been provided by LegacyWorks Group

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Library Ad Hoc Committee: Outline a pathway to a sustainable and equitable finance and governance system for county libraries

PHASE
1

January 2019 - May 2019

Purpose, principles, information and budget deficits

Library Ad Hoc Committee: Outline a pathway to a sustainable and equitable finance and governance system for county libraries

PHASE 1

January 2019 - May 2019

Purpose, principles, information and budget deficits
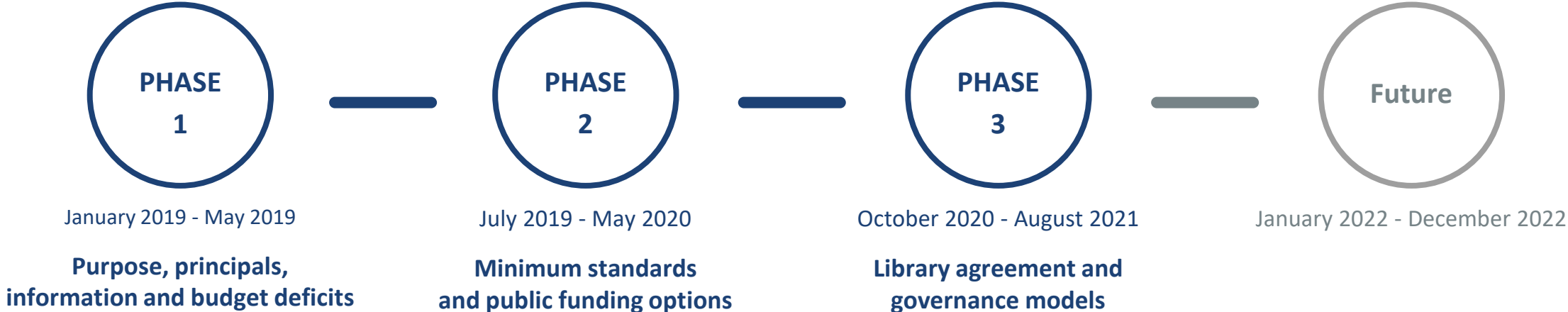
PHASE 2

July 2019 - May 2020

Minimum standards and public funding options

Library Ad Hoc Committee: Outline a pathway to a sustainable and equitable finance and governance system for county libraries

PHASE 1

January 2019 - May 2019

Purpose, principals, information and budget deficits

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July 2019 - May 2020

Minimum standards and public funding options

PHASE 3

October 2020 - August 2021

Library agreement and governance models

Library Ad Hoc Committee: Outline a pathway to a sustainable and equitable finance and governance system for county libraries

PHASE 1
January 2019 - May 2019
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PHASE 3
October 2020 - August 2021
Library agreement and governance models

Future
January 2022 - December 2022

Guiding Principles

- **All** residents in Santa Barbara County deserve access to library services

- Service levels **vary** by community needs and library type

- **Equity** requires consideration of population and other issues

- Core operations should be funded by p**ublic revenue sources** (county, cities, taxes). Friends, foundations, volunteers, grants and public-private partnerships should be activated for **expanded** services

- Libraries should have **secure** and **sufficient** resources to meet community needs

- Support services provided by main libraries (services, programs, curriculum and more) **enhance** branch libraries

- Library decision making should enable **flexibility** for library directors as well as **transparency**, **accountability** and **opportunities** for input from the community

- Increased collaboration and coordination in terms of budgets, library organization and programming will have **system-wide** benefits

January 2019 - May 2019

Purpose, principles, information and budget deficits

Key Findings

- Our libraries are valued and valuable: they serve important core community functions

- Our libraries are underfunded relative to CA and US libraries

- The current model of governance is complicated and presents challenges to systemwide planning and problem-solving

- Additional work is needed on equity, revenue and governance

July 2019 - May 2020

Minimum standards and public funding options

Benchmarking Library Service Levels

The Ad Hoc **Benchmarking** working group was formed to identify realistic, equitable standards for library services

