

TO: Olin Woods, Chair, and Members of the
Local Agency Formation Commission

FROM: Elizabeth Castro Kemper, Executive Officer
Elisa Carvalho, Senior Management Analyst

DATE: December 08, 2008

RE: Public Hearing to Adopt the Draft Yolo County Free Library District Municipal
Service Review and Sphere of Influence Study as Final and the General
Exemption as the appropriate Environmental Review

RECOMMENDED ACTION

1. Hold the Public Hearing to receive comments on the draft Yolo County Free Library District Municipal Service Review and Sphere of Influence Study.
2. Adopt the General Exemption as the appropriate environmental review for the draft Yolo County Free Library District Municipal Service Review and Sphere of Influence Study.
3. Approve the draft Yolo County Free Library District Municipal Service Review and Sphere of Influence Study as final, establishing the Sphere of Influence as coterminous with the District's current boundaries.

FISCAL IMPACT

The Yolo County Free Library District Municipal Service Review and Sphere of Influence Study was prepared in-house by LAFCO staff.

COMMISSIONERS

★ *Public Member* Olin Woods, Chair ★
★ *County Member* Matt Rexroad, Vice Chair ★
★ *City Members* Tom McMasters-Stone, Stephen Souza ★ *County Member* Helen M. Thomson ★

ALTERNATE COMMISSIONERS

★ *Public Member* Robert Ramming ★ *City Member* Skip Davies ★ *County Member* (vacant) ★

STAFF

★ *Executive Officer* Elizabeth Castro Kemper ★ *Senior Management Analyst* Elisa Carvalho ★
★ *Commission Clerk* Terri Tuck ★ *Commission Counsel* Robyn Drivon ★

REASON FOR RECOMMENDED ACTION

The Municipal Services Review and Sphere of Influence Study are required by State law to serve as guidance documents for any boundary changes to the Yolo County Free Library District. Comments from interested parties have been incorporated into the document.

SUMMARY

The MSR/SOI was prepared to meet the requirements and standards of the Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act of 2000. The Service Review was prepared using the Service Review Guidelines prepared by the Governor's Office of Planning and Research.

The fundamental role of the Local Agency Formation Commission (LAFCO) is to implement the CKH Act (found in Government Code 56000, et seq.) consistent with local conditions and circumstances. The CKH Act guides LAFCO's decisions. This MSR/SOI will assist the Commission and its staff when considering actions that will affect the Yolo County Library District.

This Municipal Service Review (MSR) and Sphere of Influence (SOI) Study was prepared for the Yolo County Free Library District. The combination of the two studies analyzes the District's ability to provide existing and future residents with library services, which includes establishing branches and stations throughout the County and (where appropriate) cities.

The Yolo County Library District includes the entire county, including incorporated cities, except for Woodland. Woodland and Yolo County previously provided library service to their respective jurisdictions through a memorandum of understanding (MOU). The MOU was terminated in 1979 when Woodland residents voted to maintain separate library facilities and services.

Overall, the District provides adequate service; however, the branch libraries in the Cities of Davis, West Sacramento, and Winters currently don't meet many of established library service guidelines. In an effort to improve and increase services in the Cities the Library District is currently renovating or constructing facilities and exploring partnerships with other agencies.

The Davis Branch Library is scheduled for a renovation that will expand the facility and meet most of the District's minimum library service guidelines. The District is also exploring joint use facilities with the Davis Joint Unified School District in the south Davis area. A new West Sacramento Branch Library is being constructed to replace the old library. The new library only meets half of the libraries minimum service guidelines. The Library District is currently in discussions with the Washington Unified School District for a satellite branch at one of the School District's facilities to help increase services and access to a public library. A new joint

use Winters Branch Library is being constructed on the Winters High School campus in the City of Winters. The new library will exceed most of the libraries minimum service guidelines.

Service levels for the library branches in the unincorporated areas of Yolo County vary. Branch libraries are located in the communities of Esparto, Clarksburg, Knights Landing, and Yolo. The Esparto and Clarksburg branches exceed most of the established library service guidelines. The Knights Landing Branch meets approximately half the guidelines. The Yolo branch library does not meet the majority of library service guidelines; however, results may be skewed because some of the guidelines are based on a service population that is derived from such a large area, much larger than the community of Yolo.

Financial resources also affect a District's ability to provide quality, reliable service. The District receives approximately seventy-five percent of its funding from property taxes. The remainder comes from state funds, library fines and fees, grants, fundraising, and donations. The Davis Library Branch also receives additional revenue from a parcel tax assessment. The District has adequate funding to meet the minimum guidelines for service established by the Library for most branch libraries. The Library has also budgeted appropriate funds to make necessary improvements to existing infrastructure and services. The District provides additional services and programs as funds (especially grant funding) allow.

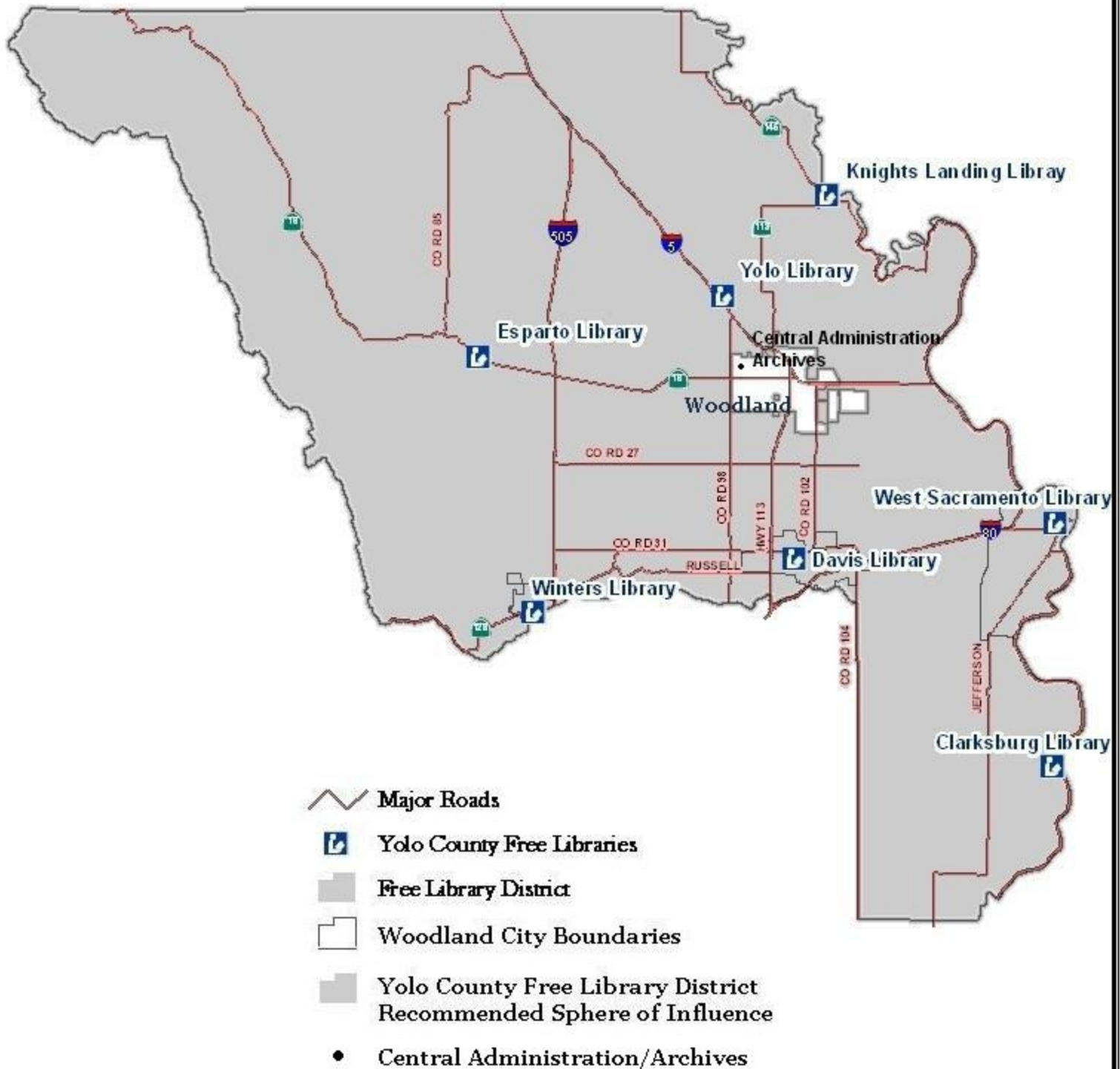
OTHER AGENCY INVOLVEMENT

Staff worked with the County Librarian to obtain information for this study. Information was also obtained from the County Auditor's Office, the Information Technology Division, and the District's website. This document was distributed to the Yolo County Free Library District staff and advisory committee.

