

11.0 SANTA CLARA COUNTY LIBRARY SERVICE AREA

The purpose of the Santa Clara County Library Service Area is to provide funding for public library services to a large portion of Santa Clara County. The Service Area includes the Cities of Campbell, Cupertino, Gilroy, Los Altos, Los Altos Hills, Milpitas, Monte Sereno, Morgan Hill, and Saratoga and the unincorporated County area. The Service Area's existing SOI is coterminous with its boundary.

11.1 HISTORY OF THE SANTA CLARA COUNTY LIBRARY

In 1912, the State legislature declared that a County Library should be created in every county of the State to serve all residents. The legislature also gave each County's Boards of Supervisors the authority to levy a property tax rate specifically for funding this purpose. Shortly thereafter, the Santa Clara County Board of Supervisors levied a tax for the establishment of the Santa Clara County Library. Cities that had municipal libraries had the choice of continuing to operate a library at their own expense or of joining the County Library. The property tax levy for the County Library was not imposed upon properties within cities that chose not to be a part of the system. Since the tax was not levied county wide, the Library has its own geographically defined tax district.

Following the passage of Proposition 13 in 1978 the Library lost approximately half of its property tax revenue. A year later the State passed AB 8, which resulted in the State redefining how the remaining property tax revenue was to be divided between county, cities, county libraries, schools, and special districts. This structure adequately funded the library until the State shifted funds in 1993-1994 from local governments to fund schools at a specified level. This created a funding constraint for the Library as property tax was the largest revenue source and this legislation resulted in a 44 percent reduction in operating revenue.

In response, the Santa Clara County Board of Supervisors initiated both the creation of a Joint Powers Authority (JPA) in order to share governance of the Library with the city members, and the creation of a County Service Area (pursuant to Government Code 25210 et seq.) for the purpose of levying a benefit assessment to provide funding for the County Library. In August 1994, LAFCO approved the County Board of Supervisor's request to create the County Service Area, as this was necessary to levy a benefit assessment. In November 1994, 68 percent of voters within the County Service Area approved an advisory measure to finance library services by levy of a benefit assessment. This benefit assessment began in 1995 and expired in 2005.

It should be noted that the only function of this County Service Area is to provide funding in the form of a benefit assessment. The creation of the County Service Area did not affect other aspects of the Library's governing structure, operations, or revenues. All other revenues (including property tax) continue to be received by and are under the authority of the JPA, which has full governing authority of the Library. The area included in the County Service Area is the same area as the Library's tax district. Specifically this includes all of the unincorporated territory in the County and the cities of

Campbell, Cupertino, Gilroy, Los Altos, Los Altos Hills, Milpitas, Monte Sereno, Morgan Hill, and Satatoga.

11.2 GOVERNING STRUCTURE OF THE SANTA CLARA COUNTY LIBRARY AND THE COUNTY LIBRARY SERVICE AREA

In 1994 the Santa Clara County Board of Supervisors initiated establishment of a Library JPA to share governance of the Library with the city members. The JPA is a separate public agency that is responsible for the development, administration, and operation of the County Library. This includes the authority to develop funding sources such as special taxes and Mello-Roos Community Facilities Districts. The members of the JPA also act as the governing body of the County Service Area and County Library and actions related specifically to the County Service Area (which are funding actions) are discussed and determined at the regularly scheduled JPA Board meetings.

The JPA Board consists of 11 members. Each city participating in the County Library selects one elected City Council member, and the Santa Clara County Board of Supervisors selects two of its members. The JPA Board meets at least four times per year in regular meetings and calls Special meetings as required. Regularly scheduled meetings are held in the months of January, April, June, and October. All meetings are held on the fourth Thursday of the month at 1:30 p.m. at the Library Administrative Offices, with the exception of June. The June JPA meeting is customarily set at the first Thursday of the month. Meeting agendas are posted on the library's website and at the administrative offices in accordance with the Brown Act. Additionally, all of the JPA meeting minutes are posted on the website along with the contact information for Board members.

