REPORT to the Carpinteria City Council Ad Hoc Library Committee and Working Group – August 2020

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REPORT to the Carpinteria City Council Ad Hoc Library Committee and Working Group

I.   Executive Summary

In response to a Request for Qualifications for Library Consulting Services by the City of Carpinteria issued last November, MJ Gómez Associates was selected "to conduct an analysis of options for governance and operation of the Carpinteria and Montecito Libraries". MJ Gómez Associates worked in consultation with City Manager Dave Durflinger and members of the Carpinteria City Council Ad Hoc Library Committee and Working Group (LWG)[1] to develop a work plan consisting of a set of activities that were scheduled to be carried out over an estimated 28 week period.

This project specifically focused on library service in Santa Barbara County Library Zone 1. Under the current County library zone structure Zone 1 consists of the Santa Barbara Central library, the Eastside branch, and the Carpinteria and Montecito branches. All libraries in Zone 1 are administered by the Santa Barbara Public Library and follow policy direction established by the City of Santa Barbara.

In the last several years, the operating costs for the Carpinteria and Montecito libraries have increased significantly, primarily because of increases in administrative and materials acquisition costs. These increases resulted in growing dependence on private funds to support library services. In November 2018, the City of Carpinteria passed a sales tax measure (Measure X) which allows them to contribute considerably more to the operating cost of their library than was previously available. Over growing concern, the Carpinteria City Council appointed an Ad Hoc Library Committee that formed a working group to carefully review library operations and funding.

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[1] See Attachment 1

The goal of the City Council Ad Hoc Library Committee and Working Group, which included representatives from the Friends of the Carpinteria and Montecito libraries, was to determine if there is an operational model that could provide more local input and greater financial transparency than the current Zone 1 model. The Friends groups realized that fundraising efforts are in general a challenge, but raising private support for basic operations was becoming unsustainable. Increasing operating costs made it difficult to explain to donors why their generosity was being used for basic operations and not service enhancements.

In order to address these challenges, we studied several operating and governance options including the current model, or "status quo" which includes Carpinteria and Montecito branches as part of Zone 1, administered by the Santa Barbara Public Library. We reviewed how Carpinteria and Montecito libraries benefit operationally by continuing to remain in Zone 1. We also studied how both libraries might benefit if Carpinteria established its own municipal library and Montecito remained in Zone 1, or if Carpinteria and Montecito left Zone 1 and became part of Zone 4 (administered by the Goleta Valley Library). We also investigated how both libraries might benefit if Carpinteria established its own municipal library and created a new library zone that included Montecito as part of its service area.

Based on our analysis we conclude that the organizational framework and governance structure of Zone 1, and its related funding system, contribute to inequities for both the Carpinteria and Montecito libraries. We believe that it is in the best interest of the City of Carpinteria and library supporters in Montecito to withdraw from Zone 1 and form a separate new library zone.

To implement this recommendation, the City of Carpinteria will need to take the necessary steps to form its own municipal library and assume responsibility for the administration of a new library zone. This recommendation also requires that library supporters in Montecito seek approval from the Santa Barbara County Board of Supervisors to establish a county service area (CSA) that includes Montecito and the surrounding unincorporated areas as part of the new zone. The purpose of the CSA will be to serve as a vehicle for generating a sustainable,

guaranteed revenue source to fund library services for residents within the CSA. The current reliance on private funds raised by the Friends of the Library groups is not sustainable and does not align with the primary purpose of private support for public agencies – to enhance and increase basic services.

Our recommendation requires that the County continues to provide per capita funding no lower than $7.80 provided in fiscal year 2020-2021, including one-time funding that has been provided to address inequities. Over the short term, continued financial support from the Friends of the Montecito Library will be needed to maintain current levels of branch operations until such time that a guaranteed source of funding is identified. This recommendation further assumes that the Friends of the Carpinteria Library will continue to provide financial support to further enhance services at the branch library, but that funding for basic library operations will be provided by the City of Carpinteria.

We further recommend that the Friends of the Montecito Library and library supporters from surrounding unincorporated areas of the County, work together to create a guaranteed revenue stream by placing a library tax measure, such as a parcel tax or sales tax, on a future ballot for approval by property owners and residents within the newly established CSA. Organizers may want to consider creating a CSA that includes the City of Santa Barbara, thereby generating additional funds for the Santa Barbara Public Library, which stakeholders have said is a priority.

II.   Project Scope

The Library Consulting project began the week of March 2, 2020. Our charge was to conduct a review of possible operating and governance options for the Carpinteria and Montecito libraries, including costs related to the operation of a municipal library in Carpinteria. The need for this project was the result of years of concern by the Carpinteria City Council about escalating administrative overhead charges and allocated costs levied by the City of Santa Barbara and the rising cost of library materials. Expectations from Santa Barbara library

administration for additional revenue to support basic library operations, including private donations from Friends groups in Carpinteria and Montecito, contributed to the desire for an exploration of alternative library operating and governance structures.

As project activities began, a global pandemic spawned a national public health crisis which in turn, resulted in a shelter-in-place order for California residents. Due to the shelter-in-place order, proposed on-site project activities, such as community meetings, face-to-face focus groups, and stakeholder interviews, were modified resulting in an amended work plan. Instead of on-site, face to face events, several activities were completed using on-line video conferencing software platforms. The number of scheduled on-site, in person focus groups was reduced from 6 to 4 and also conducted virtually. And, the number of community town hall events was reduced from 2 to 1. To make up for the inability to complete several on-site activities, stakeholder interviews were increased from 11 to 24, meetings with board members representing the Friends of the Carpinteria and Montecito Libraries, focus group sessions and stakeholder interviews were conducted virtually. Lists of all stakeholder and focus group participants are attached as Attachments 2 and 3 respectively.

III.   Methodology

Our project methodology was organized around five major activities and guided by input from members of the Carpinteria City Council Ad Hoc Library Committee and Working Group and City Manager, Dave Durflinger.

First, in order to maximize our understanding about the current state of library service in Santa Barbara County, we reviewed several documents related to the organizational framework and governance structure of library service in the County (Attachment 4).

Second, we conducted over two dozen stakeholder interviews. Interviewees included current and former members of the Friends of the Carpinteria and Montecito Libraries, members of the Carpinteria City Council, current and previous members of the Santa Barbara County Board of

Supervisors, current and former members of the County Library Advisory Committee, directors from three of the four municipal libraries in the County, current and former directors of the Black Gold Cooperative Library System, legal counsel representing Local Area Formation Commission (LAFCO) in Santa Barbara County, and representatives from the California State Library.

Third, with the names of known library users provided to us by library staff from the Carpinteria and Montecito libraries, we completed four community focus groups. Focus group participants provided insight about their use of libraries in the County, their understanding of library operations, governance and funding, and aspirations for their local library. Two virtual focus groups, one in English and one in Spanish, were conducted with Carpinteria residents. In Montecito, two focus groups were conducted with local residents. One focus group consisted of seniors and a second group was comprised of parents with young children.

Fourth, we studied the operations at both libraries and compared them to the operations of California libraries of similar size, hours of operation, and population demographics. Due to the stay-in-place order, our analysis of the operations of Carpinteria and Montecito libraries was completed via staff interviews and a review of budget documents from the Santa Barbara Public Library, the County of Santa Barbara, and public library statistical data collected by the California State Library.

Finally, after receiving input from the City Council Ad Hoc Library Committee and Working Group, we are scheduled to present a draft report of our findings and recommendations at a Community Town Hall meeting on August 19th.

IV. Public Library Service Models in California

In California there are 185 "independent" public library jurisdictions, representing 1,128 facilities. Each library jurisdiction operates under one of four types of
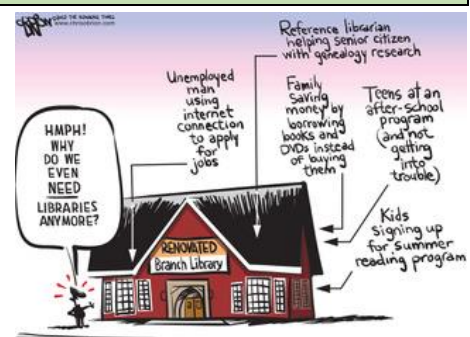
organizational structures: municipal libraries, county libraries, independent library districts, and libraries that operate under the authority of a joint powers of authority agreement. Each type is authorized under various constitutional and statutory provisions in California law. The structural and policy flexibility for each type is dependent upon the governing authority spelled out within the various provisions.

As documented in <u>California Public Library Organization, 2013</u>: *California State Library*, "county libraries are organized under the County Free Library Law. Additionally, County Service Area (CSA) Law allows for the creation of a separate legal entity, a dependent special district of the county, for library services, or a mechanism to provide financing flexibility within an existing county library system. There are 58 counties in California. Forty-five counties host county libraries, 22 of which are county general fund libraries and 23 are county dedicated property tax libraries. The only requirement under California state law for county libraries is that the library director (sometimes referred to as the County Librarian) shall have a Master of Library Science from a library school accredited by the American Library Association.

City libraries are organized under the Municipal Library Law or, for charter cities, under the constitutional "municipal affairs doctrine," and pursuant to a charter adopted by the city's voters. Under the Municipal Library Law, "a city council can create a city library system by adopting an ordinance. Alternatively, if 25% of the city's voters petition to create a city library, council members must establish a library system."[2] Municipal libraries that operate within the framework of a charter city must operate according to the provisions of the city's local charter. There are 112 municipal libraries in California.

Independent special district libraries may be organized under the following laws:
> § The Library District Law;
> § The Library and Museum District Law;
> § The Union and Unified High School District Library District Law; and

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[2] California Public Library Organization, 2013. California State Library

§ The Community Services District (CSD) Law.

There are twelve independent special district libraries in California. Blanchard Community Library in Santa Paula, Ventura County, is an example in the region of a library operating as an independent special district.

Joint Powers of Authority (JPA) libraries are organized according to an agreement between the governing boards of two or more governmental entities, pursuant to the Joint Exercise of Powers Act. A member of a JPA may also be organized as a County, City or Independent Special District Library. There are six library systems in California organized according to the provisions of a Joint Powers of Authority.

In recent years, there has been a trend for some public libraries to be operated by private, for profit companies. The major firm providing these services in the United States is Library Systems and Services. They operate twenty library systems representing eighty library facilities, with nine of those systems and forty-seven of the branches consisting of public libraries in California. The largest library system they operate is in Riverside, California, with other locations in Camarillo, Moorpark, Escondido and in other states as well. In our experience, the authority of local library boards remains in place when contracting out occurs. This process is often used as a cost-savings measure and/or as a short-term strategy to implement new or additional services.