Map 1: Yolo County Free Library District and Recommended Sphere of Influence Boundary Map

Attachment A: Yolo County Free Library District Municipal Service Review and Sphere of Influence Study

Yolo County Free Library District Recommended Sphere of Influence



Draft

Yolo County Free Library District
Municipal Services Review and
Sphere of Influence

Yolo County Local Agency Formation Commission

December 8, 2008

YOLO COUNTY

LOCAL AGENCY FORMATION COMMISSION

COMMISSIONERS

Olin Woods, Chair, Public Member

Matt Rexroad, Vice-Chair, County Member

Stephen Souza, City Member

Tom McMasters-Stone, City Member

Helen Thomson, County Member

ALTERNATE MEMBERS

Mariko Yamada, County Member

Robert Ramming, Public Member

Skip Davies, City Member

STAFF

Elizabeth Castro Kemper, Executive Officer

Elisa Carvalho, Senior Management Analyst

Robyn Drivon, Commission Counsel

Terri Tuck, Commission Clerk

TABLE OF CONTENTS

Introduction..... 6

 Sphere of Influence Process 7

 Sphere of Influence Process Outline..... 8

 Municipal Service Review Factors 8

 Sphere of Influence Guidelines 9

Areas of Interest 11

 Background 11

 Powers 11

 History 11

 Description of Responsibilities 12

 Archives 12

 Records Center 12

 YoloLINK 13

 Topography and Demographic Features 13

 Sphere of Influence History 14

Municipal Services..... 15

 Present and Probable Capacity and Need..... 15

 Infrastructure Needs and Deficiencies 15

 Library Services and Facilities..... 15

 TABLE A – RESOURCE LIBRARIES 16

 Davis Branch Library 16

 West Sacramento Branch Library 17

 TABLE B – COMMUNITY LIBRARIES 19

 Esparto Branch Library 20

 Winters Branch Library 20

 TABLE C – NEIGHBORHOOD LIBRARIES 21

 Clarksburg Branch Library 21

 Knights Landing Branch Library 22

Yolo Branch Library	22
Staff	22
TABLE D – YOLO COUNTY LIBRARY DISTRICT STAFF	23
Vehicles and Equipment	23
MSR and SOI Analysis	24
Growth and Population.....	24
TABLE E – INCORPORATED POPULATIONS.....	24
TABLE F – UNINCORPORATED POPULATIONS	24
Yolo County General Plan Update	25
MSR and SOI Factors	26
Financing Constraints and Opportunities	26
Revenue Sources.....	26
District Budget.....	27
TABLE G – LIBRARY REVENUES AND EXPENDITURES (ACTUAL).....	27
TABLE H – ARCHIVE/RECORDS CENTER REVENUES AND EXPENDITURES (ACTUAL).....	28
TABLE I – YOLOLINK REVENUES AND EXPENDITURES (ACTUAL).....	28
Analysis.....	29
Cost-Avoidance Opportunities	29
Opportunities for Rate Restructuring	29
Opportunities for Shared Facilities.....	30
Government Structure Options.....	31
City of Woodland	31
Management Efficiencies and Local Accountability	32
Financing	32
Policies.....	32
Planning.....	33
Awards.....	33

Agricultural Lands..... 33
 Written Determinations – Municipal Service Review 33
Statement of Intent..... 33
Sphere of Influence Recommendations 34
 Written Determinations - Sphere of Influence 35
Environmental Review..... 36
References..... 37
Map 1 – Yolo County Free Library District and Recommended Sphere of Influence Boundaries 38

INTRODUCTION

This Municipal Service Review (MSR) and Sphere of Influence (SOI) Study is prepared for the Yolo County Free Library District. In this study, the Yolo County Free Library District will be referred to as the “Yolo County Library District”, “District”, or some variation thereon. The combination of the MSR and SOI analyzes the District’s ability to serve existing and future residents. The SOI and Service Review were prepared to meet the requirements and standards of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH). The Service Review was prepared using the Service Review Guidelines prepared by the Governor’s Office of Planning and Research.

The fundamental role of the Local Agency Formation Commission (LAFCO) is to implement the CKH Act (found at Government Code §56000, et seq.), consistent with local conditions and circumstances. The CKH Act guides LAFCO’s decisions. The major goals of LAFCO as established by the CKH Act include:

- ▶▶ To encourage orderly growth and development, which are essential to the social, fiscal, and economic well being of the state;
- ▶▶ To promote orderly development by encouraging the logical formation and determination of boundaries and working to provide housing for families of all incomes;
- ▶▶ To discourage urban sprawl;
- ▶▶ To preserve open-space and prime agricultural lands by guiding development in a manner that minimizes resource loss;
- ▶▶ To exercise its authority to ensure that affected populations receive efficient governmental services;
- ▶▶ To promote logical formation and boundary modifications that direct the burdens and benefits of additional growth to those local agencies that are best suited to provide necessary services and housing;
- ▶▶ To make studies and obtain and furnish information which will contribute to the logical and reasonable development of local agencies and to shape their development so as to advantageously provide for the present and future needs of each county and its communities;
- ▶▶ To establish priorities by assessing and balancing total community services needs with financial resources available to secure and provide community services and to encourage government structures that reflect local circumstances, conditions, and financial resources;
- ▶▶ To determine whether new or existing agencies can feasibly provide needed services in a more efficient or accountable manner and, where deemed necessary, consider reorganization with other single purpose agencies that provide related services;

To conduct a review of all municipal services by county, jurisdiction, region, sub-region or other geographic area prior to, or in conjunction with, SOI updates or the creation of new SOIs; and

▶ Effective January 2001, to update SOIs as necessary but not less than every five years.

To carry out State policies, LAFCO has the power to conduct studies, approve or disapprove proposals, modify boundaries, and impose terms and conditions on approval of proposals. Existing law does not provide LAFCO with direct land use authority, although some of LAFCO's discretionary actions indirectly affect land use. LAFCO is expected to weigh, balance, deliberate, and set forth the facts and determinations of a specific action when considering a proposal.

Sphere of Influence Process

An important tool utilized in implementing the CKH Act is the adoption of a sphere of influence (SOI) for a jurisdiction. A SOI is defined by Government Code 56425 as "...a plan for the probable physical boundary and service area of a local agency or municipality..." Pursuant to Yolo County LAFCO policy an SOI includes an area adjacent to a jurisdiction where development might be reasonably expected to occur in the next 20 years. The Act further requires that a municipal service review (MSR) be conducted prior to, or in conjunction with, the update of a sphere of influence.

In addition, the Commission's methodology for sphere preparation is an essential part of establishing the sphere of influence. In Yolo County, an SOI generally has two planning lines. One is considered a 20-year growth boundary, while the other is a 10-year, for immediate growth and projected service extension. Pursuant to Yolo County LAFCO policy an SOI includes an area adjacent to a jurisdiction where development might be reasonably expected to occur in the next 20 years.

The CKH Act requires LAFCO to review and update the spheres of influence for all applicable jurisdictions in the County within five years or by January 1, 2008. The MSR/SOI document provides the basis for establishing the District Sphere of Influence, which shall be updated every five years.

For special districts that do not have multiple municipal level services to review, such as the Yolo County Library District, MSRs will be used to determine where the district is expected to provide services and the extent to which it is actually able to do so.

For these special districts, the spheres will delineate the service capability and expansion capacity of the agency. The ten-year line will represent the ability of the district to provide services within ten years. The twenty-year line will show the long-term expectations of influence, impact, and control. The sphere may have only one line depending on the projections for the District and the ability to provide services.

The process of preparing sphere of influence documents has several steps, as shown:

SPHERE OF INFLUENCE PROCESS OUTLINE

1. Concurrent preparation of a draft municipal services review and a draft sphere of influence.
2. Completion of the environmental review process consistent with the California Environmental Quality Act (CEQA).
3. Public review of the municipal service review, sphere of influence, and environmental review documents.
4. Approval of the municipal service review, sphere of influence study, and acceptance of the appropriate environmental document.