- Reviewed standards from 12 states outside California

- Compared branch level data from four California counties most similar to SB County in population, geography, and number of branches

- Categorized Santa Barbara County branch libraries based on population, density and proximity to a main library

- Set <u>minimum</u> standards for **staff**, **open hours**, **collections**, **programs**, **technology**, **facilities**, by branch library size

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Benchmarking Working Group

Recommended minimum standards for branch libraries

	STAFF	HOURS	COLLECTIONS	PROGRAMS & OUTREACH	TECHNOLOGY	FACILITIES
MEDIUM Carpinteria Orcutt	Prof. Librarian (FT MLIS) 2 paid staff at all times	42 hrs/week ≥ 4 hrs/day if open	$2 per capita Integrated Library System (e.g. Black Gold)	Early Childhood Literacy Youth Summer Reading Regular Youth/Teen/Adult	Computers, wifi, reliable internet 5-year device replacement cycle	Rent Security and safety Annual deep clean including windows and carpets
SMALL 2 Montecito Guadalupe Buellton Solvang	1 FT lead staff 2 paid staff at all times	32 hrs/week ≥ 4 hrs/day if open		Early Childhood Literacy Youth Summer Reading Occasional Youth/Teen/Adult		
SMALL 1 Village Los Alamos Cuyama	Raise hourly wage to reduce turnover 2 paid staff at all times	25 hrs/week ≥ 4 hrs/day if open		Early Childhood Literacy Youth Summer Reading		

Benchmarking Working Group

They identified where the minimum standards are not currently met

		# STAFF & LEVEL	HOURS	COLLECTIONS	PROGRAMS	TECHNOLOGY	FACILITIES
Zone 1	Montecito	N	S	Y	N	N	N
	Carpinteria	Y	S	Y	N	N	N
Zone 2	Village	Y	N	N	N	N	N
Zone 3	Cuyama	N	N	N	N	S	N
	Guadalupe	N	N	N	N	Y	N
	Los Alamos	N	N	N	N	S	N
	Orcutt	N	N	N	N	Y	N
Zone 4	Buellton	N	N	Y	Y	N	N
	Solvang	N	Y	Y	Y	N	N

Notes: S = SOON, standards not currently met but in progress with no additional funding required

Benchmarking Working Group

And estimated annual costs to meet the minimum standards

		STAFF & HOURS	COLLECTIONS	PROGRAMS	TECHNOLOGY	FACILITIES	BRANCH TOTALS	ZONE TOTALS
Zone 1	Montecito	$30,000	Y	$30,707	$13,000	$1,900	$75,607	$121,214
	Carpinteria	Y	Y	$30,707	$13,000	$1,900	$45,607	
Zone 2	Village	$31,000	$11,262	$2,000	$7,500	$1,900	$53,662	$53,662
Zone 3	Cuyama	$42,215	$664	$5,000	Y	$2,000	$49,879	$490,623
	Guadalupe	$84,733	$11,952	$10,000	Y	$24,200	$130,885	
	Los Alamos	$55,334	$1,750	$5,000	Y	$2,000	$64,084	
	Orcutt	$113,605	$55,650	$20,000	Y	$56,520	$245,775	
Zone 4	Buellton	$5,500	Y	Y	$16,000	$1,400	$22,900	$45,400
	Solvang	$5,100	Y	Y	$16,000	$1,400	$22,500	
	TOTALS	$367,487	$81,278	$103,414	$65,500	$93,220		$710,899

Notes: Technology includes device replacement costs; Facilities Includes rent for Guadalupe and Orcutt.