As part of our analysis, we also reviewed funding and organizational frameworks for California public libraries that serve populations of similar size (Attachment 5). We included five libraries: Blanchard/Santa Paula, Dixon District, Monterey (City), Orland, and Paso Robles. The "peer" public libraries included in this grouping have operated successfully for many years and demonstrate that small independent municipal libraries remain feasible in California with the right financial and administrative support. These examples contributed to our conclusion that a library system, similar in size to the combined communities of Carpinteria and Montecito, can

operate independent of the Santa Barbara Public Library. A notable benefit found in each of these locally operated library systems is their ability to establish a location-specific identity and brand for the library, (as opposed to operating as branches of a larger system), and therefore, increasing the potential for greater local support. For example, Monterey (City) Public Library is the oldest public library in the State. That distinction has played a significant role in helping create a unique identity for Monterey Public Library and has contributed to a stronger sense of community pride and financial support[3] for the library and its collections.

V. Current State of Library Operations in Santa Barbara County

Typically, county-based library service models in California fall into one of two structures:

- A county library system that serves the entire county, including all municipalities and unincorporated areas, and governed by the County Board of Supervisors or;
- A county library system that serves all unincorporated areas and any municipalities within the county that have chosen to be a part of the county library system, governed by the County Board of Supervisors.

In both models, the county typically administers human resource functions and budgeting, manages county-owned facilities, and provides purchasing support for all participating libraries within the system. The library system may be governed by the Board of Supervisors or, in some cases, may be governed by a board of directors representing the various participating jurisdictions.

We analyzed and compared the Santa Barbara County operating agreement for library service delivery against various public library service models permitted under California statutes. A defining characteristic of the Santa Barbara County model, that we believe distinguishes it from other county library frameworks in California, is the lack of an assertive administrative authority

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[3] $114 per capita in FY 2018-2019 as reported by the California State Library

over library service delivery in the County.   Santa Barbara County does not operate a county library system. Instead, it contracts with the cities of Santa Barbara, Santa Maria, Lompoc, and most recently Goleta, to deliver library services in the county. Presently, the Board of Supervisors has divided the county into four library "zones", each represented and administered by the four contracted cities. Each zone operates in effect, as if it were a small municipal library system, with a main branch, and branch libraries under its administration. Each city serves as the administrative hub for each zone.

The operating agreement between the County of Santa Barbara and the four cities mentioned above assigns responsibility for the delivery of library service to each respective municipality. Each city has a Library Director who reports to the local city manager and serves as the administrator for libraries within its zone, including libraries in unincorporated parts of the County that fall within the geographic boundaries of the zone.

The Santa Barbara County operating agreement with the municipalities loosely defines specific roles and responsibilities between each city and the degree of collaboration between and among libraries in all four zones.

Specifically, the operating agreement states that *"the Library Director for each City shall plan and administer a consolidated library program in the incorporated and unincorporated areas of the respective zone. Each City agrees all library materials in its library system shall be equally available to all of the inhabitants within the zone designated to that City, regardless of the inhabitant's residence and regardless of whether the books are drawn through a branch or through each City's main library; and the interchange of books and materials will continue among all Cities regardless of the library zone in which each City is located"*.[4]

The operating agreement between the County of Santa Barbara is, in our experience, unlike any other agreement in California. Santa Barbara County essentially delegates administrative

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[4] FY 2019–2020 Executed Agreement for Operation of a County-wide Library System, County of Santa Barbara, Section 2.

responsibility for the quality and quantity of library service to each city in its role as zone administrator.

A. County Library Funding

In fiscal year 2020–2021, the County is providing financial support to each library zone based on a per capita appropriation of $7.80 for a county-wide total of approximately $3,545,825. In addition, the County approved "one-time" supplemental support totaling $658,664 to fund library operating "deficits".

The annual appropriation from the County general fund is made without a required set of performance standards, service expectations, a clear definition of allowable or eligible administrative costs, or other financial requirements such as local matching funds or a maintenance of effort clause. As a result, the quality and quantity of library service in Santa Barbara County varies from zone to zone based on the ability of each local jurisdiction to provide financial support for library service above and beyond the $7.80 per capita provided by the County.

B. Library Advisory Committee

In Santa Barbara County, the County Board of Supervisors has created a county-wide Library Advisory Committee (LAC).   Although not required by law, many county library systems have similar advisory groups that exist to provide public input on library policy, service needs and effectiveness. Ultimately, the County Board of Supervisors establishes library policy in the county.

The Santa Barbara LAC is made up of representatives from communities that have libraries operating as part of the regional library system. Each contracting city (Goleta Valley, Lompoc, Santa Barbara and Santa Maria) nominates one citizen from its community to serve as a member of the LAC. There are also community representatives from each Supervisorial district and the cities of Buellton, Carpinteria, Guadalupe, Solvang and County Service Area 3 in Goleta.

The four directors from each contracting city library also serve on the LAC. The LAC also includes a member of the County Board of Supervisors. The work of the LAC is supported by staff of the Santa Barbara County Community Services Department.

The LAC meets at least quarterly to review library services and operations, and to make recommendations to the County Board of Supervisors. Topics reviewed by the Committee include the provision of adequate library services to the inhabitants in Santa Barbara County, an annual review of the operation of the library system and the County agreement with its service providers, and recommendations to insure adequate service to branch libraries. In Santa Barbara County, the Library Advisory Committee has discussed many of the service inequities found in the library system.

C.   County Ad Hoc Committee

In October 2018, the County Board of Supervisors created a special County Ad Hoc Committee tasked with responsibility for addressing service inequities, establishing minimum service standards or benchmarks, and to look at long-term sustainable funding models. The County Ad Hoc Committee is made up of two Supervisors, each of the zone administrators, a member of the LAC, and a representative from the County Community Services Department. In April 2020, the County Ad Hoc Committee presented recommendations for minimum service standards to the Board of Supervisors. At the time, the Supervisors did not adopt the standards but instead directed County staff to come back for further review and discussion at a future date. The fiscal year 2020-2021 library budget approved by the Board of Supervisors was based on the preliminary service standard recommendations of the County Ad Hoc Committee. The full set of recommendations is expected to be presented to the County Board of Supervisors in August 2020 for their consideration and approval.

D.   Carpinteria City Council Ad Hoc Library Committee and Working Group

As part of this library consulting project, the Carpinteria City Council created a City Council Ad Hoc Library Committee and Working Group. The committee, (referenced earlier in this report as the LWG), includes two members of the Carpinteria City Council, community representatives, and members from the Friends of the Carpinteria and Montecito Libraries. The LWG served as a valuable resource for this report.

E.   Friends of the Library Groups

Library "Friends" groups exist for every municipal library in the Santa Barbara County, and in many cases, for nearly every library branch within each zone. The Santa Barbara Public Library has a "dedicated" Friends group and a Library Foundation. The Friends of the Carpinteria and Montecito Libraries are independently incorporated and not part of the Friends of the Santa Barbara Public Library group. Both groups exist to provide their local community library with financial, cultural, and political support. The Carpinteria and Montecito Friends groups, as well as other groups in the County, also serve as an important platform for public input for library service.

F.   Library Funding

Based on the current zone structure and revenue capacity within each zone, funding inequities exist in Santa Barbara County. For example, based on FY 2020-2021 "within" zone funding structures, the highest per capita expenditure rate at $55.19 exists in Zone 1, administered by the Santa Barbara Public Library. The lowest per capita expenditure is $21.40 in Zone 4, administered by the Goleta Valley Library. Over the past few years, in an effort to address service inequity among the zones, the County has provided additional financial support from the county general fund. These budgetary "fixes" have been presented as one-time solutions. The County has not yet adopted a policy to address these structural inequities as part of its overall baseline funding strategy, but the County Ad Hoc Committee is expected to present a set of recommendations to address these issues for consideration by the County Board of Supervisors in August 2020.

As a point of reference, according to data from the California State Library, in fiscal year 2018–2019, the average per capita operating expenditure from all sources, among all jurisdictions, was $56.00. The median per capita expenditure was $36.00. For comparison, it should be noted that in fiscal year 2018–2019, the highest per capita operating expenditure was $359.17 (Harrison Memorial Library/City of Carmel) and the lowest per capita expenditure was $5.61 (Victorville Public Library).

To address the funding issue, the County Ad Hoc Committee has developed a set of recommendations to establish minimum service standards across the County. The standards are based on the size of each library according to a set of criteria that categorizes each library facility as Small 1, Small 2, Medium, or Main.[5] The standards were presented to the County Board of Supervisors in April 2020 but have not yet been adopted. The standards, along with the related funding issues are expected to be considered by the Board of Supervisors in August.

The categorization by size establishes a platform on which the County Ad Hoc Committee plans to use, (and potentially implement), as a framework for funding based on minimum service standards including staffing levels, open hours, collections, programming and outreach, technology, and facilities. For fiscal year 2020–2021, the County Ad Hoc Committee concluded that an additional appropriation of $641,978 county-wide would be needed to meet the proposed minimum service standards.

To emphasize an earlier point, under the current county-wide operations model, responsibility for the delivery and quality of library service rests not with the County, but with each zone administrator, i.e., Library Directors in the cities of Santa Barbara, Goleta, Lompoc and Santa Maria. Zone administrators are also responsible for preparing budgets for each library within their respective zone. At $7.80 per capita, County funding is far too inadequate to support the full cost of library operations across all zones. In response to this financial shortfall, the County has begun providing one-time annual funding solutions to supplement its per capita allocation.

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[5] Montecito library is categorized as a "Small 2" library and Carpinteria has been categorized as a "Medium" library.

The one-time County solutions help but there is also a lack of a uniform agreement on funding levels between the cities and county branch libraries located within each respective zone.

VI.   California State Library Support and the Black Gold Cooperative Library System

A.   California State Library

The California Library Services Act (CLSA or the "Act") was created in 1977 as a statewide strategy designed to help support public library service delivery for all residents. The CLSA is predicated on a set of service principles, including one that promotes cooperation and collaboration among all public libraries. The State believes that library cooperation with and collaboration among public libraries is economically efficient and serves the interests of all Californians. Public libraries in Santa Barbara County are CLSA participants.

Programmatic provisions within the Act were created to encourage sharing of library materials among libraries through activities such as interlibrary lending, state subsidies in the form of reimbursements to libraries that are net lenders, and the establishment of cooperative library systems to help facilitate collaborative efforts on a regional basis. Over time, many of these provisions have lost whole or significant parts of state funding but the programs still exist in name, or "on the books".

B.   Black Gold Cooperative Library System

In Santa Barbara County the sharing of materials between and among the zones is facilitated by the Black Gold Cooperative Library System, one of the nine CLSA cooperative systems in the State. All public libraries in Santa Barbara and San Luis Obispo counties are members of Black Gold and participate in extensive resource-sharing. In Santa Barbara County, libraries in each of the four established zones are members of Black Gold. Each zone pays a membership fee on behalf of libraries within their zone for services that make it possible for residents to enjoy the

resources of libraries across the counties such as interlibrary delivery, the purchase and processing of library materials, including books and electronic resources, broadband infrastructure and connectivity, and a shared online library catalog that hosts the records of all library holdings and registered library cardholders.