The CKH Act further requires that a municipal service review (MSR) be conducted prior to, or in conjunction with, a sphere of influence.

In order to establish a sphere of influence, the CKH Act calls for LAFCO to prepare and consider written determinations for each of the following:

- ▶ Present and planned land uses in the area, including agriculture, and open space lands;
- ▶ Present and probable need for public facilities and services in the area;
- ▶ Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide; and
- ▶ Existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.

MUNICIPAL SERVICE REVIEW FACTORS

This Municipal Service Review has been prepared in accordance with Government Code Section 56430 as a means of identifying and evaluating public services provided by the Yolo County Library District and possible changes to the District's Sphere of Influence. The Service Review Guidelines prepared by the State Office of Planning and Research were used to develop information, perform analysis, and organize this study.

The legislative authority for conducting service reviews is provided in the CKH Act. The Act states, "[i]n order to prepare and update sphere of influences in accordance with Section 56425, LAFCOs are required to conduct a review of the municipal services provided in the County or other appropriate designated areas..." (CKH Act, Section 56430). In order to establish a sphere of influence, a service review must have written determinations that address the following factors:

- Infrastructure Needs and Deficiencies
- Growth and Population

- Financing Constraints and Opportunities
- Cost-Avoidance Opportunities
- Opportunities for Rate Restructuring
- Opportunities for Shared Facilities
- Government Structure Options
- Evaluation of Management Efficiencies
- Local Accountability and Governance

Information regarding each of the above issue areas is provided in this document. Written determinations for each factor have also been prepared for the Commission's consideration. The service review will analyze the District's services consistent with the State's guidelines for preparing such a study.

Sphere of Influence Guidelines

The Sphere of Influence Guidelines adopted by Yolo County LAFCO provide direction in establishing the District Sphere of Influence. Each of the following guidelines has been addressed in either the Sphere of Influence or the Municipal Service Review for the District.

1. LAFCO will designate a sphere of influence line for each local agency that represents the agency's probable physical boundary and includes territory eligible for annexation and the extension or withdrawal of that agency's services within a twenty-year period.
2. The sphere of influence may delineate a ten-year line that represents more immediate service area coverage needs and a twenty-year line that projects necessary service coverage by a particular agency.
3. LAFCO shall consider the following factors in determining an agency's sphere of influence.
 - a. Present and future need for agency services and the service levels specified for the subject area in applicable general plans, growth management plans, annexation policies, resource management plans, and any other plans or policies related to an agency's ultimate boundary and service area.
 - b. Capability of the local agency to provide needed services, taking into account evidence of resource capacity sufficient to provide for internal needs and urban expansion.
 - c. The existence of agricultural preserves, agricultural lands, and open space lands in the area, and the effect that inclusion within a sphere of influence shall have on

the physical and economic integrity of maintaining the land in non-urban use.

- d. Present and future cost and adequacy of services anticipated to be extended within the sphere of influence.
 - e. Present and projected population growth, population densities, land uses, land area, ownership patterns, assessed valuations, and proximity to other populated areas.
 - f. The agency's capital improvement or other plans that delineate planned facility expansions and the timing of that expansion.
 - g. Social or economic communities of interest in the area.
4. LAFCO may adopt a sphere of influence that excludes territory currently within that agency's boundaries. This occurs where LAFCO determines that the territory consists of agricultural lands, open space lands, or agricultural preserves whose preservation would be jeopardized by inclusion within an agency's sphere of influence, when another agency can provide similar services better than the existing service agency, or where exclusion is deemed appropriate for other sound policy reasons exclusion of these areas from an agency's sphere of influence indicates that detachment is appropriate.
6. Where an area could be assigned to the sphere of influence of more than one agency providing a particular needed service, the following hierarchy shall apply dependent upon ability to provide service.
- a. Inclusion within a city sphere of influence.
 - b. Inclusion within a multi-purpose district sphere of influence.
 - c. Inclusion within a single-purpose district sphere of influence.

In deciding which of two or more equally-ranked agencies shall include an area within its sphere of influence, LAFCO shall consider the agencies' service and financial capabilities, social and economic interdependencies, topographic factors, and the effect that eventual service extension will have on adjacent agencies.

7. Sphere of influence boundaries shall not create islands or corridors unless it can be demonstrated that the irregular boundaries represent the most logical and orderly service area of an agency.
8. Non-adjacent, publicly-owned properties and facilities used for urban purposes may be included within that public agency's sphere of influence if eventual annexation would provide an overall benefit to agency residents.
9. LAFCO shall review sphere of influence determinations every five years or when deemed necessary by the Commission. If a local agency or the county desires amendment or

revision of an adopted sphere of influence, the local agency by resolution may file such a request with the Executive Officer. Any local agency or county making such a request shall reimburse the Commission based on the adopted fee schedule. The Commission may waive such reimbursement if it finds that the request may be considered as part of its periodic review of spheres of influence.

10. LAFCO shall adopt, amend or revise sphere of influence determinations following the procedural steps set forth in the Cortese-Knox-Hertzberg Act, Government Code Section 56000 et seq.

The Yolo County Library District Municipal Service Review and Sphere of Influence documents have been compiled using information from a variety of sources including the Yolo County Library District Survey and Questionnaire, the Yolo County website, the County of Yolo, and other governmental agencies.

AREAS OF INTEREST

Background

Powers

Pursuant to Part 11, Chapter 6 of the Education Code, the Board of Supervisors may establish and maintain a county free library (hereafter referred to as “Yolo County Library District” or “District”). The Board of Supervisors may make general rules and regulations regarding the policy of the District; establish, upon the recommendation of the county librarian, branches and stations throughout the county and may locate the branches and stations in cities wherever deemed advisable; and determine the number and kind of employees of the library.

History

The District was established on July 12, 1910. The Board of Supervisors entered into an agreement with the Woodland Free Public Library of the City of Woodland to assume the functions of a County Library in Yolo County. The Library Board of Trustees was given the power to establish branch libraries and deposit and delivery stations, direct the librarian or assistants to visit and study the needs of different areas and inspect the branches and stations in the County, and make a quarterly report to the Board of Supervisors.

The contract with the Woodland Library was terminated in 1915 and again in 1979. On July 10, 1979, the citizens of Woodland voted to cancel the Joint Powers Agreement between the City and the County for the County operation of the Woodland Branch Library. The measure stated that the City “shall own and operate the [Woodland Library] to the extent permitted by law, without occupancy by financial or other participation or involvement of the County of Yolo.” The effective date of cancellation of the Joint Powers Agreement was July 27, 1979.

Subsequent to the voters’ decision to separate library operations from the County, the citizens of

Woodland also authorized Certificates of Participation, which provided lease financing to renovate and expand the Woodland Public Library.

Description of Responsibilities

The Library District provides educational materials, programs, and information to the community. Branch libraries are located in Clarksburg, Davis, Esparto, Knights Landing, West Sacramento, Winters and Yolo. Central Administration is located in Woodland. In addition to general library services, the Library also helps provide archive, record, and other community resource services such as the Adult Literacy program and YoloLINK. Though represented separately in the description below, the Archives and Record Center operations are combined in the same budget unit.

Archives

The Yolo County Archives is a permanent collection of material pertaining to the history of Yolo County from approximately 1850 to the present. The collection consists of records from various Yolo County agencies/departments as well as those from private individuals and businesses. It is available for research on the premises. It includes a variety of media, including maps, blueprints, photographs, bound volumes, manuscripts and oral history tapes

The Archives are open two days a week to the public and staff is available to assist with work research questions (genealogy, lot lines, etc.). The remainder of the time, staff provides research assistance to County departments, provides County public relations support, accepts and processes new materials, and monitors environmental conditions within the Center. Archives usage has increased 30% over the past five years.

Until 2005, the “Friends of the Archives” provided the primary staff funding source for the Archives, with the Library and the County providing supplemental funds and support. In 2005, the board of Supervisors officially recognized the importance of maintaining an efficient and secure archives center. The County provides funds that are adequate to pay the salaries of a .50 Library Specialist and a .25 Library Assistant II.