Public Funding Options for Library Services

The Ad Hoc **Funding** working group was formed to identify the most feasible option for increasing public revenue for the countywide library system

- Considered special taxes, general taxes, and parcel/property taxes countywide and within sub-county areas
- Calculated revenue potential of each option
- Outlined potential steps to proceed
  - Assess the political feasibility of a tax measure
  - Determine best option given current reality and timing
  - Gauge support for the measure via public polling
  - Build support for the measure with funded campaign

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October 2020 - August 2021

Library agreement and governance models

Phase III focused on short and long term governance needs and opportunities

	Agreements	Governance
Simplify the complex system	✓	✓
Clarify roles, authorities and responsibilities	✓	✓
Streamline the annual budget process	✓	
Standardize and clarify agreements	✓	
Enhance collaboration and coordination across the system	✓	✓
Support Countywide library system strategic planning and long range planning		✓
Enhance opportunities for system-level fundraising and advocacy		✓

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October 2020 - August 2021

Library agreement and governance models

Agreements Working Group

The Ad Hoc **Agreements** working group objectives:

- Evaluate and propose changes to the current operating agreements between the County and the managing cities

- Engage managing and partner cities to coordinate efforts and library funding within the existing governance and finance system for the FY 21-22 budget cycle

- Clarify city and County roles, authority, service expectations and responsibilities

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October 2020 - August 2021

Library agreement and governance models

Agreements Working Group

The Ad Hoc **Agreements** working group proposed revisions:

General: Minor edits to more accurately reflect current conditions and processes; auto renew term of LAC members

Parties: Established a new timeline for the County to work with partner cities and significant contributors to document total funding available for library directors' budgeting processes for branch libraries

Services: Added new language for the cooperative library system and sharing of materials within the county

Zones: Provided additional detail on population allocations within each zone

Fees: Set a 25% cap on administrative fees with clarification on what can be charged and required documentation

Governance Working Group

The Ad Hoc **Governance** working group found:

- **Cooperation, joint funding, and efficiencies of scale** help libraries to be more sustainable and more equitable

- But **competing demands** within the current governance system make it difficult to prioritize systemic solutions

- As a result, we are **slowed down by conflicts and missing opportunities** to:
  - Tap new funds to enhance facilities, programming and equity
  - Engage in system-wide strategic planning and capital planning
  - Further increase efficiency and effectiveness

- The working group explored **alternative governance options** including the option to create a Library JPA

Library agreement and governance models

Governance Working Group

The Ad Hoc **Governance** working group found:

- A **Joint Powers Authority** could provide a forum for multi-jurisdiction decision making and a mechanism for raising dedicated funds for libraries via a new tax

- Centralized decision making generally **improved performance** and **equity** and **reduced conflicts** and costs for library systems that were administered as JPAs

- **Dedicated and sufficient revenue** is a key ingredient in other systems' success