Through membership in Black Gold, libraries agree that *"local service standards be maintained: (a) Extension of borrowing privileges by libraries to non-residents, should not adversely affect the level of service provided by the home library to its own residents. (b) No library jurisdiction may reduce or fail to maintain or improve the level of service to its residents for the purpose of placing undue reliance on the library services of neighboring library jurisdictions".[6]*

VII.   Impact of the Current County Library Organization and Governance System on Carpinteria and Montecito Libraries

Our research into the operations and governance of the Carpinteria and Montecito libraries included a review of several documents describing current service program offerings, library administration policies such as personnel, budget, and usage data from the Santa Barbara Public Library, and Santa Barbara County. We also reviewed newsletters from the Friends of the Carpinteria and Montecito libraries, and collected local community feedback regarding perceptions about the current state of library service in Carpinteria and Montecito.

Both the Carpinteria and Montecito libraries, which are located outside the boundaries of the City of Santa Barbara, currently operate as branch libraries of the Santa Barbara Public Library system and are part of Zone 1. The Carpinteria branch library is located within and primarily serves residents of the City of Carpinteria. The Montecito branch library is located in an unincorporated area of the County. Based on California State Library regulations for cooperative systems and Santa Barbara County's operating agreement with each of the zone administrators, all residents have access to all public libraries in the County.

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[6] CLSA Regulations, Sec. 20211

Santa Barbara Public Library, the administrator for Zone 1, is also a department of the City of Santa Barbara. As a city department, the Santa Barbara Public Library follows city policy and is responsible for developing and ultimately managing the budget for each library within its zone. Staff at both branch libraries are employees of the City of Santa Barbara. As administrator for library Zone 1, Santa Barbara Public Library is responsible for defining the roles, responsibilities, and service standards for libraries within its respective zone.

Funding for libraries in Santa Barbara County, across all zones, includes a mix of county, local, private, and state sources. The total fiscal year 2020-2021 estimated budget for all libraries, across all zones, from all revenue sources, totals $14,485,054, or $31.94 per capita. Twenty-four percent (24%), or $3,540,085, comes from the County general fund's contribution and is based on zone population. Among the four library zones, Zone 1, at $55.19, has the highest overall average per capita revenue. Within Zone 1, Santa Barbara Public Library (Central library and the Eastside branch) has the highest per capita revenue at $63.96 for Santa Barbara Public Library alone (excluding Carpinteria and Montecito). The fiscal year 2020–2021 per capita funding for Carpinteria is $26.94 and $21.07 for Montecito. For fiscal year 2020–2021, the County adopted a budget for library services that includes additional one-time funding of $658,664, principally to address equity issues, for a total county-wide appropriation of $4,204,489. It should be noted that in fiscal year 2018-2019, the state-wide average per capita operating expenditure was $56.00, and $36.00 was the median per capita expenditure with Carpinteria and Montecito libraries falling below each of those indicators.

This budget example illustrates how the current County library operating model has resulted in funding inequities in Zone 1. At a time when Santa Barbara Public Library sought to be more accountable for delivering balanced annual budgets for library services, equity issues were exasperated and a contributing factor to the 2018 decision by the City of Goleta to withdraw from Zone 1 and establish a new zone. At this time, similar concerns apply to stakeholders in Carpinteria and Montecito.

VIII.   Focus Group Summary

In order to gain insight and knowledge about the required fundamental components for Carpinteria and Montecito library operations, we asked residents from each community to share their opinions about and vision for their local library through virtual focus groups. With great appreciation for the help provided by Blanca Ramirez, Carpinteria Librarian/Branch Lead, and Kim Crail, Montecito Senior Library Technician/Branch Lead, we convened four focus groups, two with Carpinteria residents and two with Montecito residents, during the week of May 18th.

A total of 24 community members were invited to participate in the focus groups and we were ultimately able to engage with 19 individuals, either in person or through questionnaires. In Carpinteria, we held one focus group with English-speaking community members and one with Spanish-speaking community members conducted in Spanish. In Montecito, we held one focus group with seniors and one with parents with small children. We reviewed similar topics with each group.   The findings for community members in Carpinteria and Montecito are similar. The following is a summary of the themes that emerged from the focus groups. Additional details for each focus group appear in Attachment 3.

A.   Theme 1: Library Use Patterns

Approximately 70% of the focus group participants identified themselves as heavy library users, meaning that they visited the library at least once a week. They are savvy, knowledgeable patrons and claim to freely take advantage of other libraries in the County, either virtually or in person, not just their local branch. Stakeholders said patterns are often determined by convenience, or materials and programs offered at specific libraries. Many use their local library to pick up and return materials that they have requested from other libraries.   Many parents and educators told us that they use the library to attend children's programs, particularly the summer reading club, and to take advantage of adult programs such as book

groups and reading clubs (i.e. New Yorker reading group in Montecito). Several focus group participants stated that they enjoy using the Santa Barbara Central Library for its variety of programs and extensive collections.

B.   Theme 2: Library Management and Support

Not surprisingly, most participants are unclear about the management or organization of libraries in the County. Some participants stated that they are aware that the County of Santa Barbara and/or the City of Santa Barbara/Santa Barbara Public Library are involved to some extent in the management of the library but couldn't say specifically which entity is responsible for library service. Most participants are very aware that substantial support for the library is provided by Friends of the Library groups.

Although we did not conduct a formal scientific survey, we did ask each group to tell us how much they would be willing to spend annually to support their local branch library. In terms of financial support, some participants stated that they would prefer a tax to support their library. When we asked how much they would be willing to "tax" themselves, they stated probably no more than $25 per year annually, but they also made it clear that they would want to be assured that funding would be applied to their local library and not applied to another library or library administration.

Some participants in the Montecito focus groups support the idea of fund-raising for their local branch and see it as the most effective approach for funding the library. Many participants in the Montecito focus groups do not think a tax measure for the library would pass if placed on the ballot. One participant, familiar with the Goleta Valley Library and recently created Zone 4, suggested that Carpinteria should follow that model and create its own municipal library.

C.   Theme 3: Community Aspirations for Library Service in Carpinteria and Montecito

Generally, participants appreciate the service their library provides but would like to see those services expanded. Participants from both Carpinteria and Montecito expressed a desire for a larger, more modern, attractive and flexible library facility.   For Carpinteria, there is strong interest in additional Spanish-language materials, programs and outreach in the Hispanic community and additional programs for students, parents, seniors and teachers. For Montecito, which operates five days per week, an expanded operating schedule and fiscal stability were identified as important issues. Programming for older school-aged children and additional outreach for fund-raising was suggested as well.

IX.   Stakeholder Interviews

Although we were unable to meet in person with community and library stakeholders, we were nonetheless able to gather useful information through a series of virtual interviews.   We interviewed a wide variety of stakeholders that included seven elected or appointed officials, five library directors, board members from the Friends of the Carpinteria and Montecito Libraries, and seven current and former staff of the Santa Barbara Public Library.

The conversations revealed a number of challenging issues about the current structure of library organization and funding related to the Carpinteria and Montecito libraries. The following is a summary of the issues that stakeholders brought to our attention.

A.   Library Support

Not surprisingly, among stakeholders interviewed, we didn't find anyone who questioned the value of the public library as an important community asset. Most view the library as a public learning center and gathering place. Friends of the Library groups, both in Carpinteria and Montecito, are committed to continue raising funds to enhance library services and are willing to advocate for library services for their community but also commented about the difficulty of raising funds for basic library operations. As a result of the long-term support from the Carpinteria Friends via its used bookstore, and City Council funding support from Measure X,

the Carpinteria library now has a committed source of funding. And due to the financial support from the Montecito Friends of the Library, the Montecito library is able to remain open five days a week.

B.   Knowledge of Santa Barbara County Library Structure

Library stakeholders stated that they are not knowledgeable or familiar with details regarding their local library's organizational structure or funding.   Several stakeholders stated that the method of providing library services in Santa Barbara County is confusing and unlike libraries they've used elsewhere. Some remarked that the concept of the County contracting with cities to provide library service to small towns and unincorporated areas may have been feasible when Santa Barbara was a smaller, rural county in the 1950's, but this mechanism may no longer be an effective model in 2020. The economic, social, and political environment in Santa Barbara County is much more complex now and the financial demands for a wide variety of public services have made library funding more competitive. The County has never managed libraries as a direct public service and, therefore, some stated that it is understandable why the County may be reluctant to take on greater direct responsibility for library operations at this time. Nearly all stakeholders, however, feel the current system is effectively dysfunctional, and incapable of delivering the desired level of local library services.

C.   Financial Challenges

This project specifically focused on library service in Zone 1. Zone 1, administered by the Santa Barbara Public Library, follows policy direction set by the City of Santa Barbara. As the County's administrative partner, Santa Barbara Public Library has responsibility for managing branch libraries in the City of Carpinteria and unincorporated Montecito. Per capita baseline funding alone at $7.80 provided by the County to Santa Barbara Public Library to manage library service in Zone 1 is inadequate to fund all library operations. As a short-term remedy, the County has provided a "one-time" increase of $658,664 in fiscal year 2020–2021 to supplement its per capita base funding of $7.80 to the City of Santa Barbara and all other zones. This modest

increase will sustain the status quo, and continues to rely on significant contributions from Friends groups in Carpinteria and Montecito, but falls short of the funding needed to meet the proposed recommended minimum service standards. According to a report by the County Ad Hoc Committee an additional $641,978, county-wide, would be needed to meet the minimum service standards proposed across all library zones.

In Carpinteria, the Friends of the Library contributed $75,000, or 17% of the funding required to maintain basic library operations in fiscal year 2019-2020. Funding from the City Council in Carpinteria and the Friends have allowed the library to avoid cuts in service. Even before passage of Measure X, (the 2018 voter approved sales tax measure), the Carpinteria Friends advocated strongly for greater support from the City. The City's initial contribution included

reduced rent for a used bookstore operated by the Friends, and as requests for additional funding increased, the City Council stepped in with larger direct funding amounts, ultimately leading to a commitment to support library operations with revenue from Measure X.