Records Center

The Center stores and organizes department records in a secure environment for later retrieval. The Center responds to records requests from County departments within 48 hours, provides transfer of records from County departments on an as-needed basis, provides quarterly destruction of records stored at the Center, and meets with departments to create, revise and/or update retention schedules. The Record Center operates at 98% capacity, which represents an increase of two percent from the previous year.

The Records Center is attempting to address space concerns at its facility. A company that makes high density storage recently provided an expansion plan for the Center. The plan includes shelving that would add 40% more storage capacity and cost over \$600,000 to install. The cost may be prohibitive as the facility is scheduled to be vacated in 5-7 years. The Center will either

need to add onto the building, install compact shelving to increase the capacity, or move to another space.

In addition to limited space, the Records Center facility has other limitations and issues. The roof leaks, there is moisture in the archives section, and temperature control is difficult. The staff closely monitors areas throughout the building whenever it rains, and immediately reports any leaks to building maintenance, which contracts repairs to a local roofing company. The company trouble-shoots leak sites and repairs. Also, as part of mold remediation efforts by the County, Building Maintenance replaced a bay door with double doors in an attempt to achieve better climate control.

The Library took over responsibility for the Records Center from the General Service Department on October 10, 1988. The General Services Department maintains responsibility for annual department billing.

YoloLINK

YoloLINK is a free community resources database, administered and maintained by the Library and funded in partnership with the Yolo County Department of Employment and Social Services, the Yolo County Board of Supervisors, and the Cities of Davis and Woodland. The database is internet based and contains over 900 resources, which can be searched with simple keywords such as "food" or "housing," or sophisticated searches that combine terms. Library staff collects and updates program and organization data at least once a year in its effort to maintain the most current information. Seventy percent of the data was updated in the past year.

Topography and Demographic Features

The Yolo County Library District boundaries encompass all of Yolo County, with the exception of the City of Woodland (see Map 1). The District consists of approximately 1,020 square miles and 652,142 acres.

The eastern portion of the District contains nearly level alluvial fans and flat plains, while the western portion consists of the rolling terraces and steep uplands of California's Coastal Range. The District has soils ranging from class one to class seven, excluding class five. Prime soils, categorized as Class I and II soils, have few restrictions in their use for agriculture. Important crops include tomatoes, alfalfa hay, grapes for wine, almonds, seed crops, rice, and walnuts.

Approximately 90% of land in the District is subject to Williamson Act contracts. The California Land Conservation (Williamson) Act authorizes local governments and property owners to (voluntarily) enter into contracts to commit land to agricultural or other open space uses for ten or more years. Once restricted, the land is valued as open space land pursuant to open space valuation laws (California Constitution, Article 13, Section 8, Revenue & Taxation Code Sections 421 et seq.), which usually results in lower assessed values and, therefore, lower assessed property taxes.

Sphere Of Influence History

A Sphere of Influence has not previously been conducted for the Yolo County Library District.

At this time, LAFCO is being asked to consider the following actions as a part of this Sphere of Influence Study:

- Consider the Municipal Service Review for the Yolo County Library District;
- Approve and adopt the Yolo County Library District Sphere of Influence; and
- Accept the General Exemption (CEQA Guidelines section 15061(b)(3)) as the appropriate environmental determination pursuant to CEQA.

LAFCO has generated the following analysis to evaluate issues and address the factors unique to LAFCO's role and decision-making authority pursuant to the CKH Act.

MUNICIPAL SERVICES

Present And Probable Capacity and Need

The following is key information completed for the Yolo County Free Library District. Each of the factors that are required to be addressed by the CKH Act for a municipal service review (MSR) is covered in this section as well as factors required for a Sphere of Influence (SOI).

Infrastructure Needs and Deficiencies

Library Services and Facilities

The Yolo County Library District has seven library branches in Yolo County located in Davis, West Sacramento, Winters, Clarksburg, Esparto, Knights Landing, and Yolo. Woodland is the only City in Yolo County outside the Yolo County Library system.

The Yolo County Library Services and Facilities Master Plan establishes service and infrastructure guidelines and standards as the base line for planning activities. These were created by Library District management in coordination with a consultant team using public input and data collection and analysis. These guidelines will be used to evaluate each of the seven branch libraries. It is important to note that the guidelines are not requirements; they help provide a benchmark and a plan for service.

The guidelines designate three library service level categories: neighborhood, community, and resource level. The service level categories are based on the size of the community population to be served through the year 2020. In this case, calculations will be based on the (approximate) population within school district boundaries to more accurately represent the service population, especially in unincorporated areas of the County.

Neighborhood libraries are the smallest level designation and include the Clarksburg, Knights Landing, and Yolo Branches. These libraries will include a service population of up to 5,000. Community libraries are mid-range and include Esparto and Winters. These libraries will include a service population of between 5,000 and 50,000. Resource libraries are the largest level designation and include the Branch Libraries of Davis and West Sacramento. These Libraries will include a service population of over 50,000.

The Davis and West Sacramento Branch Libraries are reviewed and compared against the established library guidelines in Table A below. The West Sacramento Branch Library is currently being rebuilt. Most of the current service and infrastructure levels for this new library have been established and will be reviewed and discussed in this section. The Davis Branch Library is currently being renovated. Any increased service and infrastructure levels for the new Davis library are not available. Existing levels will be evaluated.

TABLE A – RESOURCE LIBRARIES

Factors	Guidelines	Minimum Davis Recommendations	Davis Actual	Variation	Minimum West Sacramento Recommendations	West Sacramento Actual	Variation
Population	50,000+	50,000	76,065	+15,814	50,000	47,068	-2,932
Size (SF)	0.4 to .6+/- sq. ft./capita	30,426	29,975	-451	18,827	18,244	-583
Collection	2.875 books/capita or 200,000	200,000	183,825	-16,175	200,000	67,950	-132,050
Audiovisual material	15% or more of books	27,574	19,883	-7,691	10,192	8,950	-1,242
Reader Seating	2.5/1,000	190	218	+28	118	102	+16
Group Study/Tutoring Space	8 seats	8	20	+12	8	8	0
Public Computers*	1/1000 pop.	76	16	-60	47	32	-15
Story-telling Space	35 seats/facility	35	24	-11	35	20	-15
Meeting Space (seats)	100/facility	100	120	+20	100	185	+85
Parking	3 spaces /1,000 ft.	138	90	-48	25	45	+20
Hours (days/week)	50-60	50	60 (7 days)	+10	50	In Review	Unknown

* All libraries have free wireless internet access

Davis Branch Library

As a Resource Library the Davis Mary L. Stephens Branch Library is deficient in infrastructure, materials, and equipment. The Library does not meet over half of the minimum guidelines. The most significant deficiencies are in public computers and parking. Library guidelines suggest the library provide 1 computer per 1,000 people or 76 computers. The Davis Branch has 16 computers, which is only 21% of the suggested minimum recommendations. Additionally, library guidelines provide that the library should have a minimum of 138 parking spaces. The Davis library has 90, which is approximately 65% of the recommended minimum; however, it is important to note that the Davis Branch Library is centrally located and that many people use bikes as a major mode of travel in Davis.

The Davis Library will undergo a renovation to enhance infrastructure, materials, equipment, and service. In November 2007, voters in Davis approved measure “P”, a supplemental tax measure

that provided funds to refurbish and expand the Davis library facility and upgrade technology. The Davis Library renovation is scheduled to begin March 2009 and be completed in July 2010. The renovation will provide for expansion of the children's area, improvements to the circulation and young adult areas, upgrades to the electrical and cabling system to accommodate more lighting and more public access computer stations, building repairs and maintenance, and replacement of worn carpet and furniture.

In addition to the renovation of the existing Branch Library in Davis, measure P will provide funding to expand library services. School officials have expressed interest in a conjunctive library project at a school in the south Davis area. The library, with support of the Davis Joint Unified Superintendent James Hammond, will explore south Davis service at Marguerite Montgomery Elementary or other venues.

The University of California, Davis (UCD), southwest of the City of Davis, has additional libraries and resources available to the public. There are six libraries in the UCD system, five of which are on the main campus and include collections ranging from agriculture to law. California residents may apply for library privileges to the UCD campus system for \$100 per year. Costs are reduced for some borrowers, such as community college students. Alumni and other affiliated borrowers receive courtesy library privileges. There are four hundred thirteen active card holders with a City of Davis address, which include Alumni, retired UCD, other UC, Library Associates, and Community College students.