- A JPA is not a one size fits all solution and **may face barriers**

- To further explore alternate governance options, the **Cities need to be engaged**
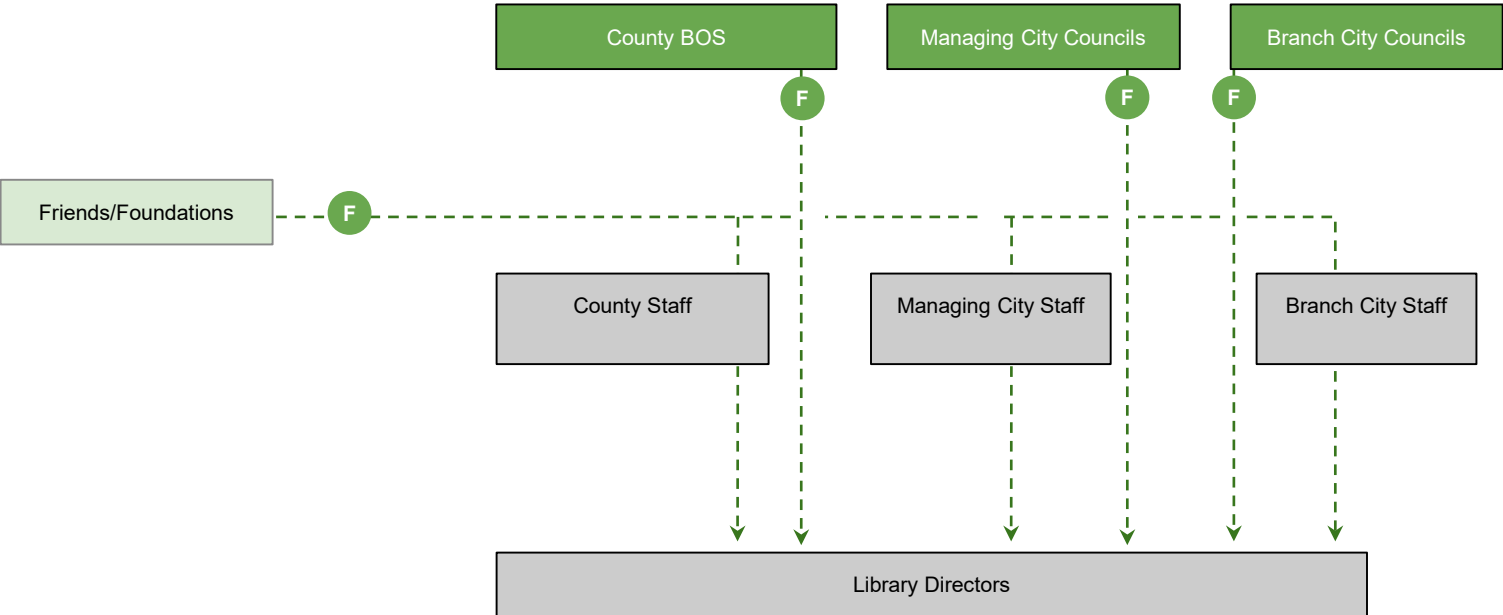
What's Next?

The Library Ad Hoc Committee recommends that the County Board:

- Approve the FY21-22 Countywide annual library agreement; and

- Direct Staff to engage City Elected Leaders to;

    - Engage and educate City decisionmakers directly to determine priorities

    - Work in partnership with the Cities to increase overall funding levels in order to implement minimum standards across all branches

    - Assess facilities needs across the system

    - Co-develop a plan with Cities to tap new state and federal funding for facilities upgrades and program expansion

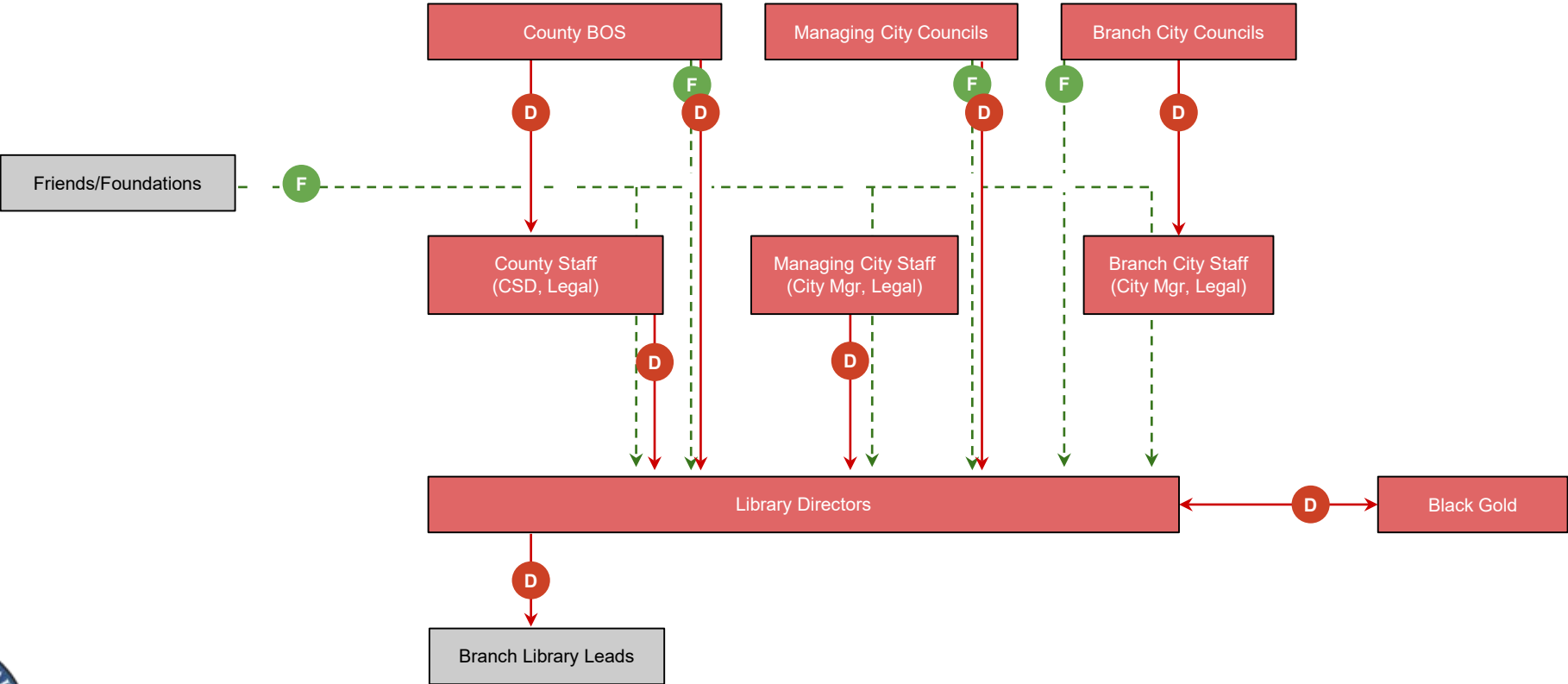   - Raise awareness of the value of libraries and invest in them as critical infrastructure