City of Carpinteria Library Funding
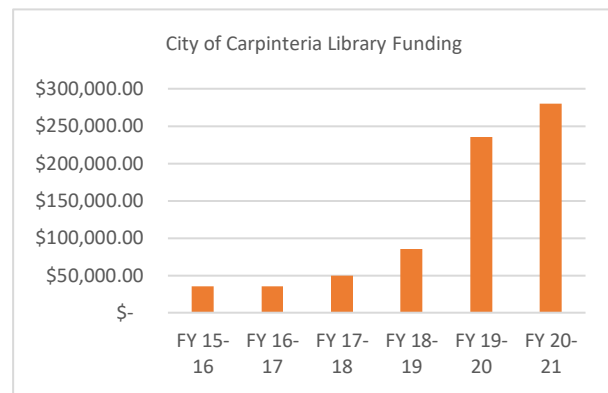
In fiscal year 2020-2021, the City of Carpinteria has budgeted $280,000, or 59% of the cost of library operations, from Measure X. To supplement County funding, the Friends of the Montecito Library have donated private funds to maintain the current 5 day per week service level for library operations. In fiscal year 2020-2021, the Friends of the Montecito Library have pledged to provide $125,000, or 31% of the funding required to maintain library operations at previous year levels.

The level of private support provided for operating expenses, particularly by the Friends of the Montecito Library, is highly unusual in public/private partnerships for public libraries. In most cases, private donations from Friends groups are used to support enhanced collections or programming, to establish an endowment, or for capital improvements, but not for basic library

operations. In situations where Friends do provide significant financial support, there is often a signed memorandum of understanding (MOU), or gift acceptance policy in place that spells out terms for the use of the donation and the relationship between the library and the donor. Neither the Carpinteria nor Montecito Friends groups have an agreement with the County (or the Santa Barbara Public Library) concerning how the funding they donate will be applied toward library operations.

D.   Desire for Financial Transparency and Local Community Input

Because of the significant level of private funding that the Friends groups are making to the Santa Barbara Public Library for the Carpinteria and Montecito library operations as well as the public funding from the City of Carpinteria, there is a heightened desire and expectation for greater financial transparency, as well as an interest in having greater input regarding library services. Stakeholders frequently told us that they were particularly concerned about increases for administrative overhead and allocated costs included in budgets by the Santa Barbara Public Library for the Carpinteria and Montecito libraries.[7] The annual operating agreement between the Santa Barbara Public Library, operating as Zone 1 administrator, and the County allows for administrative charges but does not define those charges or specify any limitations.

Stakeholders would like to see stronger policy oversight by the County regarding permissible and allowable charges that Santa Barbara Public Library can make as the Zone 1 administrator. Although Friends groups realize it is not their role to manage the libraries, fundraising efforts are challenging at a time when operating costs are rising and service levels are uncertain, both of which make it difficult to explain to donors how their generosity is being used.

E.   Santa Barbara Public Library and Branch Cost Recovery

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[7] See Attachment 6 - Incremental Donations and Administrative Charges

On a related note, a number of stakeholders remarked that they understood that the Santa Barbara Public Library had historically not recovered all of its costs for managing the branches within Zone 1. They understood that in the past, policy decisions regarding cost recovery may have been more flexible. This may have allowed Santa Barbara Public Library to deliver services within Zone 1 without full cost recovery. Presumably, these costs were absorbed by the City of Santa Barbara. Stakeholders acknowledged that, given the current public funding environment, it is not unreasonable for the City of Santa Barbara to seek to recover the cost for the services they provide. However, in this case, stakeholders felt decisions were being made without adequate notice or discussion. Stakeholders in Carpinteria and Montecito felt that they did not have the opportunity to adequately prepare for these changes. Stakeholders communicated that they felt this had a further negative impact on the relationship between Santa Barbara Public Library and library stakeholders in Carpinteria and Montecito.

F.   Relationships Between Library Stakeholders and the Santa Barbara Public Library

For any partnership to be successful there must be a common understanding about the purpose of the partnership between the parties involved. Stakeholders stated that there is not a common understanding about the nature of the partnership between key library stakeholders in Carpinteria and Montecito and the administration of the City of Santa Barbara and the Santa Barbara Public Library. Goals were often unclear and influenced opinions about the nature of their business relationship. This situation fostered increased frustration among stakeholders. Stakeholders expressed the opinion that Santa Barbara Public Library administration did not adequately acknowledge or value the financial contributions local communities were providing.

Stakeholders reported that in early 2019 library administrators from the Santa Barbara Public Library participated in a facilitated workshop that was designed to improve relations and communications between Friends of the Library groups and the Santa Barbara Public Library. Representatives from the Friends of the Carpinteria and Montecito branch libraries were also in attendance. According to an individual who attended the workshop, a list of recommendations

for improving communications between Santa Barbara Public Library administration and Friends groups was created but stakeholders told us that they were unaware of any follow-up activities related to the recommendations.

G.   Administrative Alternatives for Library Service in Carpinteria and Montecito

The library community in Santa Barbara County is well-connected and knowledgeable about local library issues. What happens in one of the library zones quickly becomes known to library operatives in other parts of the County.   For many library stakeholders it came as no surprise when the City of Goleta decided to withdraw from the Santa Barbara Public Library. Goleta's transition from operating as a branch of the Santa Barbara Public Library to an independently managed municipal library also led to the creation of a new library service zone (Zone 4) in the County. Zone 4 has been expanded to include library services to Goleta Valley, Buellton and Solvang.[8] That decision appears to have contributed to interest in similar action by Carpinteria and Montecito library stakeholders and was a factor in the decision to commission this study.

A number of stakeholders suggested that Carpinteria should follow Goleta's model and establish its own municipal library, along with a new library zone, that could include Montecito. Others suggested that Zone 4 could be further expanded to include the Carpinteria and Montecito libraries. Stakeholders were in agreement that an improved administrative relationship with Santa Barbara Public Library was desirable but were uncertain about the possibility for success due to their recent experience and therefore, did not see remaining as part of Zone 1 as a viable option at this time.

Some stakeholders pointed to the work that the County Ad Hoc Committee has started as an example of a productive process that holds potential as a strategy for identifying collaborative solutions to challenges inherent in the current zone structure and hope that it will foster better

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[8] Buellton and Solvang were previously part of Zone 1

working relationships across the County. Stakeholders cited the process as one that demonstrates how the affected parties can work successfully to achieve a common goal.

H.   Maintain Access to Resources

Stakeholders also seemed to be in universal agreement about the need for residents in their communities to continue to have access to library resources throughout the County. Currently, access is provided through membership in the Black Gold Cooperative Library System. Black Gold membership gives all libraries, not just libraries in Zone 1, access to an online catalog, inter-library delivery, access to online resources, cooperative acquisition and processing of books and other media, as well as a robust broadband infrastructure. Stakeholders expressed fear that if their library withdrew from Zone 1, the community might no longer have access to the services that Black Gold provides, including access to programs and collections provided by the Santa Barbara Public Library. The recent example by the City of Goleta demonstrates that, if Carpinteria were to establish its own municipal library, a process exists whereby resource sharing can continue. Any newly established library (or related administrative zone) in Santa Barbara County could be recognized by the California State Library and would therefore be eligible to apply for membership in Black Gold.

X.   Over-Arching Findings

From stakeholder input and our detailed analysis of the current situation we have identified several broader issues that have informed our recommendation.

Þ **Finding 1**: The County's approach to library funding has enabled financial issues between the Santa Barbara Public Library and the City of Carpinteria, the Friends of the Carpinteria Library and the Friends of the Montecito Library to become problematic.

What's Needed: A greater leadership role by the County to address the financial concerns (real or perceived) between all parties.

Þ **Finding 2**: The zone structure for library service in the County is outdated and promotes the balkanization of library service across the County.

What's Needed: Agreement on a common vision, or master plan, for twenty-first century library service in the County is prerequisite to addressing funding inequities and structural governance inefficiencies. The work of the County Ad Hoc Committee has been making progress in this area and its work should supported and expanded.

Þ **Finding 3**: There is a need for a long-term financial strategy for funding library services in the County.

What's Needed: The County should continue its efforts to develop a long-term financial strategy that addresses the need for a county-wide policy regarding administrative overhead charges and the elimination of, or an acceptable rationale for, allocated costs by the City of Santa Barbara.

Þ **Finding 4**: As the most visible public library in the County, the Santa Barbara Public Library has the ability to set the tone and serve as a leader for library cooperation and collaboration and should be encouraged to exercise this role.

What's Needed: This can happen through modeling a collaborative and cooperative service philosophy.

We understand that under typical circumstances, any recommendation that results in significant organizational change should not be made based solely on a lack of understanding, frustration, or resentment that might otherwise be resolved through mediation, greater

transparency, and enhanced communication. Nor should any major change be made based solely on personality conflicts that several stakeholders alluded to in their candid remarks to us.

But in this case, due to the historical relationship between the City of Carpinteria, the Friends of the Carpinteria and Montecito Library groups and the Santa Barbara Public Library, we conclude that the desire of stakeholders in Carpinteria and Montecito for more local input and greater transparency in decision-making would best be met by a new organizational and governance model.

In summary, library stakeholders in Carpinteria and Montecito told us that they:

- Prefer a library governance model that provides greater local input for decision-making about library policy and funding;
- Expect the County to continue providing per capita funding that is not less than the current general fund appropriation of $7.80, and support the County Ad Hoc Committee's recommendation for an increase in per capita funding;
- Want to retain membership in the services provided by the Black Gold Cooperative Library System so residents can continue to benefit from the essential menu of support services based on a cost recovery model that is fair and equitable;
- Want to continue to support efforts by the County Ad Hoc Committee on County-wide Library Service to develop recommendations for a sustainable, county-wide library service model;
- Want an administrative re-alignment that provides greater transparency and participation in decisions affecting their local library service and;
- Want a change to the current operating structure that can be implemented soon.

XI.   Recommendation

➲ **Establish a new library zone that includes Carpinteria, Montecito, and Unincorporated Surrounding Areas of the County.**

This recommendation requires that the City of Carpinteria withdraw from Zone 1 and form its own municipal library to serve the City of Carpinteria and portions of the surrounding unincorporated areas of the County that would be included in the proposed new zone.

In this scenario:

- Montecito would be managed by the City of Carpinteria.
- Carpinteria would become the new zone (Zone 5) administrator and eventually provide library service to the surrounding unincorporated areas in the County, including Montecito.
- Montecito and the surrounding unincorporated areas served by Carpinteria would need to identify and guarantee a sustainable source of revenue for library service.

➲ Pros & Cons: We identified the following pros and cons to consider as part of our recommendation.

Pro

1. Responds to the desire for greater local decision-making input regarding library policy.
2. County Board of Supervisors can establish a new zone by majority vote.
3. Carpinteria City Council can establish a municipal library by majority vote of the Council or by petition of 25% of the City's voters.
4. Depending on the timing of a decision, this model could be put in place in fiscal year 2021-2022.
5. Carpinteria has its own revenue source to support library services in Carpinteria.