West Sacramento Branch Library

The Arthur F. Turner Branch Library in West Sacramento is located at 840 Jefferson Boulevard in a temporary facility, which opened to the public on Tuesday, June 10, 2008. The original building has been demolished and a new, larger 18,000 square foot library will be constructed in its place. The groundbreaking for the new library occurred in September and the opening of the new library is scheduled for late 2009.

As a Resource Library, the new West Sacramento Branch has deficits in half of its service level recommendations. Despite proposed improvements to the Branch, the library would still experience shortages in square footage, collection and audiovisual materials, the number of public computers and storytelling space. Most significantly, according to the guidelines, the Branch will experience a 66% shortage in collection materials and 44% in storytelling space.

The District had originally planned to build a 25,000 square foot, \$11,718,696 library facility, but had to scale back its original plan and project costs to \$9,143,000 when application for funds from a library bond act failed. As a result, the District is exploring further options for service. The Library District is currently in discussions with the Washington Unified School District for a satellite branch at one of the School District's facilities. Additionally, The District is aware that as the population of City of West Sacramento grows and because of accessibility issues, an additional library facility should be considered in the south area.

Table B, below contains reviews the minimum guidelines and recommendations for the Clarksburg Branch Community Library and both the existing and anticipated (new) Winters Branch Community Libraries.

TABLE B – COMMUNITY LIBRARIES

Factors	Guidelines	Minimum Esparto Recommendations	Esparto	Variation	Minimum Winters recommendations	(Existing) Winters	Variation	(new) Winters	Variation
Population*	5,000 to 50,000	--	4,850	--	--	8,512	--	8,512	--
Size (SF)	0.4 to 6+/- sq ft./ capita	1,940	5,590	+3,650	3,405	3,700	+295	10,920	+7,515
Collection	2.875 bks/ capita or 200,000 bks	13,944	24,832	+10,888	24,472	29,391	+4,919	43,750	+19,278
Audiovisual material	15% or more of bks	3,725	2,815	-910	4,409/6,563	3,527	-882	5,657	-906
Reader Seating	5 seats/ 1,000 pop.	24	43	+19	43	25	-18	67	+24
Group Study/ Tutoring Space	8 seats	8	0	-8	8	0	-8	12	+4
Public Computers*	1/500 to 1/1,000 pop.	5	9	+4	9	7	-2	14	+5
Story-telling Space	25 seats	25	0	-25	25	20	-5	in review	in review
Meeting Space (seats)	60 to 80	60	50	-10	60	50	-10	90	+30
Parking	3 spaces/ 1,000 sf	17	21	+4	11/33	6	-5	60	+27
Hours (days/week)	30-45	30	49 (6 days)	+19	30	37 (6 days)	+7	in Review	in Review

* All libraries have free wireless internet access

As community libraries, the Esparto Branch Library and anticipated Winters Branch Library have met or significantly exceeded the majority of Library guidelines.

Esparto Branch Library

The most significant difference between library guidelines and actual service for Esparto is represented in infrastructure, service, and equipment. The Esparto Branch Library exceeds the minimum recommendations for book collection, reader seating, public computers, and recommended square footage. Most significantly, the Branch Library has nearly three times the recommended square footage and nearly two times the collection, reader seating, and public computers.

Winters Branch Library

The anticipated Winters Branch Library exceeds all of the library guidelines, with the exception of audiovisual materials. Most significantly, the library will have more than three times the recommended square footage and nearly two times the number of collection items and parking spaces. The new facility will also feature significantly increased hours of operation during the school year.

The new Library will be a joint use facility for the community and high school located on the existing Winters High School campus on Railroad Street. The new Winters Library will be funded in partnership with the County of Yolo, Winters Joint Unified School District, the City of Winters, the Winters Friends of the Library, the Margaret Parsons Trust and the community of Winters. Construction on the new facility began in fall 2008 and is expected end no later than June 2009. The library will be a vast improvement over the existing Winters Library, which only meets three of the ten minimum library recommendations.

The existing Winters Library facility is outdated and incompatible with modern uses. It was built in the 1950's as a temporary facility for the California Bureau of Reclamation during the construction of the Monticello Dam. The Library is constructed with cinderblock, concrete floors, and a flat roof. The roof leaks, causing extensive damage to the ceilings, walls, and materials. Additionally, the walls and flooring limit building and technology expansion and upgrades.

TABLE C – NEIGHBORHOOD LIBRARIES

Factors	Guidelines	Minimum Clarksburg Recommendations	Clarksburg	Variation	Minimum Knights Landing Recommendations	Knights Landing	Variation	Minimum Knights Landing Recommendations	Yolo	Variation
Population	<i>Up to 5,000</i>		1,370			1,064			3,099	
Size (SF)	<i>0.4+/- to .6 sq ft/capita</i>	548	1,850	+1,302	426	2,232	+1,806	1,240	1,000	-240
Collection	<i>3 bks/capita or 10,000 bks</i>	10,000	17,347	+7,347	10,000	12,226	+2,226	10,000	6,390	-3,610
Audiovisual material	<i>15% of books</i>	2,602	824	-1,778	1,834	1,772	-62	959	967	+8
Reader /Group Study/Tutoring Seating	<i>7 seats/ 1,000 pop.</i>	10	15	+5	7	19	+12	22	15	-7
Public Computers*	<i>1/500</i>	3	5	+2	2	3	+1	6	3	-3
Story-telling Space	<i>Use meeting room</i>	--	--	--	--	--	--	--	--	--
Meeting Space (seats)	<i>20-35 seats</i>	20	75	+55	20	0	-20	20	0	-20
Parking	<i>3 spaces/ 1,000 sf</i>	6	6	0	7	7	0	3	7	-4
Hours (days/week)	<i>20</i>	20	23.5 (4 days)	+3.5	20	12 (2 days)	-8	20	11 (2 days)	-9

* All libraries have free wireless internet access

Like the Esparto and Winters Branch Libraries, the Clarksburg and Knights Landing Branch Libraries exceed many of the minimum guidelines established for neighborhood libraries.

Clarksburg Branch Library

The Clarksburg Library met or exceeded minimum library recommendations in nearly every area with the exception of audiovisual materials. Most significantly, the Branch Library has nearly four times the recommended meeting space, three times the square footage, and more than one and a half times the recommended book collection and public computers. In contrast, the library contains only one-third of recommended audiovisual materials.

Knights Landing Branch Library

The Knights Landing Branch Library exceeds approximately half of the minimum library guidelines. Most significantly, the Library has more than five times the recommended square footage and two times the Reader/Group Study/Tutoring Seating. Alternatively, the Library has no meeting space and is only open 60% of recommended hours.

Yolo Branch Library

In contrast to the Clarksburg and Knights Landing Libraries, the Yolo Branch Library is shown to be deficient in most areas. Based on the service population, the small library has 50% of recommended public computers, 55% of service hours, and 64% of collection items. Though the Library is small, the service area includes approximately 220 square miles in northeastern Yolo County.

The Yolo Branch Library service population was derived by combining the population in the Pierce Joint Unified School District and a portion of the population in the Woodland Joint Unified School District, minus the population in the town of Knights Landing. Knights Landing was excluded from the school district population because it has its own library and it is not as accessible to outside populations.

It is important to note that the Yolo Branch Library service population may be lower than is represented in the table. Pierce Joint Unified School District includes students from the Dunnigan area. These students are bused to the town of Arbuckle in Colusa County, where the Arbuckle Branch Library is located. The Arbuckle Library is approximately three miles closer to Dunnigan than the Yolo Library and six miles closer than the Knights Landing Library.

All of the Branch Libraries in the County have free wireless internet access. Though the libraries in Davis, West Sacramento, and Yolo don't meet the guidelines for public computers, the wireless capability provides additional internet access and greater service overall.

Staff

Patty Wong is the County Librarian. The County Librarian manages the library system. Her office is located at 226 Buckeye Street, Woodland, CA 95695.

The library employs 43 full- and part-time employees or the equivalent of 34.93 full-time regular employees. Table D below identifies the type and number of employees at each of the libraries and divisions.