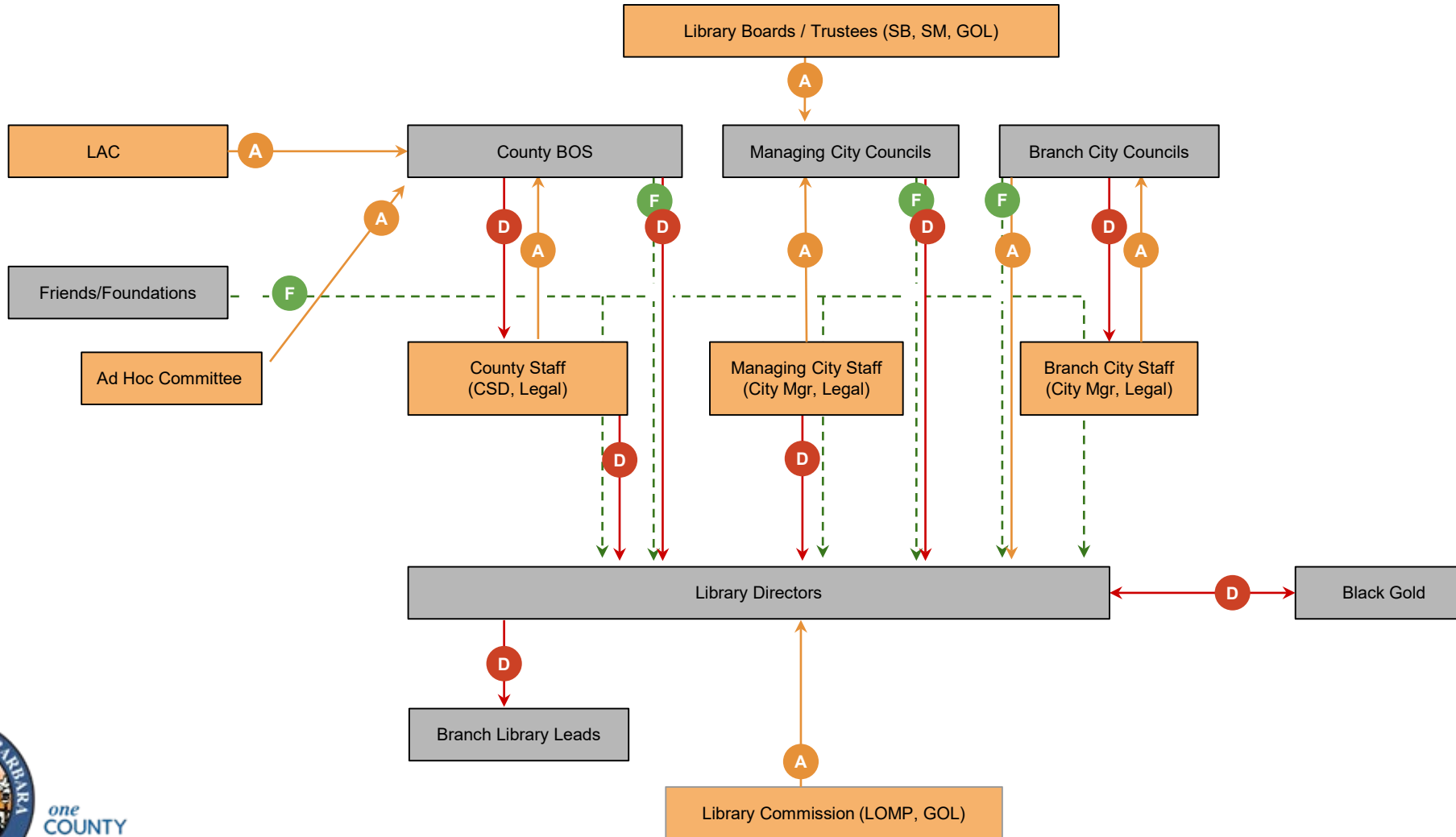