11.3 FUNDING SANTA CLARA COUNTY LIBRARY SERVICES

The Santa Clara County Library has historically been funded by property taxes, State grants, Motor Vehicle in Lieu Tax, contributions from cities, and fines and fees. As detailed in Section 11.1, due to legislative changes that resulted in a reduction of revenue from property taxes, (in 1994) the County Board of Supervisors initiated the establishment of a County Library Service Area for the purpose of levying a benefit assessment to provide additional funding for the County Library. Also in 1994 voters approved an advisory measure to levy a benefit assessment to provide funding for the Library. Per the measure, the benefit assessment began in 1995 and expired in 2005.

However, in 1996 Proposition 218 was enacted, which stated that "No fee or charge may be imposed for general governmental services including, but not limited to, police, fire, ambulance, or library services, where the service is available to the public at large in substantially the same manner as it is to property owners." Hence, the passage of Proposition 218 disallowed the use of a benefit assessment to fund library services. However, Proposition 218 also states that "Any general tax imposed . . . shall continue to be imposed only if approved by a majority vote of the voters voting in an election on the issue of the imposition." Therefore, because of the voter approval in 1994 the County Library Service Area benefit assessment was allowed to continue until the June 2005 expiration date. Because the benefit assessment expired in June 2005, the County Library Service Area is no longer levying assessments and no longer has any function.

In order to continue funding library services after expiration of the benefit assessment in June 2005, the JPA formed a Community Facilities District in October 2003 pursuant to the Mello Roos Community Facilities Act of 1982. Mello Roos Districts are not subject to the requirements of Proposition 218 because they are required to be approved by a two-thirds vote of residents within the Community Facilities District area. Specifically, Government Code section 53313 states that a Mello Roos Community Facilities District may fund library services on a pay-as-you-go basis. The Community Facilities District has the sole purpose of funding Library services and is also under the authority of the JPA. Similar to the County Service Area, the Community Facilities District does not affect the governing structure of the JPA, operation of services, or revenues other than those levied by the Community Facilities District. Additionally, the area of the Community Facilities District is the same geographical area included in the County Service Area and Library tax district.

In May 2005, residents voted to continue funding of library services through the Community Facilities District at the same Special Tax rate that had been approved in 1994 for the County Service Area benefit assessment. However, an additional measure to increase funding failed to pass, receiving less than the two-thirds required approval.

Implementation of the Community Facilities District and voter approval of the Special Tax will provide funding for the continuation of library services within the same geographical area that the County Library Service Area covers. However, service delivery capacity of the County Library may be less over time because funding has not been increased.

The County Library's annual budget and annual audit are contained within the financial documents of the County. The County Library's FY 2004–2005 revenue sources (which includes the Library Service Area benefit assessment and not the Community Facilities District Special Tax) are listed below.

- Property tax: 59 percent
- Benefit assessment: 21 percent
- State grants: 6 Percent
- Motor vehicle in lieu tax: 6 percent
- Contributions from cities: 2 percent
- Fines and fees: 3 percent
- Miscellaneous (grants, contributions, and donations): 3 percent

Library services throughout California are free. However, libraries do have fees for extraordinary services such as community room rental, copy machine use, and the placement of more than three holds at one time. Libraries also charge fines for overdue and lost materials. The County Library's fines and fees schedule is reviewed periodically and approved by the JPA Board.

11.4 LIBRARY SERVICES

As mentioned previously, the County Library provides services to nine cities and the unincorporated County areas. The following list and the information in Table 11.A provide information regarding the size and scope of library services that are being provided:

- 1.7 million items in the collection
- 350 public access computers
- 9.5 million items circulated annually
- 3.3 million visitors annually
- 267,000 people with library cards
- 255 full-time equivalent positions; 440 people employed

The County Library does not own any facilities. All of the library facilities are located within cities and each city owns their respective library buildings. The County Library owns all of the furniture and equipment within the buildings including shelves, desks, chairs, computers and peripherals, telephones, security gates, self-check machines, and the collection of books and other materials. The Headquarters' Literacy Program operates out of leased facilities. The Library Headquarters contains the system-wide computer servers and telephone system, which are owned. The County Library leases its vehicles through the County Fleet Services. These vehicles include two bookmobiles, two box-trucks, two vans, and one sedan.