TABLE D – YOLO COUNTY LIBRARY DISTRICT STAFF

Staff	Full Time	Part Time
Central Library Services	7	1
Davis	8	9
West Sacramento	3	4
Winters	0	2
Clarksburg	1	1
Esparto	1	1
Knights Landing	0	1
Yolo	0	1
Archives/Records	1	1
Yolo Link	0	1
Total	21	22

In the last three years, the District has lost nine regular employees and sixty-five extra help employees. Of the nine regular employees, six have retired and three have taken other positions. Most of the positions have been filled, with the exception of the Library Assistant III position, for which staff is interviewing applicants. The program manager position is currently being filled by contract staff. Library staff anticipates hiring for this position in January 2009.

The District has a high turnover rate among extra help employees because of limited hours, limited promotion opportunities, and high employee mobility. Many of the extra help employees consist of students or retirees that leave after a defined period. Generally, the library cannot offer enough hours to attract long-term employees; however, County Librarian Patty Wong is considering combining hours (even in different locations) to create full-time extra help jobs that may help maintain employees. Additionally, regular staff seldom leave and extra help employees do not have the opportunity to move up.

Vehicles and Equipment

The District owns and operates a Dodge Caravan, which it purchased in December 2006. The van is for use by District staff and to transport records to the Record Center for long term storage. The Yolo County General Services Department fleet service provides maintenance for the van on a regular basis and according to County requirements.

MSR AND SOI ANALYSIS

Growth and Population

The District boundaries encompass nearly all of Yolo County, with the exception of the City of Woodland. Excluding the City of Woodland population from the estimated 2008 Yolo County population of 199,066, the District population is estimated at 143,199. As previously discussed, the District has library branches in the Cities of Davis, West Sacramento, and Winters and the unincorporated communities of Clarksburg, Esparto, Knights Landing, and Yolo. The population for these jurisdictions is organized in the tables below.

TABLE E – INCORPORATED POPULATIONS

Cities	Estimated Population
Davis	65,814
West Sacramento	47,068
Winters	7,052
Unincorporated Area	23,265
Yolo County	199,066

The Cities of Davis, West Sacramento, and Winters have a combined total population of 119,934. The City of Davis has the highest population among Cities in the District with 65,814, West Sacramento has the second highest with 47,068, and Winters the lowest with 7,052.

TABLE F – UNINCORPORATED POPULATIONS

Towns	Estimated Population
Clarksburg	496
Esparto	2,534
Knights Landing	1,064
Yolo	434
Total	4,528

The total population of the communities of Clarksburg, Esparto, Knights Landing, and Yolo is 4,528. Unincorporated Yolo County has an estimated population of 23,365, which also includes the communities of Brooks, Capay, Dunnigan, Guinda, Madison, Monument Hills, Rumsey, Wildwings, and Zamora.

Yolo County General Plan Update

Growth and development in the County can result in an increased need for library services in affected communities. The Board of Supervisors adopted a Preferred Land Use Alternative on March 27, 2007 that directed plans for most new growth into unincorporated communities of Yolo County. The communities to which the Board proposes to add new units are Dunnigan, Esparto, Knights Landing, and Madison. With the exception of Dunnigan, each of these communities has a library or has one nearby. Esparto and Knights Landing each have a library. The town of Madison is less than two miles from the library in Esparto. Dunnigan is approximately 14 miles from the nearest library facility.

The town of Dunnigan has the most significant planned growth and potential to accommodate a library. Dunnigan is projected to add 5,000 to 7,500 residential units and a population of between 13,500 and 20,250, based on an average 2.7 people per household. Yolo County General Plan Standards suggest that service should be established in communities with population of 5,000 or more.

MSR AND SOI FACTORS

Financing Constraints and Opportunities

Revenue Sources

The Library is funded by property taxes, state funds, library fines and fees, donations, and grants. Funds for the Davis Branch Library are augmented by a special assessment that Davis voters passed in 1989 and increased in 2007.

- **Property Taxes** – In California, the maximum property tax assessed on any land is generally 1% of the property’s value. In fiscal year 2007-08, property taxes accounted for approximately 75% of the District’s Library Operating Budget.
- **Assessments (Davis)** – In November 2007, voters approved the increase of an existing parcel tax from \$42 per parcel to \$88 per parcel for single family dwellings and \$44 per multiple family dwelling (i.e. apartment) with an automatic 2% annual increase. Davis area voters initially voted and passed the special tax in 1989 for expansion of and additional services at the Davis Branch including Sunday hours.
- **Grants** – The District applies for and receives grants for services and programs. Several of the grants that were recently applied for or obtained are discussed below.
 - The First 5 Yolo Children and Families Commission awarded the District funding for bilingual story time and bilingual parenting workshops throughout the County. Total annual award is \$33,224, to be granted each year for seven years.
 - The Institute of Museum and Library Services (IMLS) awarded the District \$133,624 to provide homework center services and family literacy services to West Sacramento residents over the next three years, concluding in 2011.
 - The California State Library awarded the District \$25,000 to be divided between West Sacramento, Yolo, and Knights Landing for interactive story times and programs for young families. The West Sacramento portion involves transporting families to the branch. Early Learning for Families models will be implemented at Yolo and Knights Landing.
 - The California State Library awarded the District a three year grant for the Yolo Reads!, Yolo County Library Adult Literacy Program, which is in its second year. The grant will provide one-to-one and small group tutoring to improve reading and other basic skills for adult learners and volunteer tutors throughout the County. The original grant was \$34,500 over three years, but has been reduced to \$31,55 this year.
 - The District applied for a grant for the “California of the Past” Digital Storytelling Program in July. The program would focus on the Capay Valley and Esparto community. The Library, through this grant, will work with Rural Innovations in Social Economics,

Inc. (RISE) to identify key community members to record their stories and oral histories through a stand alone workstation. Recordings will be used in library programs, school curriculum, and intergenerational services, and will be added to the County Archives collection.

- **Fundraisers/Donations** – The Friends of the Library and Friends of the Archives organizes fundraising events and programs to raise money. Over the last four fiscal years, donations accounted for 2-3% of the District’s overall revenue. Funding has been used to support additional open hours and programming.

District Budget

The Library District maintains three main budget units in the library fund: Library, Archives/Record Center, and YoloLINK. Tables G, H, and I below present the revenues and expenditures for each of these budget units during the last four fiscal years. The Library unit includes funds for the seven branch libraries. The numbers reflect actual dollars, not budgeted amounts.

TABLE G – LIBRARY REVENUES AND EXPENDITURES (ACTUAL)

Budget Year	Revenues	Expenditures	Net Amounts
2004-05	3,707,855	3,087,163	620,692
2005-06	3,449,591	3,613,231	-163,640
2006-07	4,484,946	3,919,310	565,636
2007-08	4,131,676	3,869,974	261,702

According to Table G, in three of the last four fiscal years, the District had a net operating balance; however, expenditures exceeded revenues by \$163,640 in FY 2005-06. According to the library budget unit summary, the library budgeted an additional \$420,000 in revenue that was not realized that year; however, the library used carry-forward funds from the previous year and other restricted funds to pay for anticipated equipment purchases.

**TABLE H – ARCHIVE/RECORDS CENTER REVENUES AND EXPENDITURES
(ACTUAL)**

Budget Year	Revenues	Expenditures	Net Amounts
2004-05	77,234	58,888	18,346
2005-06	101,556	101,801	-245
2006-07	115,203	115,566	-363
2007-08	109,280	115,726	-6,446

According to Table H, the Archives/Records Center operating expenditures exceeded revenue in three of the last four fiscal years and the deficit has increased each of those years. The deficit appears to coincide with declining Library contributions and decreasing donations.

The Library funded a majority of the operations for the Archives/Records Center up to and including FY 2004-05. The County began to contribute funds to the Center’s budget in subsequent fiscal years. In FY 2005-06 and 2006-07, approximately 40-percent of revenue came from the County General Fund; the District Library’s share was reduced to 40-percent. In FY 2007-08, nearly 60-percent came from the County’s General Fund and the Library maintained a 40-percent contribution.

The Center also receives donations from the “Friends of the Archives”. These funds are used to help cover staff costs, conservation supplies, furniture, and/or equipment used in the Archives. The Center’s increasing operating deficit over the last three fiscal years appears to coincide with declining donations. Donations accounted for eight percent of the Center’s revenue in FY 2005-06, four percent in 2006-07, and zero in 2007-08. “Carry-Forward” funds were used to offset the shortfall in revenues.