6. Campaign cost for a parcel or sales tax as a revenue source for Montecito and the surrounding unincorporated areas could be shared by a greater number of interested parties in the unincorporated surrounding areas, possibly including the City of Santa Barbara.

Con

1. Requires that the City of Carpinteria assumes responsibility for administering a new zone and operating a municipal library.
2. The creation of a CSA requires LAFCO approval which must include a funding source for the CSA.
3. Uncertainty regarding voter approval for a parcel or sales tax.
4. Requires local campaign leadership and financial support from Montecito and surrounding unincorporated areas in order to secure voter approval.
5. The required 2/3 super-majority for voter approval is a high bar to meet.
6. Difficulty in forming a coalition for a campaign.

Until such time that a guaranteed revenue stream can be secured by Montecito and the surrounding unincorporated areas of the County, this recommendation will require continued financial support from both Friends of the Library groups. In Carpinteria, financial support for basic operations from the Friends is less critical due to local sales tax revenue (Measure X) and therefore, their support could be re-directed to library programming or other capital improvements in the future. Although sustainable funding for library service in Carpinteria would come from sales tax revenue (Measure X), continued per capita funding from the County will be required. In Montecito however, financial support from the Friends of the Library will remain critical to sustain status quo operations until a stable revenue stream can be secured.

This recommendation requires the formation of a CSA that includes Montecito and the surrounding unincorporated areas of the County, and possibly the City of Santa Barbara. In Montecito and the surrounding unincorporated areas, County funding for library service at current levels, would continue until a sustainable revenue stream is identified. As a first step to

identify a sustainable revenue stream, stakeholders in Montecito and the surrounding unincorporated areas of the County would have to verify, with the help of a professional pollster, the prospects of voter approval for a library tax.

In discussions with stakeholders regarding library funding, several funding alternatives were mentioned. During our research, we learned that Santa Barbara Public Library, may be considering some type of additional revenue source to support library services. Although this has not been confirmed, stakeholders believe that a library-focused tax measure might have a better chance of being approved by a broader base of voters that includes registered voters in the City of Santa Barbara as well as voters living in surrounding unincorporated areas. Again, stakeholders in City of Santa Barbara, Montecito and other surrounding unincorporated areas of the county would have to verify, with the help of a professional pollster, that a parcel tax or possible sales tax for libraries has a chance of being approved by property owners in the CSA.[9]

If a CSA is formed and the parcel tax is approved, the County Board of Supervisors would have the authority to determine the allocation of funds to Santa Barbara, to the Montecito area, and to the surrounding unincorporated areas separately. This action would provide Montecito the funding needed to support library services in the new library zone administered by Carpinteria. Alternatively, the County Board of Supervisors could consider a county-wide sales or parcel tax to support libraries in the unincorporated areas but based on the input that we received from several stakeholders, that option seems unlikely. It is important to note that in 2016, a special LAC subcommittee reviewed the possibility of a county-wide parcel tax on the ballot but the County was advised that a county-wide parcel tax could only apply to the unincorporated areas of the county and that cities in the county would have to have separate parcel tax measures on the ballot. Alternatively, a joint power of authority district (JPA), could be created and would

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[9] Parcel tax revenue will depend on the number of parcels included (and excluded) in the CSA and requires a 66 2/3 voter approval. Revenue from a countywide sales tax at 0.25% would raise $1.9 million countywide; 0.5% increase would be $3.8 million. Sales tax requires 50 percent + 1 voter approval for passage.

have the authority to create a new taxing authority that could approach the voters for parcel tax funding. We did not explore the creation of a JPA as part of our study.

XII.   Alternative Considerations

Based on input from library stakeholders, we explored several alternative options for the operation, governance, and funding for library service in Carpinteria and Montecito. A summary of each option is presented here.

A.   Montecito Temporarily Remains with Santa Barbara Public Library (Zone 1)

The City of Carpinteria would withdraw from Zone 1 and form an independent municipal library. Montecito (and the surrounding unincorporated areas) would remain in Zone 1 and continue to be served by the City of Santa Barbara.

In this option, Montecito and the surrounding unincorporated area would remain with the Santa Barbara Public Library (Zone 1) until a new CSA is established and a guaranteed revenue stream is secured by local voters. At that point, Montecito could enter into negotiations with Carpinteria or the Santa Barbara Public Library (Zone 1) - or possibly other zone administrators - to provide library services for residents in the newly established CSA.

Carpinteria would not establish a library service relationship with Montecito before Montecito had secured a guaranteed source of revenue beyond the County per capita base. This alternative leaves Montecito in a less than desirable position. The two communities have worked together on determining the best library service alternatives for themselves. We rejected this option because it does not readily address Montecito's desire for greater financial transparency services and greater input regarding library policy.

B.   Carpinteria and Montecito Remain Part of Zone 1

In this option Carpinteria and Montecito libraries would remain in Zone 1, under the continued administration of the Santa Barbara Public Library. In order for this option to work, it would require, at the very least, a memorandum of agreement that clearly defines the responsibilities and terms of the service between the County, the City of Santa Barbara, the City of Carpinteria and the Friends of Montecito Public Library.

The benefit of this option is that there would be minimal disruption to the status quo and potentially less costly to the City of Carpinteria because it would not be responsible for the administration of a library zone or absorbing additional personnel. We dismissed this idea because it does not immediately address funding issues for the Montecito Library and may not address the fundamental relationship issues between the Friends of the Montecito Library and administration of the Santa Barbara Public Library.

C.   Expand Zone 4 (Goleta) to Include Carpinteria and Montecito

Stakeholders suggested that Zone 4, currently administered by the Goleta Valley Library, could be expanded to include the Carpinteria and Montecito libraries. This option offers the potential benefit of economies of scale if Carpinteria and Montecito, with continued per capita funding from the County, contributed those funds to Goleta, thereby spreading out the cost of administrative overhead for Goleta. There also could be cost savings in aggregated purchases of materials and supplies.   This option also responds to Carpinteria and Montecito stakeholder desires for a new administrative alliance that could provide greater transparency and opportunity to shape library policy.

In discussions with Goleta representatives it became clear that as a relatively "new" library zone, Goleta Valley Library is still making adjustments to the operational and financial issues associated with the new zone that they established n 2018. Based on what we learned, an alignment with Goleta would be challenging for Goleta, and Carpinteria and Montecito at this time. Therefore, based on our investigation, we have determined that this option is not viable.

D.   Long-term Sustainable Library Funding

It's difficult to determine the feasibility of any alternative organization or governance model without considering a framework for long-term sustainable funding.   But the interest in and support for creating a new library zone serving Carpinteria and Montecito can also provide an opportunity for renegotiating current relationships with the County.   Related discussions regarding minimum service standards provide further context for consideration of different funding approaches. This option, when applied specifically to the recommendation for a new library zone, could also be leverage for a long-term sustainable solution that could benefit all library zones in the County.

Possible variations to this option include:

1.   Status quo library operations based on current County funding policy
       Funding for the new zone could include only per capita funding for Carpinteria and per capita and one-time funding for unincorporated areas in the new zone;
2.   Enhanced status quo
       Enhanced level of County funding that goes beyond a per capita formula and is based on a "minimum service standards" approach for the allocation of one-time funding for the entire zone;
3.   Long-term funding
       Funding strategy based on the adoption and implementation of county-wide minimum service standards that support all libraries in the county, achieving those minimum standards over a reasonable, or pre-determined time period with assurance of on-going County funding in the future.

In the short term, we believe that the "enhanced status quo" has the potential to benefit Carpinteria and Montecito libraries. However, as a long-term solution, the potential for success is greatest if the County and all zone administrators participated in an in-depth review of one or more of the options outlined above. These options might best be considered by the County Ad Hoc Committee in their planning.

XIII. Conclusion

Based on our analysis, we conclude that our recommendation for a new zone provides the clearest path forward for both the Carpinteria and Montecito libraries to operate in a manner that is most responsive to the needs that were voiced by the participants in this study. These needs include library services with predictable and reliable sources of income that will support the provision of services that are responsive to the unique priorities and interests of the communities served. It also addresses stakeholder concerns regarding local decisions over library policy and funding. Local control also translates into local governance and therefore, offers greater opportunity for the creation of a sustainable program of community supported library service.

The process for the City of Carpinteria to establish its own municipal library is fairly straightforward. The Carpinteria City Council can create a municipal library system by adopting an ordinance.   Alternatively, if 25% of the city's voters petition to create a city library, Council members must establish a library system. But for Montecito, due to the lack of a stable revenue stream for library services and lack of municipal governance structure, the path is not so simple. The only solution is for Montecito to secure voter approval for a stable revenue source.

During stakeholder interviews, it was suggested that a library tax might have a better chance of being approved by the voters if property owners in the City of Santa Barbara were included in the assessment area. Before any revenue can be collected to fund library service LAFCO approval is required to establish the assessment area. Getting voter approval for a new parcel or sales tax among Montecito voters will be challenging and will require significant planning, resources, including a team of experienced volunteers, to get a measure on the ballot and ultimately approved by the voters. As some stakeholders speculated, there may be a greater chance of getting voter approval through a partnership with the City of Santa Barbara on these possible funding measures but this may require the creation of a special district.

XIV. Operating Budget Scenarios

We developed various budget scenarios to accompany our recommendation. The budget that supports our recommendation is called "new zone" and is based on status quo operating levels. For further discussion, we have also included two alternative operating budget scenarios. Alternative budget two, called "minimum standards", reflects how current funding levels do, or do not meet, the proposed minimum service standards, or benchmarks, presented to the County Board of Supervisors in April 2020 with further consideration scheduled for August. The minimum service standards budget includes Friends support at fiscal year 2020-2021 levels. And budget three, ("without Friends"), also based on fiscal year 2020-2021 operating status quo, illustrates what library revenue and expense would be like without support from Friends groups. We have also developed a budget that compares the fiscal year 2020-2021 actual budget that has been approved by the County Board of Supervisors for the Carpinteria and Montecito branches, operating under the administration of Zone 1, (Santa Barbara Public Library), to the "new zone" operating budget. All budget scenarios demonstrate that financial support from the Friends is essential for supporting services at both libraries.

Each budget scenario is based on the following assumptions:

1. Continued per capita ($7.80) and one-time funding no lower than the amount approved by the County Board of Supervisors for fiscal year 2020 - 2021;
2. Libraries continue operating at fiscal year 2020 – 2021 service levels, if funding allows;
3. Zone administration charges remain at levels included in fiscal year 2020-2021 library service agreements;
4. Continued membership in the Black Gold Cooperative Library System; and,
5. Continued aspirations by County officials to have all libraries meet standards/benchmarks proposed by the County Ad Hoc Committee.