The County Librarian has stated that due to the universal access to libraries, residents within the geographical service boundaries do not truly delineate the service population, as many people who utilize the libraries' resources do not reside within the geographical service area of the County Library. Therefore, the County Library has not utilized land use patterns or growth projection to ascertain future service demands. The County Library has also stated that the provision of library services is resource driven. As funding, other resources, and space are available, additional materials, computers, and employees are provided.

The County Library system has a website that is updated regularly. The website contains the catalogue of 1.7 million items. It also provides well-organized information regarding many topics including each library location. The site averages 15,000 separate visits weekly. The site contains a "Contact Us" feature that is used by the public to ask questions, make suggestions, and pass along complaints or praise. Every contact receives a response from the appropriate staff member. Additionally, each community library has prominently displayed suggestion/comment cards and a deposit box. These cards are regularly received and reviewed. The library also sends a newsletter to most households in the Library Service Area.

The County Library system has received numerous awards throughout its history. Most recently, it has been rated Number 1 in the United States by Hennan's American Public Library Rating Index.

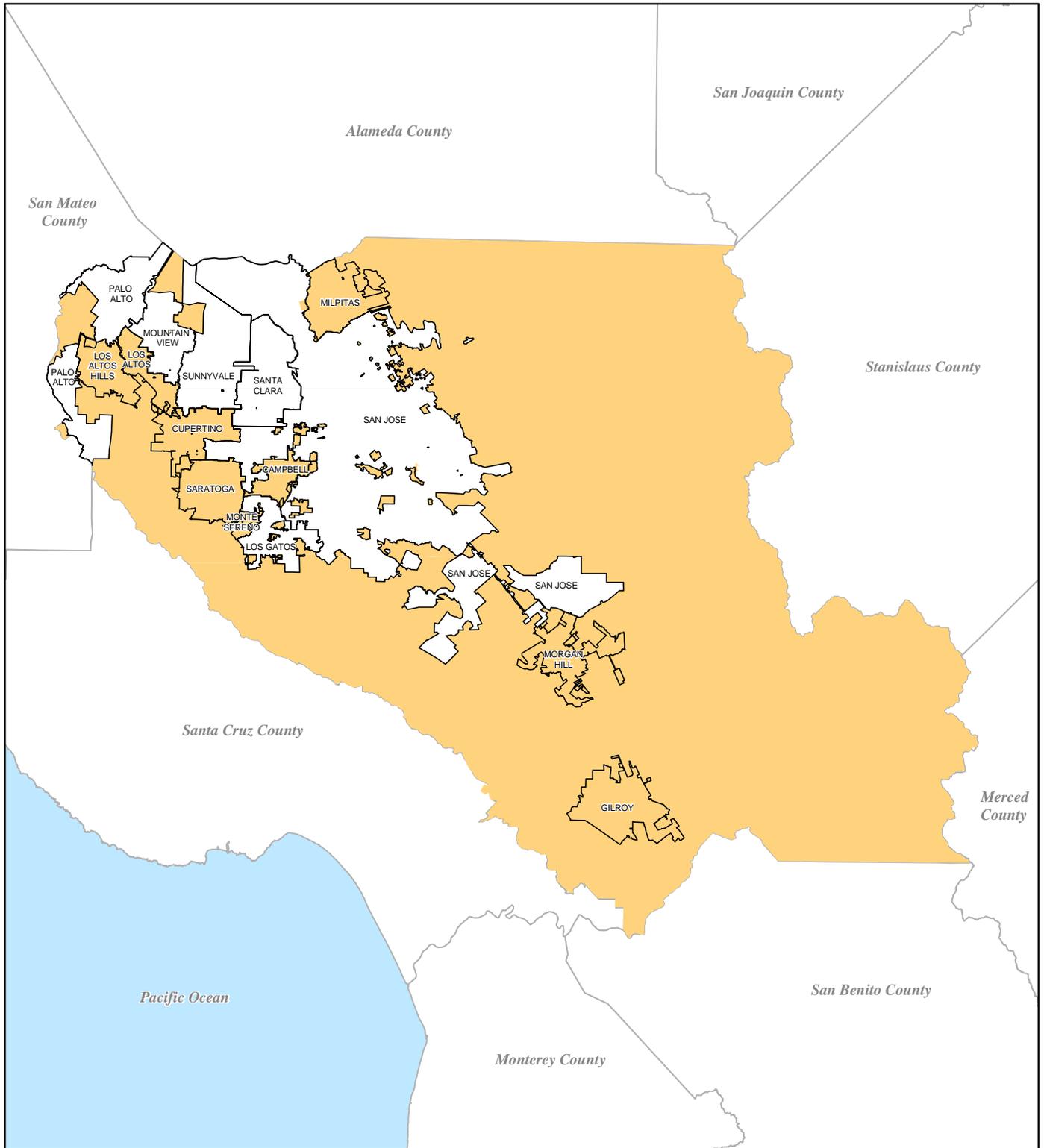
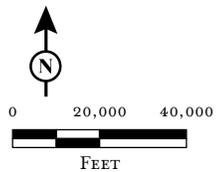