TABLE I – YOLOLINK REVENUES AND EXPENDITURES (ACTUAL)

Budget Year	Revenues	Expenditures	Net Amounts
2004-05	19,471	31,237	-11,766
2005-06	32,354	33,914	-1,560
2006-07	36,215	37,204	-989
2007-08	52,381	33,178	19,203

According to the figures in Table I, YoloLINK experienced a deficit in the first three of the last four fiscal years, which may have been due to high revenue and spending projections. In the first three of the last four fiscal years, budget estimates for both revenues and expenditures were overestimated; operating expenditures exceeded operating revenue in those years. In FY 2004-05, actual revenue was only 33% of projected revenue and 28% of projected expenditures. In FY 2005-06, actual revenue was 60% of projected revenue and expenditures. In FY 2006-07, actual revenue was 70% of projected revenue and expenditures. The deficit between operating revenue and expenditures diminished as estimates improved.

As of July 1, 2008, the District had a fund balance of \$685,189 and a restricted fund balance of \$1,680,123. The restricted funds consist of revenue donated to a specific branch for purchase of materials (\$122,432), Library reserves (\$236,477), West Sacramento reserve funds to be used toward the construction of a new library (\$700,000), and year-end revenue attributable to a specific branch based on redevelopment agreements (\$621,214).

The District has \$838,018 in the County Treasury; however, these funds are often committed and need to be available for outstanding payments or costs.

Analysis

The District receives adequate revenues and expenditures and plans for new facilities and equipment in its budget.

Cost-Avoidance Opportunities

The County Librarian formulates a budget each year and recommends it to the Board of Supervisors. Staff can spend up to \$250 without Board approval. Most of the District's expenditures are set forth in the adopted budget. Any request above that amount for moving monies from allocated funds or for funding in excess of the adopted budget must be approved by the Board.

The District uses cost-saving procedures, such as competitive bidding, for projects that are not linked to a sole-source contract. The District solicits and reviews a minimum of three bids before selecting a contractor or consultant. The District considers quality of prior work and relative cost of proposals.

Opportunities for Rate Restructuring

The District's revenue includes property taxes, assessments, grants, and donations. The City of Davis recently approved an increased parcel tax assessment for additional library services and equipment. The District could ask voters in other communities to approve assessments; however, this would require overwhelming public support. The District can also apply for more grants; however, increase in grant applications and funding would also require additional staff time and resources.

Opportunities for Shared Facilities

When considering annexation of new lands into a district, LAFCO can evaluate whether services or facilities can be provided in a more efficient manner if service providers develop strategies for sharing resources. The Library collaborates with cities, school districts, library consortiums, volunteer organizations, and other County departments or agencies to provide efficient, effective service.

The Library District is partnering with the County and each of the cities and related school districts to build two new libraries and remodel one existing library. The District in partnership with the Winters Joint Unified School District, the City of Winters, the Winters Friends of the Library, the Margaret Parsons Trust and the community of Winters is working to build a new joint use (community and high school) library on the Winters High School campus. The District in partnership with the City of West Sacramento is working on the new West Sacramento Branch Library project design development. The District is working with the City of Davis to renovate the City's current library and with the Davis Joint Unified School District on a potential conjunctive library project at Marguerite Montgomery Elementary or at other venues.

Yolo County Library is an official member of Mountain Valley Library System (MVLS), a consortium of public, special, and academic libraries in north Central California. MVLS brings books and information to the patrons of Yolo County member libraries by courier service. MVLS hires its own courier to deliver inter-library loan books obtained from the MVLS network of libraries to the Yolo County Library District's Central Services office. MVLS and County Library materials are sent between Central Services and/or Yolo County branches using the Yolo County Courier Service. Support for MVLS comes from State and local funds. The Yolo County Library system pays a membership fee to MVLS. The fee amounted to \$5,034 in 2008/09.

The County's interlibrary loan system extends beyond MVLS to the other consortiums and to all of California and other states. MVLS has joined with the North Bay Cooperative System to promote resource sharing among its members. Plans are in motion to integrate resources and organizational infrastructure with North Bay Cooperative Library System and North State Library System to achieve economies of scale. Over the course of time, with changing information needs of customers, reference services have shifted from a personal interaction to a combination of virtual and physical activities; many requests for reference from larger resource rich organizations has been significantly reduced. The need for dedicated reference staff is no longer necessary.

Local support for library services is provided by the "Friends of the Library". Each Branch Library, with the exception of the Yolo Branch, receives support from a "Friends of the Library" and Yolo County Archives receives support from "Friends of the Archives". These groups consist of members and volunteers who raise and donate funds to support their respective Branch Libraries.

The Library District works with the County and contracts with a private company to recover fees

and fines. Unpaid library fines of \$150 or more are referred to the Yolo County Collection Division. In July 2008, the Library began contracting with Unique Management Services, Inc. to provide collection services on unpaid library accounts totaling \$50 or more. Neither the County's Collection Division nor the District have staff time or resources to collect on all accounts. As of July 18, 2008, the Library had outstanding fines and fees totaling \$455,244.

The amount in outstanding fines and fees is highly variable. Outstanding fines and fees include fines imposed for bringing an item back late and/or the value of the item itself. Overdue regular and special materials are \$0.20 per day, calculated from the day the material is due with a maximum charge of \$5.00 per item. Lost or damaged materials are \$5.00 plus the cost of replacement, if necessary; regular items cost \$18.00 and special edition items or items with an unknown original cost are \$36.00. Collection Agency fees are \$10.00 for each patron account referred to Unique Management Services, Inc. According to the County Librarian, the collection services company is generating significant returns on items and collections. The District has more than 1 million items in circulation, which are continually being checked out and returned. The amount of fines and fees is considerably reduced when items are returned.

The District administers and maintains the YoloLINK database and works with its partners on the program steering committee to determine needs and priorities. The steering committee includes program sponsor representatives from the Yolo County Department of Employment and Social Services and the Cities of Davis and Woodland and other community based organizations.

Government Structure Options

The Library District is a dependent special district. The Yolo County Board of Supervisors (BOS) is the District's governing body and appoints members to the Library Advisory Board, which advises the BOS on library issues. The Library Advisory Board consists of eight representatives: one representative for each of the three participating cities of Davis, West Sacramento, and Winters and one representative for each of the five Supervisor's Districts. The Library Advisory Board meets at 7:00 p.m. on the 2nd Wednesday of every other month at Library Central Services, 226 Buckeye Street, Woodland.

Board members are not involved in the day-to-day business of the District. Neither elected officials nor appointed members perform or provide administrative, management, or personnel functions or responsibilities.

City of Woodland

The City of Woodland is the only area in the County that is not in the Yolo County Library District. The District could consider extending service to the City of Woodland Library. The Board of Supervisors would remain the District's sole governing body and the City of Woodland would have representation through the Library Advisory Board. Additionally, the City would pay for its own services through the property taxes and development impact fees that are currently collected in Woodland.

Including the City of Woodland in the District would provide more logical service boundaries eliminate service inefficiencies, and allow for improved planning and coordination. The City of Woodland represents an island in the District. Annexation would allow greater integration of services and resources. For example, the City of Woodland and the Library District could combine literacy programs and facilities. Additionally, because patrons do not observe City or County boundaries when using library services, the District and City might benefit from a comprehensive planning approach.

Currently, the City of Woodland belongs to the Link+ library consortium through the Sacramento Public Library. Link+ is a service from Innovative Interfaces Inc., which includes Sacramento, Folsom, Colusa, and Sutter. This consortium links it and all other member libraries to a single database and makes records available at any single moment.

The City receives some payment from the State as a result of the libraries participation in the consortium. The State provides reimbursement to local libraries for a portion of the costs they incur when they lend material from one library to another as a result of a user request for the item. This arrangement provides the Woodland Library access to an abundance of materials and a small stream of state revenue; however, this type of state funding is not necessarily reliable as the state can reduce the amount of reimbursement it chooses to provide.

Management Efficiencies and Local Accountability

The District's finances, management, and practices demonstrate that the District is accountable and effective. Recent audits demonstrate sound financial records and reporting. Employee and District policies and objectives are outlined in its policies and procedures. The District uses its Services and Facilities Master Plan to establish priorities, goals, and objectives. The District collects, analyzes, and uses statistics to improve services and programs. Additionally, the District and its employees have received recognition and awards for their achievements and programs.