A. New Zone Operating Budget

The "new zone" operating budget is based on status quo funding and operating levels. It is based on the assumption that County per capita and one-time funding does not fall below fiscal year 2020-2021 levels and that funding from the City of Carpinteria and contributions from both Friends groups are not reduced below fiscal year 2020 - 2021 levels. Please note that Carpinteria, as zone administrator, may not receive one-time County funding (*as shown in Table A1, column 4*).

A1. NEW ZONE REVENUE						
Revenue Source	Current Carpinteria Budget	Carpinteria Proposed	Carpinteria w/out 1X Funding	Current Montecito Budget	Montecito Proposed	Notes
County Per Capita	$131,227	$131,227	$131,227	$78,718	$78,718	
County One Time	$84,932	$84,932	0	$195,918	$195,518	
City Funding	$280,000	$280,000	$280,000	$0	$0	
Friends/Donations	$31,000	$31,000	$31,000	$126,000	$126,000	Excludes $5K programming funds
Other	$11,025	$11,025	$11,025	$7,950	$7,950	Fines, etc.
Admin Revenue		$62,167	$62,167	$0	$0	
Total	$538,184	$600,351	$515,419	$408,186	$408,186	

Table A1 – New Zone Revenues with Carpinteria providing administrative services to Montecito

In the new zone expense budget, *(Table A2 below)*, both Carpinteria and Montecito would have some unassigned revenue, or reserves, available for additional services. However, without continued "one-time" County revenue of approximately $85,000, the Carpinteria library would have a deficit of approximately $26,000. For Montecito, this one-time funding, $195,518, represents 48% of the revenue, and loss of that revenue would have a significant negative impact on Montecito library operations.

A2. NEW ZONE EXPENSE BUDGET					
Expense	Carpinteria	Personnel	Montecito	Personnel	Notes
Administration	$75,000	1 FTE			Proposed new costs
Staff	$250,339	2.8 FTE	$198,507	1.9 FTE/4	
Black Gold	$39,000		$26,000		Membership cost
Materials	$97,670		$58,592		
Programming	$7,000		$5,550		
Utilities	$2,000		$2,150		
Professional Services	$6,657		$4,366		
Other	$11,084		$15,672		Contract services
Capital Improvements	$52,500	Proposed new cost	unknown		Estimate by City of Carpinteria
Sub-total			$310,837		Operating costs
Admin Fee			$62,167		20% Operating
Total	$541,250		$373,004		
Reserve with Friends Support	$59,091		$35,182		
Reserve without Friends Support	$29,091		($89,818)		

Table A2 – New Zone Expenses with Carpinteria providing administrative services to Montecito

In the new zone we have recommended additional staffing for Carpinteria to independently operate library services at both locations for an estimated cost of $75,000 for 1 FTE.

We recommend two part-time employees as follows: a .5 Library Manager and .5 Library Assistant who would be Carpinteria employees and serve as the manager and support staff for both facilities.

a. The .5 FTE manager would supervise all staff, develop and manage the process for materials acquisition and processing, represent the interests of both libraries or a new Zone at County and Black Gold meetings, work closely with appropriate staff in the City of Carpinteria, and both of the Friends groups.

b. The .5 FTE library assistant would provide support to the manager in back-of-house operations and fill in when other public service staff were not available.

c. Compensation for the .5 Library Manager is based on the average salary for a Santa Barbara Public Library Senior/Supervising Librarian salary and includes 20% benefits ($42,000/yr. + $8,400 benefits = $50,000).

d. Compensation for the .5 Library Assistant is based on Santa Barbara Public Library Library Assistant I-II with 20% benefits ($24,000/yr. + $4,800 benefits = $25,000).

e. As indicated on Table A2, public service staffing is the same number/level of staff as currently assigned. Full-time equivalent staffing level and actual number of staff members are noted.

f. Proposed public service staffing costs are based on Santa Barbara Public Library compensation/benefits. Carpinteria salaries/benefits may differ and possibly reduce costs.

g. Black Gold estimated costs provided for budgetary purposes only. Annual cost of $65,000 with 60% allocated to Carpinteria ($39,000) and 40% allocated to Montecito ($26,000).

h. The expense for library materials should include funds for *hoopla*[10], $13,200 for Carpinteria and $8,800 for Montecito, expenditures per Black Gold but also need to be confirmed.

i. Professional Services may include other services provided by Black Gold per Santa Barbara Public Library. The exact nature and use of those funds for professional services will need to be confirmed by Santa Barbara Public Library.

j. Other Services includes contract services such as Unique Collection Management, Bay Alarm Security, and funding for staff training or other special services.

k. Facilities expenses are estimates developed by the City of Carpinteria and do not reflect high, medium, low capital improvements cited by Santa Barbara LAC April 2020.[11]

l. Carpinteria's proposed administrative charge (20%) to Montecito is based on the County-wide average charge of 22.15% and is similar to Santa Barbara's administrative fees related to operating expenses (23%) but does not include charges for allocated costs. The allocated costs charged to Montecito by Santa Barbara in fiscal year 2019-2020 were approximately $23,400. Carpinteria's proposed administrative charge is based on Montecito's total operating expense and

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[10] *hoopla* is a web based library media streaming platform for audio books, comics, e-books, movies, music, and TV.
[11] Santa Barbara County Library Advisory Committee Agenda, April 1, 2020. Zone 1 Facility Needs.

has been applied as part of the total expenses for Montecito. Changes to status quo budget from 2020-2021 budget are noted in tables.

B.   Minimum Standards Operating Budget

 In the "minimum standards" scenario we have taken the proposed minimum service standards, currently under consideration by the County Board of Supervisors, and applied them to Tables B1 & B2. Both assume continued County one time funding.

B1. MINIMUM STANDARDS REVENUE BUDGET			
Revenue Source	Carpinteria	Montecito	Notes
County Per Capita	$131,227	$78,718	
County One Time	$84,932	$195,518	
City Funding	$280,000	$0	
Friends/Donations	$31,000	$126,000	
Other	$11,025	$7,950	Fines & Fees
Admin Revenue	$77,289	$0	
Total	$615,483	$408,186	

Table B1 - Revenue for Carpinteria and Montecito Meeting Minimum Standards

In this scenario, Carpinteria's expenses *(Table B2)* exceed revenues by $46,394 with Friends support. Montecito's expenses exceed revenue by $55,497, even with continued current levels of support totaling $125,000 from the Friends of the Montecito Library.

B2. MINIMUM STANDARDS EXPENSE BUDGET					
Expense	Carpinteria	Personnel	Montecito	Personnel	Notes
Administration	$75,000	1 FTE			
Staff	$325,339	4.2 FTE	$228,507	2.8 FTE/6	
Black Gold	$39,000		$26,000		Membership
Materials	$97,670		$58,592		
Programming	$37,707		$36,257		
Utilities	$2,000		$2,150		
Professional Services	$6,657		$4,366		
Other	$11,084		$15,672		Contract Services
Tech/Facilities	$14,900		$14,900		
Capital Improvements	$52,500		Unknown		Estimate by City of Carpinteria
Sub-Total			$386,444		Operating costs
Admin Fee			$77,289		20% Operating
Total	$661,857		$463,683		
Reserve with Friends Support	($46,394)		($55,497)		
Reserve without Friends Support	($76,394)		($180,497)		

Table B2 – Expense for Carpinteria and Montecito Meeting Minimum Standards

Based on the minimum standards/benchmarks proposed by the County Ad Hoc Committee, we have noted additional costs are needed to meet the standards (*Table B2, above*) as follows:

- Staffing - At 2.8 FTE current staffing, Carpinteria is below the 4.2 minimum staffing by 1.4 FTE, or $75,000 additional expense to meet recommended staffing level. This shortfall was not noted in the report to the County Board of Supervisors in April 2020 but is included here as part of the anticipated staffing costs required to meet minimum standards. Montecito staffing is currently at 1.9 FTE, which is below 2.8 minimum staffing by .9 FTE or an additional $30,000.

- Service hours - Carpinteria currently operates at 47.5 hours/week. For a library designated as a "medium" library, it is above the 37 minimum hours standard for a branch of this size. Montecito currently operates at 36 hours per week and is above the 30 minimum hours for a "small II" branch recommended by the County Ad Hoc Committee.

- Materials – Currently, Carpinteria's materials budget is $4.57 per capita, Montecito' budget is $4.50 per capita. Both are slightly above the Phase II recommended standard of $4.37 per capita.

- Programming – Both Carpinteria and Montecito are each below the recommended standard by $30,707.

- Technology – Both Carpinteria and Montecito are each below recommended standard by $13,000.

- Facilities – Based on the County Ad Hoc Committee's minimum standards, both Carpinteria and Montecito are each below standard by $1,900.

C.   Status Quo Operating Budget Without Support from the Friends

Private support from both Friends groups, especially the Montecito Friends, plays a significant role in the operation of both libraries. We thought it would be valuable to analyze what the impact would be on library operations without Friends support (*Table C1*). In this scenario, assuming continued County support, modest general non-Friends donations of $1,000 are included for each library. Carpinteria would be able to provide status quo service levels but they would end up with a limited amount of unbudgeted revenue (reserves) totaling $14,671.[12]

Without financial support from the Friends, this scenario is even more challenging for Montecito. Services must be significantly reduced to come close to breaking even. Without Friends support, there would be a projected deficit of $3,234, with total revenues at $283,186 and total expenses at $286,420. Both service hours and materials expenditures would have to be reduced to minimal acceptable levels proposed by the County Ad Hoc Committee, and staffing would have to fall below the minimum staffing level.

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[12] In fiscal year 2020-2021, the City of Carpinteria is increasing its contribution to the library by $45,000, thereby reducing the anticipated contribution by the Carpinteria Friends from $75,000 in fiscal year 2019-2020 to $30,000 in fiscal year 2020-2021.

C1. STATUS QUO REVENUE BUDGET WITHOUT FRIENDS SUPPORT			
Revenue	Carpinteria	Montecito	Notes
County Per Capita	$131,227	$78,718	
County One Time	$84,932	$195,518	
City Funding	$280,000		
Donations	$1,000	$1,000	Not from Friends
Other	$11,025	$7,950	Fines & Fees
Administration	$47,737		
Total	$555,921	$283,186	

Table C1 – Revenue Estimates for Carpinteria and Montecito without support from the Friends

Using the status quo as the base (*Table C2 below*), the operating budget without Friends support would result in the following scenario:

- Carpinteria's operating revenue would be reduced by $30,000 and Montecito's operating revenue would be reduced by $125,000;

- Montecito's service hours would be reduced 17% from 36 to 30 hours. Thirty (30) hours is the County Ad Hoc Committee's recommended minimum number of service hours for a "Small II" branch;

- Montecito's staffing would be reduced by 17% - from 1.9 FTE to 1.6 FTE, well below the 2.8 FTE staffing benchmark recommended by the County Ad Hoc Committee, representing an overall cost reduction of $33,746 from the minimum staffing expense of $198,507;

- Montecito materials would be reduced from $4.50/capita to $2/capita, putting their materials budget well below the County Ad Hoc Committee's recommended formula of $4.37 per capita – the bare minimum level (10,092 population x $2 = $20,184, cost reduction of $38,408).