FIGURE 11.1

LSA



Legend

-  Surrounding County Boundaries
-  Library Service Area
-  Cities within Library Service Area
-  Cities outside the Library Service Area

*Santa Clara County
LAFCO Municipal Service Reviews*

Santa Clara County Library Service Area

SOURCE: Santa Clara County, Dept. of Conservation (1996)

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Table 11.A: Santa Clara County Library Information Sheet, FY 2004–2005

Library	Address	Hours Open Weekly	Building	Date Opened	Square Feet	Volumes in Collection	Size of Staff	Annual Circulation
HEADQUARTERS	14600 Winchester Blvd. Los Gatos, CA 95032	8–5 Mon–Fri	Leased warehouse	In location since 2004	23,000	6,790	52.4	11,467
BOOKMOBILE	33 stops	(biweekly)				56,011	4.5	79,562
ALUM ROCK¹	3090 Alum Rock Ave. San Jose, CA 95127	48	City owned	6/30/1978; New branch 7/9/2005	26,000	123,000	10.5	323,674
CAMPBELL	77 Harrison Ave. Campbell, CA 95008	47	City owned	2/22/1975; Remod. 1989	24,000	181,169	23.5	991,908
CUPERTINO	10800 Torre Ave. Cupertino, CA 95014	47	City owned	10/30/2004	54,000	307,006	35.0	1,711,577
GILROY	7387 Rosanna St. Gilroy, CA 95020	46	City owned	2/1/1975	12,800	147,879	18.8	454,251
LOS ALTOS	13 S. San Antonio Rd. Los Altos, CA 94022	58	City owned	5/3/1964; Remod. 1993	28,050	242,445	34.7	1,800,994
WOODLAND (L.A. Branch)	1975 Grant Rd. Los Altos, CA 94024	32	City owned	2/29/1976; Remod. 1997	4,600	48,211	Included above	Included above
MILPITAS	40 North Milpitas Blvd. Milpitas, CA 95035	53	City owned	3/1/1983	19,500	239,253	35.7	2,107,993
MORGAN HILL	17575 Peak Ave. Morgan Hill, CA 95037	46	City owned	8/19/1973	13,900	153,572	17.7	590,955
SARATOGA	13650 Saratoga Ave. Saratoga, CA 95070	50	City owned	2/1/1978; Remod. 2003	48,500	222,644	22.5	1,406,230
TOTALS						1,727,980	255.3	9,478,611

Source: Santa Clara County Library 2005.