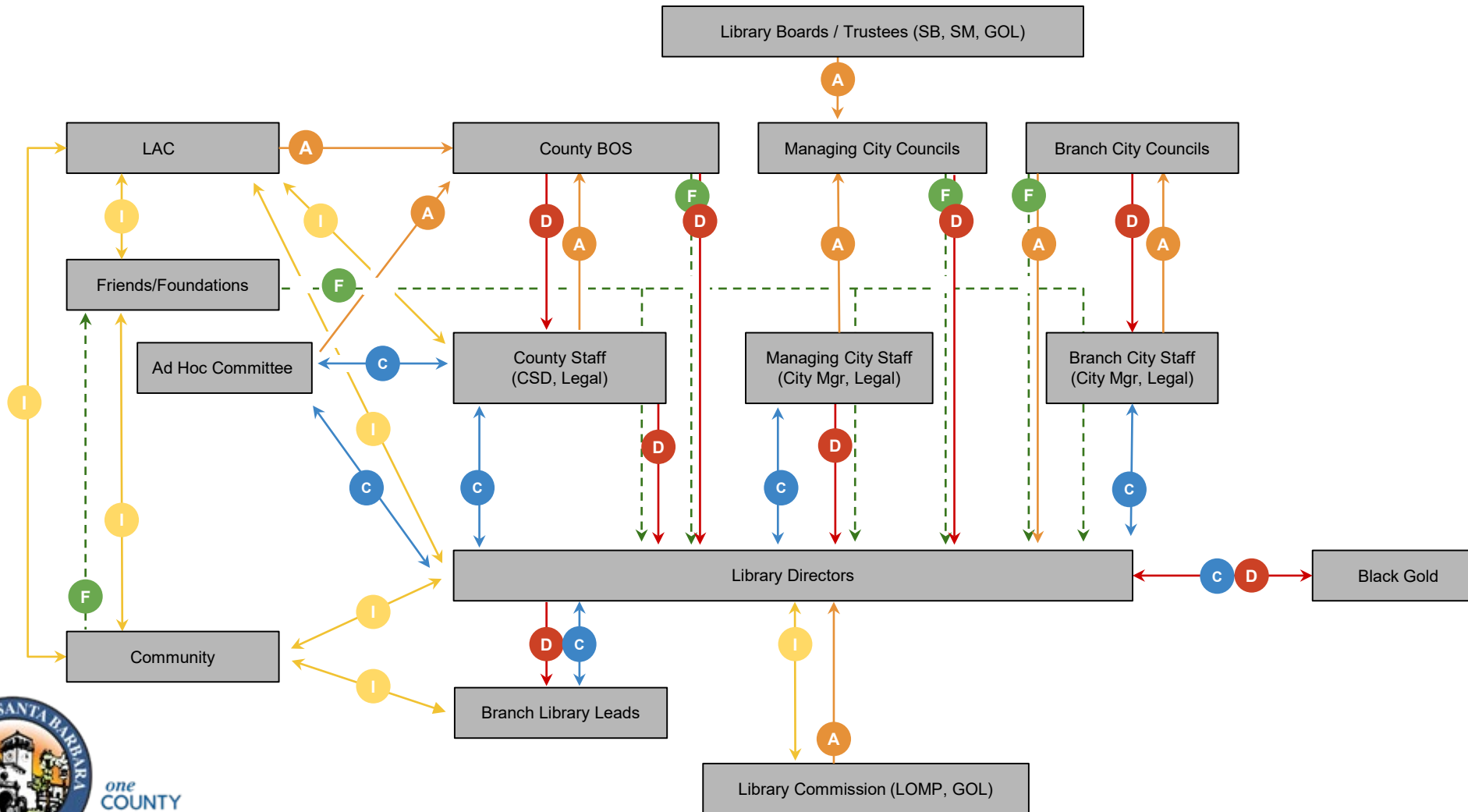# Countywide System of Libraries