C2. STATUS QUO EXPENSE BUDGET WITHOUT FRIENDS SUPPORT					
Expense	Carpinteria	Personnel	Montecito	Personnel	Notes
Administration	$75,000	1 FTE			
Staff	$250,339	2.8 FTE	$164,761	1.6 FTE/3	
Black Gold	$39,000		$26,000		Membership
Materials	$97,670		$20,184		
Programming	$7,000		$5,550		
Utilities	$2,000		$2,150		
Professional Services	$6,657		$4,366		
Capital Improvements	$52,500		Unknown		Estimate by City of Carpinteria
Other	$11,084		$15,672		Contract Services
Sub-Total			$238,683		Operating costs
Admin Fee			$47,737		20% Admin Fee
Total	$541,250		$286,420		
Reserve	$14,671		($3,234)		

Table C2 – Expense Budget for Carpinteria and Montecito without support from the Friends

D.   Comparison of Fiscal Year 2020 – 2021 Actual and New Zone Proposed Budgets

This budget compares the fiscal year 2020-2021 actual budgets recently approved by the County Board of Supervisors (*Column 2*) for the Carpinteria and Montecito (*Column 4*) branches under Zone 1 (Santa Barbara Public Library) with the proposed "new zone" operating budget and includes per capita and "one-time" County funding.

D1. COMPARISON OF STATUS QUO REVENUE TO NEW ZONE REVENUE				
Revenue	Carpinteria 2020-2021	Carpinteria "New Zone"	Montecito 2020-2021	Montecito "New Zone"
County Per Capita	$131,227	$131,227	$78,718	$78,718
County One Time	$84,932	$84,932	$195,518	$195,518
Carpinteria Funding	$280,000	$280,000	0	0
Friends/Donations	$31,000	$31,000	$126,000	$126,000
Other	$11,025	$11,025	$7,950	$7,950
Admin Revenue	0	$62,167	0	0
Total	**$538,184**	**$600,351**	**$408,186**	**$408,186**

Table D1   - Comparison of current status quo revenue to "new zone" revenue

The primary difference in revenue between the two budgets is that Carpinteria is projected to receive $62,167 from Montecito to recover some of Carpinteria's management costs for its own

municipal library. One-time County funding of $84,932 for Carpinteria is also included in the proposed budget.

D2. COMPARISON OF CURRENT STATUS QUO EXPENSE TO NEW ZONE EXPENSE				
Expenses	Carpinteria 2020-2021	Carpinteria "New Zone"	Montecito 2020-2021	Montecito "New Zone"
Administration		$75,000		
Staff	$250,339	$250,339	$198,507	$198,507
Black Gold (1)	$36,616	$39,000	$25,132	$26,000
Materials	$97,670	$97,670	$58,592	$58,592
Programming	$7,000	$7,000	$5,550	$5,550
Utilities	$2,000	$2,000	$2,150	$2,150
Prof Services	$6,657	$6,657	$4,366	$4,366
Other	$11,084	$11,084	$15,672	$15,672
Capital		$52, 500[13]		
Admin Charge (2)	$126,857		$98,240	$62,167
Total	$538,223	$541,250	$408,209	$373,004

Table D2   - Comparison of current status quo expense budget to "new zone" expense budget

The main difference in expenses is that Carpinteria is assuming a $75,000 expense to support management staff (Two .5 FTE) for the Library.   The Black Gold fees (1) are slightly higher in the "new zone" expense budget. The amount presented in the new zone budget was an estimate provided by the Black Gold System. In the new zone expense budget Carpinteria would not have to pay the $126,857 administrative fee (2) to Santa Barbara Public Library. However, in the new zone expense budget we have included an administrative fee of $62,167 that Montecito would pay to Carpinteria which is less than the $98,240 administrative fee that it is being charged by Santa Barbara Public Library in fiscal year 2020-21, which represents a savings of $36,073.

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[13] Carpinteria has included an annual facilities capital/maintenance expense (2) of $52,500.

XV.   Summary

Our analysis shows that, given current funding levels, including financial support from both Friends groups, Carpinteria could manage its own municipal library and function as a new zone administrator for Montecito at status quo levels. This conclusion assumes that the County will continue its per capita and "one-time" funding at current levels. In Carpinteria, financial support will grow over time through modest increases in sales tax revenue, but in order to achieve long-term financial stability for library service in Montecito, a guaranteed source of revenue, such as a parcel or sales tax, is essential. In order to achieve minimum service standards currently being considered by the County, higher levels of funding will be required for both libraries. According to the County Ad Hoc Committee, for Carpinteria and Montecito libraries that annual amount is estimated at $121,214 to meet minimum standards for staffing ($30,000); programs ($61,414), technology ($26,000, and facilities ($3,808)[14].

During the course of this project we were consistently reminded that a key reason library stakeholders in Carpinteria and Montecito wanted to explore alternative governance and organizational options for library service was due to continued growth in administrative charges and allocated costs assigned by the City of Santa Barbara,[15]a need for more transparency regarding those charges, and a desire for more local input over local library policy and direction.

The current operating system has been enabled by the limited administrative oversight exercised by the County. The County's current administrative responsibilities have been delegated to the four cities that manage each of the County administrative zones and an annual per capita appropriation for library service delivery, but not much more at this time. Much of the confusion and tension that gave birth to the decision by Carpinteria and the Friends of the Montecito Library to explore alternative operating arrangements, is the result of a lack of clarity about the authority that zone administrators have and the absence of a clear long range vision

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[14] This total does not include the capital maintenance/improvement expense estimated by Carpinteria.

[15] See Attachment 6

for library service in the County. Discussions by the County Ad Hoc Committee regarding service standards and benchmarks will, in our opinion, provide some clarity about County funding for library service but will not address the need for a county-wide service strategy. In order to address these issues, the County must decide whether or not it wants to provide leadership to address them.

XVI. Next Steps

Depending on the option that is selected, several steps will be required to plan a smooth and successful outcome for the City of Carpinteria and Carpinteria and Montecito library advocates and their communities.

1. Action by Carpinteria City Council to create an independently managed municipal library to be in operation as of July 1, 2021 or subsequent date;
2. Support for creation of new library zone from the County Board of Supervisors;
3. Carpinteria pursues membership with Black Gold Cooperative Library System and coordinates with California State Library for recognition (earliest deadline is September 1, 2020, waiver of deadline is possible);
4. Carpinteria and Montecito notify the County of their intent to withdraw from Zone 1 (six months advance notice required);
5. City of Carpinteria recruits for Library Manager and/or Carpinteria City staff to negotiate with County and City of Santa Barbara on boundaries of new service zone, establish city library organization and work with City of Santa Barbara on employee transition;
6. A professional poll must be conducted among property owners in Montecito and the surrounding unincorporated areas to determine their willingness to support a library tax and to identify the "sweet spot" regarding how much they'd be willing to tax themselves (Note: this polling should be done early in this process to determine the feasibility of a reliable revenue source as well as the potential participation of the City of Santa Barbara);

7. Advocates in Montecito and/or other participants will need to prepare an application to LAFCO of Santa Barbara County, seeking approval to establish a CSA;

8. Advocates will need to seek approval from the County Board of Supervisors to develop and place a tax measure on the ballot including a strategy for a successful campaign;

9. Notify the Board of Elections (generally 120 days before the election).

Note that some of the initial organizational activities of establishing a municipal library for Carpinteria could be contracted out for efficiency and timeliness until permanent organization and staff are in place.

XVII. Epilogue

Although a more detailed analysis of this issue was beyond the scope of the project, we could not avoid asking ourselves whether or not the County could benefit by appointing a library contract administrator who could help ensure that their financial investment in library service is meeting the needs of county residents. The library contract administrator could also be instrumental in facilitating fair and equitable service delivery across the zones, work with the Black Gold Cooperative Library System to negotiate for services and products with third party vendors, and help develop a future county-wide vision and strategy for public library service.

In our estimation, a County-appointed library contract administrator could play an important role in helping to address some of the macro issues that we've identified in this report. A library contract administrator could function in a role similar to the role played by a county superintendent for education…serving library zones in the way a county superintendent of education serves school districts by performing some, or all of the following library-oriented tasks:

→ Help library zones plan for and meet the evolving library needs of residents in the County

→ Serve as an advocate for and intermediary between the County and the State Library and the Institute of Museum and Library Services

→ Monitor and provide fiduciary oversight for the County's investment in library services

→ Monitor and provide oversight for fiscal stability in the library zones

→ Provide technical support and assistance to library zones

→ Ensure alignment of projected spending with services, standards and benchmarks established by the County.

Carpinteria City Council Ad Hoc Library Committee and Working Group

Hon. Fred Shaw, Carpinteria City Council

Hon. Roy Lee, Carpinteria City Council

Patricia Saley, Friends of the Montecito Library and Member of the County Library Advisory Committee

Gaby Edwards, Friends of the Carpinteria Library and Member of the County Library Advisory Committee

Dave Durflinger, City Manager, City of Carpinteria

Kevin Silk, (Former) Assistant to the City Manager, City of Carpinteria

Darcel Elliot, Chief of Staff to Supervisor Das Williams, Santa Barbara County

Jean Bailard, Vice President, Friends of the Library, Carpinteria

Robert Toledo, Board of Directors, Friends of the Library, Montecito

Lea Boyd, Board of Directors, Friends of the Library, Carpinteria

Gail Marshall, Former Member, Santa Barbara County Board of Supervisors

Catherine Overman, Former Treasurer, Friends of the Library, Carpinteria

Amrita Salm, Community Representative, Carpinteria

Stakeholder Interviews

Elected/Appointed Officials

Gregg Hart	Supervisor and Chair, Santa Barbara County Board of Supervisors
Das Williams	Supervisor, Santa Barbara County Board of Supervisors
Roy Lee	Council Member, City of Carpinteria
Fred Shaw	Council Member, City of Carpinteria
Greg Lucas	California State Librarian
Dave Durflinger	City Manager, City of Carpinteria
Kristy Schmidt	Assistant City Manager, City of Goleta

Library Directors

Jessica Cadiente	Library Director, Santa Barbara Public Library
Glynis Fitzgerald	Director of Operations, Black Gold Cooperative Library System
Allison Gray	Library Director, Goleta Valley Library
Mary Ann Housel	City Librarian, Santa Maria Public Library
Maureen Theobold	Director (Retired), Black Gold Cooperative Library System

Library Supporters

Board Members	Friends of Carpinteria Library
Gaby Edwards	President, Friends of Carpinteria Library, Santa Barbara County Library Advisory Committee, Carpinteria Representative
Board Members	Friends of Montecito Library
Pat Saley	President, Friends of Montecito Library, Santa Barbara County Library Advisory Committee, 1st Supervisorial District Representative

Current Staff – Santa Barbara Public Library

Kim Crail	Senior Library Technician/Branch Lead, Montecito Branch
Kristina Hernandez	Senior Librarian for Branch Services
Blanca Ramirez	Librarian/Branch Lead, Carpinteria Branch

Former Staff – Santa Barbara Public Library

Tara O'Reilly	Senior Library Technician (Retired), Carpinteria Branch
Suzanne Requejo	Former employee, Carpinteria Branch
Beverly Schwartzberg	Former employee, currently Library Programs Consultant, California State Library
Jody Thomas	Former employee, currently Library Programs Consultant, California State Library

Additional Interviews

Ryder Bailey	Chief Financial Officer, Department of Community Services, County of Santa Barbara
Judith Dale	Former Mayor, City of Buellton and Member of the County Library Advisory Committee
William Dillon	Interim Director/Legal Counsel, LAFCO, Santa Barbara County
Darcel Elliott	Chief of Staff, Supervisor Das Williams, Santa Barbara County Board of Supervisors
Robin Hoklotubbe	Consultant to Santa Barbara Public Library
Gail Marshall	Former Supervisor, Santa Barbara County Board of Supervisors and Member of the Carpinteria City Council Ad hoc Library Committee Working Group.