- Staff size includes all FY 2004–2005 funded positions (coded and uncoded), including those funded by the cities for a total of 255.3 full-time employees (FTE).
 - Circulation figures are for Calendar Year 2004.
 - Collection figures are as of January 1, 2005.
 - Cupertino was in a temporary building from January through September 2004 and was closed from September 14 through October 30, 2004; circulation figures are actuals for the calendar year.
 - Headquarters includes administrative, business office, stores (18.25 FTE), outreach, collection development services (5.85 FTE), and technical services and systems (28.3 FTE).
 - The total population figure includes 36,102 persons in the unincorporated areas who are not assigned to a particular community library.
- ¹ Alum Rock ceased operation as a County Library on June 30, 2005 and began operation as a facility operated by the City of San Jose

11.5 SERVICE REVIEW DETERMINATIONS FOR THE COUNTY LIBRARY SERVICE AREA

The Service Review guidelines prepared by the State Office of Planning and Research recommend that issues relevant to the jurisdiction be addressed through written determinations called for in the CKH Act. Based on the above information, the following are the written determinations for the Library Service Area.

Infrastructure Needs and Deficiencies

1. The County Library does not own any facilities. Each city owns the library building in which the County Library operates and the County Library owns all of the furniture and equipment within the libraries.
2. There are no apparent infrastructure deficiencies within the County Library System. Many of the libraries have recently been remodeled, and two new library buildings have recently been constructed.

Growth and Population

1. The County Library has stated that many people who utilize libraries do not reside within the Library Service Area. Therefore, the County Library has not utilized land use patterns and growth projections to develop projections for service demands. The County Library provides additional materials and services as resources become available. As funding, equipment, and space are available, additional materials, computers, and employees are provided.
2. As detailed within each city's section of this service review, cities have various methods of evaluating and planning for future growth. As the cities own and develop library facilities within their urban service areas, each city utilizes different criteria and funding sources to provide library facilities as needed to adequately meet service demands.

Financing Constraints and Opportunities

1. The County Library's financing constraints limit the number of hours that each facility is open, the number of staff, and book purchases. Library services are provided based upon the financial resources that are available. Hence, with more financial resources more services could be provided.
2. In May 2005, residents voted to continue funding of library services through the Community Facilities District at the same Special Tax rate that had been approved in 1994 for the County Service Area benefit assessment. However, an additional measure to increase funding failed to pass, receiving less than the two-thirds required approval. The lack of additional funding may lead to diminished service delivery over time as the costs of providing services increase.

Cost-Avoidance Opportunities

1. The JPA allows for efficient use of resources and for coordination of service provision among the participating cities. Coordination activities, such as financing mechanisms and resource sharing could be utilized to maximize cost-avoidance opportunities.
2. The continued use of State grants and donations to provide additional services is a cost-avoidance opportunity.

Opportunities for Rate Restructuring

1. General Library services within the State are free. However, the libraries do have fees for specific services such as room rental and copy machine use, in addition to fines for overdue or lost materials. The fines and fees schedule is reviewed periodically by the JPA Board.
2. The provision of most library services are free. Therefore, minimal opportunity exists for rate restructuring.

Opportunities for Shared Facilities

1. The governing structure of the JPA and coordination among the cities provide for ample opportunity to share library facilities and resources.

Government Structure Options

1. The role of the County Library Service Area was simply to provide financing through the levy of benefit assessments. Due to implementation of Proposition 218 and because the voter-approved assessment expired in June 2005, the County Library Service Area no longer has legal authority to levy benefit assessments and has no function. Therefore, it may be appropriate for the County Board of Supervisors and JPA to consider dissolution of the County Library Service Area.
 - A. The advantage of dissolving the Library Service Area would be eliminating a County Service Area that has no function, as it does not have authority to levy benefits and it does not directly provide services.
 - B. There are no apparent disadvantages to dissolving the Library Service Area. If dissolution were to occur, no change to service provision, governing structure, or revenues would result.
2. Based on the current provision of service, it is reasonable to conclude that library services can continue to be provided under the governance of the JPA.

Evaluation of Management Efficiencies

1. The County Library has received numerous awards throughout its history. Most recently, the County Library was rated Number 1 in the United States by Hennen's American Public Library Rating Index.
2. The Library's annual budget and accounting practices are audited annually.