Funding (F)

County BOS | Managing City Councils | Branch City Councils

Friends/Foundations

County Staff | Managing City Staff | Branch City Staff

Library Directors

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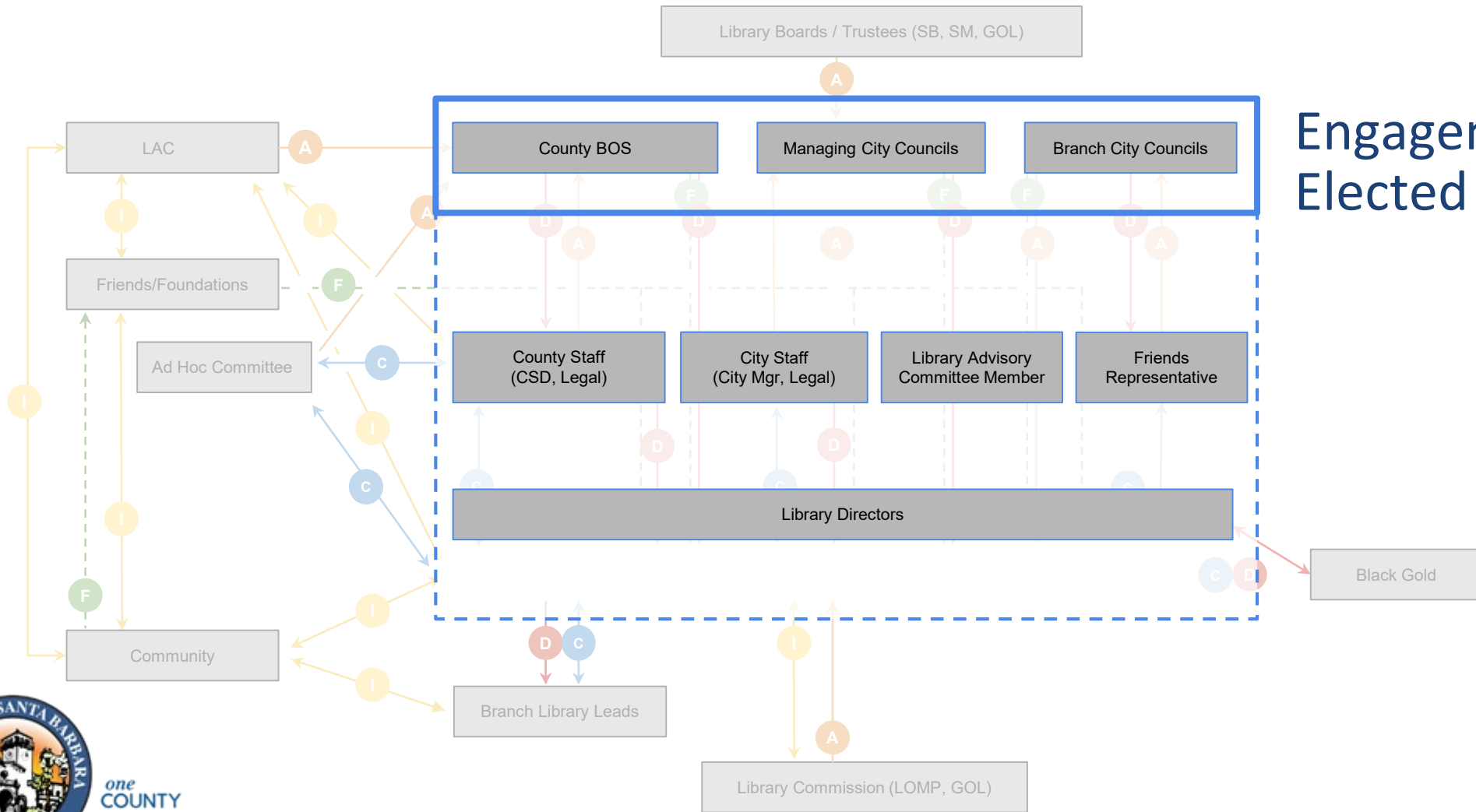# Countywide System of Libraries