Focus Group Summary & Notes

We held four virtual focus groups, two with Carpinteria residents and two with Montecito residents, during the week of May 18th. We would like to thank Blanca Ramirez, Carpinteria Librarian/Branch Lead, and Kim Crail, Montecito Senior Library Technician/Branch Lead, for their assistance in identifying participants for these focus groups.

Although we would have preferred to meet in person with community and library stakeholders, we were able to gather useful information from our virtual interactions. We invited 24 community members to participate in these groups and we were able to engage with 19 individuals, either in person or through questionnaires. We reviewed similar topics with each group. Detailed information on each of the focus groups follows the description of Key Findings.

Key Findings organized by discussion topics

Frequency of use of the library
- Most participants are heavy users of their library, either in person or virtually, and all were strong supporters of the library

Other libraries used
- These participants are a savvy group of library users – they use a variety of libraries in the area
- Use patterns are often determined by convenience or materials or programs offered at the specific location
- Most participants use Santa Barbara Central, as well as their local branch, for variety of programs and extensive collections

Primary reason to visit the library
- Picking up materials that have been requested from other libraries is a major reason to visit the library in both Carpinteria and Montecito
- Attending programs, particularly children's programs, is a significant reason at both libraries also

How the library is funded/managed
- Most participants are not clear on management or organization of their library
- Participants are very aware of the support provided by the Friends of the Library groups
- Some participants are aware that the City of Santa Barbara and/or Santa Barbara Public Library are involved in management

- Some are aware of Goleta establishing a municipal library and recommend that approach for Carpinteria

Possible financial support for the library
- Some participants prefer a tax to support their library, probably no more than $25 per year annually, with clarity that funds are directly used for their local library
- Some participants support philanthropy/donations/fund-raising clearly dedicated to their local branch as the most effective approach for financial support
- Most participants in Montecito focus groups do not think a tax measure for the library would be successful in their community

Wishes for the library – new services, physical changes, etc.
- Many suggestions, including expanded spaces, collections, programs and outreach
- Expanded hours and fiscal stability are specifically mentioned for Montecito

Focus Group Details

Montecito Seniors: Tuesday, May 19, 2020, 9am

Participants: Frank Blue, Judy Copanas, Barbara Marx, Antonia Robertson, Heidi Rose, Pete Zodtner. Seven individuals were invited, six participated.
Frequency of use of the library (Low – 1 to High - 10)
- All see themselves as very frequent users (9-10), some are serving as volunteers, others participating in programs and using print books and e-resources

Other libraries used/primary reason to visit library
- Most use Montecito library primarily to pick up books from other libraries and attend programs

- Some use Santa Barbara Central for special materials and/or programs, parking can be an issue there
- Some use the Eastside and Carpinteria branches primarily for convenience of location

How the library is funded/managed
- Most are aware that there is significant funding from the Friends of the Montecito Library, some county funding and some administration from Santa Barbara Public Library
- One participant made the effort to research the organizational and funding structure
- One participant noted the system was "byzantine" and another who has had experience with other national and international libraries has not seen a structure like this in any other setting.

Possible financial support for the library

- Most are willing to support some kind of parcel tax, up to $100 per person although $25-$60/year per parcel seemed most reasonable
- Participants noted it is important for public to know that any funding is specifically supporting the library
- Most do not think a parcel tax measure to support the library would pass in Montecito

Wishes for the library – new services, physical changes, etc.
- Expand hours
- Expand building footprint
- Fiscal stability to insure provision of important services

Montecito Parents: Wednesday, May 20, 2pm

Participants: Kymberly Barlow, Erika Burrows, Dalina Klan, Carolina Starin, Jillian Wittman. Eight individuals were invited, five participated in the virtual focus group. Maggie Catbagan and Heidi Ludwick submitted questionnaires. Frequency of use of the library (Low – 1 to High - 10)

- Most see themselves as frequent users (8-10), with some as moderate users (6)

Other libraries used/primary reason to visit the library
- Most use the Montecito library for programs for their young children. Summer reading activities are specifically mentioned. Other uses include picking up requested books and adult programs (New Yorker reading club)
- Most noted that they appreciate that Montecito library does NOT have computers for children and provides an atmosphere that supports focus on reading. Also, children's programs at Montecito are open to all ages whereas programs at Santa Barbara Central may be age-specific (i.e. toddler story time)
- They all visit other libraries, primarily Santa Barbara Central for children's programming. They also use Santa Barbara Central if they need something immediately and/or for extensive Spanish language collection. They also visit Carpinteria and Goleta, based on program offerings and convenience.

How the library is funded/managed
- Most are aware that the library is managed by the City of Santa Barbara or the Santa Barbara Public Library, with significant financial support for the Friends of the Montecito Library
- Most participants do not want to lose children's programming at the Montecito Library, no matter who is managing it

Possible financial support for the library
- Two participants recommend private donations to support the library

- Five participants prefer a low tax ($15-$35)
- Several participants think a tax would not pass in Montecito
- One participant notes it would be important that it was clear that all funds are used in Montecito

Wishes for the library – new services, physical changes etc.
- Four participants request more programming for older school-aged children (10-14)
- Larger space, particularly in children's area
- More parking
- Earlier hours in morning
- More outreach for fund-raising

Carpinteria English-Speakers: Thursday, May 21, 4pm

Participants: Mary Lewandowski, Cassandra May Prado. Five individuals were invited, two participated. Cindy Carrillo submitted a questionnaire.

Frequency of use of the library (Low – 1 to High - 10)
- One participant is a teacher in Carpinteria, uses the library frequently when school is in session, also uses e-resources heavily year-round (4)
- One participant is a high school student and volunteer who uses the library heavily (8)

Other libraries used/primary reason to visit the library
- Student participant uses Carpinteria library exclusively
- Teacher participant uses virtual resources primarily and may use Santa Barbara Central, but it is generally not convenient
- Primary reasons for using the library are picking up requested materials and programs for their children or family members
- Board meetings and volunteer events

How the library is funded/managed
- Participants do not know specifically although both Santa Barbara Public Library and Santa Barbara County were suggested.
- Another suggestion recommends that Carpinteria follow model of Goleta and establish their own municipal library.

Possible financial support for the library
- Possibly a tax at $10/year or less
- Another suggestion is state per capita average of $58.51 up to $75/year

Wishes for the library – new services, physical changes etc.
- More materials in Spanish
- More creative, art-focused programs
- Tutoring/after-school programs for students

- Concierge service for teachers - teachers reserve materials, library staff gathers them, teachers pick up at library

<u>Carpinteria Spanish-Speakers: Saturday, May 23, 10am</u>

Participants: Maria Gonzalez, Suzanne Requejo, Lucia Torres. Four individuals were invited, three participated. Martín Gómez conducted this focus group in Spanish.

What do you like most about the Carpinteria library?
- Programs for children
- Get materials families do not have at home
- Central location that is close to schools for easy student access
- Schedule/hours open are okay

What do you like least about the library?
- Too small - Needs to be larger
- Not enough space for children
- Does not feel up-to-date, needs to be modernized
- Need more materials in Spanish, including audiobooks

Frequency of use of the library (Low – 1 to High - 10)
- One participant uses computers at the library daily (10)

Other libraries used/primary reason to visit the library
- Several participants use Eastside branch
- One participant uses Santa Barbara Central, Goleta, Santa Paula (in Ventura County)
- Participants use the library for many reasons although primary reason is to pick up materials from other libraries

How the library is funded/managed
- All participants know the library was administered by the City of Santa Barbara and the Friends of the Carpinteria Library provide support
- It was suggested that the City of Carpinteria should manage the library

Wishes for the library – new services, physical changes etc.
- Outreach to Latino community; create a library user culture within Latino community
- More children's programs and tutoring
- More programs/services for parents, teachers and seniors

Source Documents

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Peer Libraries Serving Populations Comparable to Carpinteria & Montecito

Library	Library Type	Pop.	Local Operating Income	Local %	Total Operating Income	Per Capita Operating Income	Collections	Total FTE[16]
Blanchard/Santa Paula	Special District	30,779	$844,522	79.12	$1,067,336[17]	$34.68	$40,766	9.83
Dixon District	Special District	23,193	$1,394,446	91.97	$1,516,177[18]	$65.37	$79,230	10.95
Monterey	Municipal	28,448	$3,092,706	95	$3,255,575[19]	$114.44	$170,392	23.81
Orland	Municipal	15,757	$460,351	100	$460,351	$29.52	$10,200	4.50
Paso Robles	Municipal	31,221	$1,324,832	97.9	$1,351,898	$43.30	$80,484	10.10

[16] Total Full Time Equivalents
[17] Includes $143,254 other income. Source = Grants, Endowment Earnings, Friends gifts
[18] Includes $113,295 other income. Source = (TBD)
[19] Includes $156,869 other income. Source = (TBD)

Incremental Donations & Related Administrative Charges 2015 -2020

Carpinteria Donations & Charges

Legend:
- Donations from Carpinteria Friends to SBCo
- SB Admin Fees Charged to Carpinteria
- SB Allocated Costs Charged to Carpinteria (Data not available for FY 17-18)

Montecito Donations & Charges

Legend:
- Donations from Montecito Friends to SBCo
- SBAdmin Fees Charged to Montecito Friends
- SB Allocated Costs Charged to Montecito