Local Accountability and Governance

1. All JPA meeting agendas are noticed in accordance with the Brown Act.
2. The County Library's website is updated regularly and contains information that includes JPA meeting agendas and minutes, contact information for the JPA members, and a "contact us" feature to which all comments or questions receive a response.
3. Each library branch has a suggestion/comment box, which is received and reviewed regularly.
4. The County Library regularly produces and mails a newsletter to households within the service area. The newsletter is also posted on the County Library's website.

11.6 SOI RECOMMENDATION FOR THE COUNTY LIBRARY SERVICE AREA

Current SOI Boundary

The County Library Service Area's existing SOI is coterminous with its boundary. The County Library Service Area includes the Cities of Campbell, Cupertino, Gilroy, Los Altos, Los Altos Hills, Milpitas, Monte Sereno, Morgan Hill, and Saratoga and the unincorporated County area.

SOI Recommendation

The role of the County Library Service Area is to provide financing through the levy of benefit assessments. Due to implementation of Proposition 218 and because the voter-approved assessment expired in June 2005, the County Library Service Area no longer has legal authority to levy benefit assessments and has no function. To continue providing County Library services within the same geographical area, the JPA formed a Community Facilities District and the voters approved a Special Tax to provide funding. Due to these changes, it would appear appropriate for the County Board of Supervisors and JPA to consider dissolution of the County Library Service Area. For the same reasons, a zero SOI is recommended for the County Library Service Area. A zero SOI, which includes no territory, assumes that the function of the agency should be (or is in this case) reassigned to another entity and that the agency be dissolved.

11.7 SOI DETERMINATIONS FOR THE COUNTY LIBRARY SERVICE AREA

As detailed in Section 1.1.2, Government Code section 56425 requires written determinations with respect to the following four factors to update an agency's SOI. Based upon the information above, the following determinations are provided to update the existing County Library Service Area SOI.

1. The Present and Planned Land Uses in the Area, Including Agricultural and Open-Space Lands

The Service Area encompasses nine cities and all of the unincorporated areas within the County. The area contains a wide range of land uses, including all types of urban uses to large areas of hillside, open space, and agricultural uses. Generally, unincorporated areas within the County are designated Rural County. Development within the cities ranges from fully developed urban areas to expansive hillside, open space, and agricultural lands.

Finding: Planned land uses throughout the County are generally similar to that of the existing uses.

2. The Present and Probable Need for Public Facilities and Services in the Area

The County is expected to experience a moderate growth rate of 1.19 percent annually through 2025. Similarly, the need for library facilities and services is expected to grow modestly in the future. Even though the County Library has stated that many people who utilize the libraries do not reside within the County Library Service Area, it can be assumed that a majority of users would reside somewhere within the County.

The County Library does not own any facilities. Each city owns the library building in which the County Library operates and the County Library owns all of the furniture and equipment within the libraries. The County Library provides additional materials and services as resources become available. As funding, equipment, and space are available, additional materials, computers, and employees are provided.

Finding: Implementation of the Community Facilities District and voter approval of the Special Tax will provide funding for the continuation of library services within the same geographical area that the County Library Service Area covers.

3. The Present Capacity of Public Facilities and Adequacy of Public Services That the Agency Provides or Is Authorized to Provide

The current provision of services provided by the County Library appears to be adequate. However, the County Library Service Area no longer has legal authority to levy benefit assessments and has no function. To continue providing County Library services within the same geographical area, a Community Facilities District was formed and a Special Tax to provide funding was approved by voters.

Finding: The County Library system has no apparent capacity or service deficiencies.

4. The Existence of Any Social or Economic Communities of Interest in the Area if the Commission Determines That They Are Relevant to the Agency

Due to the County Library's recent funding changes the County Library Service Area has no function. Due to this, there are no social or economic communities of interest that have been identified for the County Library Service Area.

Finding: There are no social or economic communities of interest that have been identified for the County Library Service Area.