Countywide System of Libraries

Countywide System of Libraries

Elected Leaders Engagement

- Elected Leaders would be invited to attend future Ad Hoc Committee meetings with the goal to engage Cities and allow an opportunity to assess needs, discuss City and County funding contributions, and develop a plan to tap new state and federal funding.

- Does not replace existing governance, but promotes collaborative problem solving and planning.

- Continues the Ad Hoc Committee's work to outline a path to a more sustainable and equitable finance and governance system for county libraries:

  - Chart a course to implementing minimum standards

  - Consider potential new public revenue sources (i.e. taxes)

  - Consider alternative governance and advisory structures that could support ongoing joint decision making and long range planning (i.e. JPA, library service district, or other model)

Why our Libraries are Important

The California State Library draft report, *Measuring the Value of California's Public Libraries* finds:

- For every dollar invested in libraries, $2 to $10 are returned, with an average of between $3 and $6.

- Investing in libraries yields valuable dividends through:

  - Social value to vulnerable populations

  - Personal economic development

  - Crisis response and community resilience

  - Personal learning and knowledge development

  - Development of social capital in communities

Why our Libraries are Important

Libraries have been a source of community resilience and support during the pandemic and will be critical to recovery by:

- Bridging the digital divide
- Addressing learning loss
- Aiding job seekers and small businesses

Elected leaders can partner with libraries to:

- Expand internet access and support distance learning
- Leverage library resources to assist vulnerable populations, impacted workers and businesses
- Ensure libraries have the resources needed to maintain services during and after COVID-19

Staff's Recommendations

a) Receive an update on the work of the Library Ad Hoc Committee; and

b) Direct Staff to invite Elected Officials from each City to attend future meetings of the Library Ad Hoc Committee to continue the Committee's efforts; and

c) Approve, ratify and authorize the Chair of the Board of Supervisors to execute a one-year Agreement for Operation of a Countywide Library System (the "Agreement"), (Attachment 1), by and between the County and the Cities of Santa Barbara, Goleta, Lompoc and Santa Maria ("Cities") for the period of July 1, 2021 through June 30, 2022 with a total amount not to exceed $4,407,466.

d) Determine that the above recommended actions are not the approval of a project that is subject to environmental review under the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15378(b)(5), finding that the action involves government organizational or administrative activities which do not involve any commitment to any specific project which may result in a potentially significant physical impact on the environment.