Financing

The District's finances are held in the County Treasury and presented in countywide financial statements, specifically the Comprehensive Annual Financial Report (CAFR) that is audited annually by an independent firm. The County does not require Districts included in the CAFR to provide independent audits. The Library Business Services Manager does an annual review of all petty cash funds and all change machines, reconciling the amounts as approved by the Auditor's Office. A summary of the fund review is provided to the Auditor's Office.

Policies

The Library follows the policies and procedures of Yolo County. The Library has also adopted a Department Policies and Procedures Manual that is accessible via the County's intranet system. The manual includes policies and procedures that govern issues that include funds, materials, operations, and staff. The manual was last updated in September 2007.

Planning

The District is currently implementing its 2001 Yolo County Library Services and Facilities Master Plan 2002-2006. The District also sets goals and objectives in its annual report. The District policies and procedures include a form for the collection of branch statistics. Library statistics help determine key workload factors and per capita circulation, reference, and materials. Additionally, statistics collected at each branch are sent to the State Library for comparison between all State libraries and State libraries of similar size.

Awards

The Library District has won numerous awards over the last several years, including individual employee awards. Additionally, Congressman Mike Thompson nominated the Yolo County Library for a National Medal of Service award through the Institute for Museum and Library Services. Though the District did not win the award, the nomination itself is an important distinction, especially considering that only 5 libraries are chosen through a juried process each year. The award is \$10,000 and national recognition.

Agricultural Lands

The final mandatory factor to address is the District's impact on agricultural land. The land within the Library District boundaries is primarily agricultural and open space land; however, services provided by the District do not directly induce urban growth or the premature conversion of agricultural land to urban uses.

WRITTEN DETERMINATIONS – MUNICIPAL SERVICE REVIEW

Staff recommends the following findings:

1. The Yolo County Library District is in compliance with all State laws and regulations.
2. The Davis, West Sacramento, and Yolo Branch libraries do not meet minimum library recommendations for facilities, service, and equipment.
3. The Davis Library will undergo a renovation to enhance infrastructure, materials, equipment, and service.
4. The District performs strategic planning, which helps it meet goals and objectives.

STATEMENT OF INTENT

- 1) LAFCO intends that its Municipal Service Review and Sphere of Influence determinations will serve as a guide for the future organization of local governments within Yolo County.
- 2) Spheres of influence shall be used to discourage urban sprawl and the unnecessary proliferation of local governmental agencies, to encourage efficiency, economy, and orderly changes in local government, and to prevent the premature conversion of agricultural land.

- 3) The adopted spheres of influence shall reflect the appropriate general plans, growth management policies, annexation policies, resource management policies, and any other policies related to ultimate boundary and service areas of an affected agency unless those plans or policies conflict with the legislative intent of the Cortese-Knox-Hertzberg (Government Code §56000 et seq.).
- 4) Where inconsistencies exist between plans or policies (or both), LAFCO shall rely upon that plan or policy which most closely follows the Legislature's directive to discourage urban sprawl, direct development away from prime agricultural land and open-space lands, and encourage the orderly formation and development of local governmental agencies based upon local conditions and circumstances.
- 5) The sphere of influence lines are a declaration of policy to guide LAFCO in considering proposals within its jurisdiction.
- 6) LAFCO decisions shall be consistent with the spheres of influence of the affected agencies.
- 7) No proposal that is inconsistent with an agency's sphere of influence shall be approved unless LAFCO, at a noticed public hearing, has considered and approved a corresponding amendment or revision to that agency's sphere of influence.

SPHERE OF INFLUENCE RECOMMENDATIONS

Government Code §56425 of the Cortese-Knox-Hertzberg Act states:

(a) In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities, the commission shall develop and determine the sphere of influence of each local governmental agency within the county and enact policies designed to promote the logical and orderly development of areas within the sphere.

It further states that:

(e) In determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to each of the following:

- (1) The present and planned land uses in the area, including agricultural and open-space lands.
- (2) The present and probable need for public facilities and services in the area.
- (3) The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

- (4) The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

WRITTEN DETERMINATIONS - SPHERE OF INFLUENCE

The Commission, in establishing the Sphere of Influence for the Yolo County Library District, has considered the following.

- 1) The present and planned land uses in the area, including agricultural and open-space lands.

The District boundaries encompass approximately 1,006 square miles and 9,270 acres in Yolo County. The boundaries encompass the entire County, with the exception of the City of Woodland. The District includes the three incorporated Cities of Davis, West Sacramento, and Winters. Unincorporated communities include Brooks, Capay, Clarksburg, Dunnigan, Esparto, Guinda, Knights Landing, Madison, Monument Hills, Rumsey, Wildwings, Yolo, and Zamora. The remaining land in the County is primarily agriculture and open space.

The County is currently updating the Yolo County General Plan. Yolo County General Plan Update alternatives focus much of the proposed growth in the four unincorporated communities of Dunnigan, Esparto, Knights Landing, and Madison. With the exception of Dunnigan, there is a library in or nearby each of these communities.

- 2) The present and probable need for public facilities and services in the area.

The Davis Library is scheduled for a renovation that will correct most deficiencies and the District is exploring the feasibility of a second library facility in south Davis. Though the Library District is building a new facility in West Sacramento, the library will not meet minimum library guidelines. The Library District is considering and exploring options for an additional library facility, especially as the population inside the City of West Sacramento grows and because of accessibility issues in the south area. There are no plans to update or renovate the Yolo Library Branch.

The need for services and facilities could increase if additional lands were annexed into the District.

- 3) The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

Overall, the District provides adequate service; however, the Branch Libraries in the Cities of Davis and West Sacramento and in the unincorporated community of Yolo are experiencing deficits in facilities, equipment, and materials.

- 4) The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.

The City of Woodland Library is a social and economic community of interest in the area. The library has been a part of the Yolo County Library District at two different times and chose to

separate from the District both times. The second separation occurred through a vote of the citizens, which indicates a strong interest in receiving independent library services from the Woodland Public Library. Additionally, the Woodland Library belongs to a different library consortium that allows their users to borrow items from any participating library at any time.

Based upon the information contained in this document, it is recommended that the 10- and 20-year lines for Yolo County Library District Sphere of Influence be coterminous with their current boundaries (see Map 1).

ENVIRONMENTAL REVIEW

The California Environmental Quality Act (CEQA) requires that an environmental review be undertaken and completed for the Commission's Municipal Services Review and Sphere of Influence (MSR/SOI) Study. This MSR/SOI qualifies for a General Exemption from further CEQA review based upon CEQA Regulation §15061(b)(3), which states:

The activity is covered by the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA.

Since there are no land use changes or environmental impacts due to this MSR/SOI, a Notice of Exemption is the appropriate environmental document.

REFERENCES

1. Yolo County Office of the Auditor-Controller
2. Yolo County Department of Planning and Public Works
3. U. S Census Bureau, 2000 Census information
4. Yolo County Information Technology, Geographic Information System (GIS)
5. Interviews, 2008, Yolo County Librarian Patty Wong
6. Interviews, 2008, Chris Crist, Yolo County Library Business Services Manager
7. Yolo County Website
8. County of Yolo Recommended Budget 2008-09
9. Yolo County Library Services and Facilities Master Plan 2002-2006, June 2001
10. 2007 and 2008 Estimated Populations, State of California, Department of Finance, E-4 Population Estimates for Cities, Counties and the State, 2001-2008, with 2000 Benchmark. Sacramento, California, May 2008, http://www.dof.ca.gov/research/demographic/reports/estimates/e-4_2001-07/documents/E-4_2008%20Internet%20Version.xls, accessed September 9, 2008
11. “Library Service in Yolo County”, 1955, Vivian G. Douglas, Winters Rotary Club
12. Estimated 2007 Population, Yolo County General Plan Team, Yolo County Board of Supervisors General Plan Preferred Land Use Alternative, Board of Supervisors Staff Report, January 29, 2008
13. Borrowing and Circulation Library Privileges, University of California Davis, <http://www.lib.ucdavis.edu/dept/access/circ/borcirc/libcardsprivileges.php#lp>, accessed on October 29, 2008

Yolo County Free Library District Recommended Sphere of Influence

