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January 9, 2013 (Agenda)

January 9, 2013  
 Agenda Item 8

Contra Costa Local Agency Formation Commission (LAFCO)  
 651 Pine Street, Sixth Floor  
 Martinez, CA 94553

**Library Services Municipal Services Review**

Dear Members of the Commission:

**BACKGROUND**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires that not less than every five years, LAFCO prepare municipal service reviews (MSRs) prior to or in conjunction with sphere of influence (SOI) updates.

MSRs provide an assessment of the range and adequacy of municipal services provided in the County, and serve as an important tool for LAFCO in fulfilling its legislative mandate to coordinate the efficient and logical development of local government agencies and services. The MSR serves as a basis for the SOI updates and future boundary changes.

In 2006, the Commission approved an MSR/SOI work plan that provides for completing inaugural MSRs/SOI updates for the 19 cities and numerous special districts using consultants and LAFCO staff. The work plan involves a combination of service-specific (countywide), sub-regional, and agency-specific reviews. To date, LAFCO has completed inaugural countywide reviews covering healthcare, water/wastewater, fire/emergency, reclamation services, cemetery, parks & recreation, resource conservation, mosquito & vector control and law enforcement services. Also, LAFCO has completed sub-regional MSRs covering all cities, as well as several agency-specific MSRs.

**SUMMARY**

In November 2011, LAFCO initiated a countywide MSR covering library services. The MSR focuses primarily on services provided by the County, the City of Richmond and four County Service Areas (CSAs).

Burr Consulting Associates was hired to prepare the MSR report. The MSR process entailed distribution of an initial Request for Information (RFI), followed by a Commission workshop in July 2012 at which time the consultant presented an overview of the MSR report and received comments from the Commission.

On December 8, the Public Review Draft MSR report was released. The report was posted on the LAFCO website ([www.contracostalafco.org](http://www.contracostalafco.org)), and agencies and interested parties were made aware of the report and comment period, which ended on December 28. At the LAFCO meeting on December 12, the consultant provided an overview of the Public Review Draft MSR report and her recommendations. At that time, the Commission provided additional input. The consultant has prepared a comment log and responses, which are included with the LAFCO agenda packet (Attachment 1).

On January 9, the consultant will provide an overview of the comments received and the resulting modifications to the MSR report. The Commission will be asked to accept the MSR report (Attachment 2), adopt determinations (Attachment 3), and provide input regarding the recommended SOI updates which will be considered at a subsequent LAFCO public hearing.

## DISCUSSION

***Municipal Service Review*** - The *Library Services* MSR provides an overview of services provided by local agencies under LAFCO's purview. The report provides information relating to library services including staffing, funding, service demand, service adequacy, facilities and equipment. The report also identifies critical issues and agency challenges, and showcases best practices.

In accordance with the MSR, LAFCO must prepare written determinations relating to various factors including the following:

- Growth and population projections
- Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies
- Financial ability of agencies to provide services
- Status of and opportunities for shared facilities
- Accountability for community service needs, including governmental structure and operational efficiencies
- The location and characteristics of any disadvantaged unincorporated community within or contiguous to the SOI (*new factor*)

The determinations are presented in the attached resolution. In addition, the MSR report provides governance and SOI/boundary options as discussed below.

***Sphere of Influence Updates*** – The MSR serves as a basis for the SOI updates and future boundary changes. Regarding the agencies covered in the *Library Services* MSR, the four CSAs are candidates for an SOI update. LAFCO updated the City of Richmond's SOI in November 2009 in conjunction with the West County Sub-regional MSR.

The following summarizes the governance and SOI options for the local agencies covered in the *Library Services* MSR. Details and analysis regarding these options are presented in the MSR report.

**City of Richmond** – The MSR report did not identify any governance or SOI options for the City of Richmond library services. However, the report identified the following service alternatives:

1. Richmond has the option to join the County library system. However, Richmond Library has operated independently for 102 years, and has not proposed or expressed interest in this option.
2. Both Richmond and the County have the option of privatizing library services. The primary benefits of privatization are cost reduction—primarily due to lack of employer-paid pension benefits for employees of the private service provider—and associated opportunities to increase service levels. The primary disadvantages are reduced compensation for library employees and reduced public and government control over library operations. Neither the County nor Richmond has proposed or expressed interest in this option. Further, privatization is effectively precluded as a service alternative for Richmond through 2019 by AB 438 requirements.
3. Richmond and the County have the option of jointly planning and funding library services and facilities in their intertwined service areas in north Richmond, San Pablo and El Sobrante.

**Contra Costa County Library** - The MSR report did not identify any governance or SOI options for the County library services. However, the report identified the following service alternatives:

- See #2 and #3 above.
- The MSR report found that capital planning efforts by both the County and Richmond library services have been minimal due to a lack of funding for needed facilities. Given the number of library facilities that need replacement in west County, and the proximity of some of the library outlets, there appear to be opportunities for facility sharing that merit further study. The report recommends that LAFCO direct the County Library to conduct analysis of service areas and facility needs prior to the next MSR cycle.

**CSA LIB 2 (El Sobrante)** – The MSR report identified the following governance and SOI options:

1. Annexation and detachment of territory to better align the CSA bounds with the areas served by the El Sobrante Library as described below:
  - The Rollingwood unincorporated area is located in between the San Pablo and El Sobrante libraries, with portions of Rollingwood closer to El Sobrante and portions closer to San Pablo. A small portion of Rollingwood is within the CSA bounds, but most of Rollingwood is outside the CSA bounds. Both libraries are located within one mile of Rollingwood.
  - East Richmond Heights is a nearby unincorporated community that is outside the bounds of the CSA, and is located somewhat closer to the El Sobrante Library than to the nearest City of Richmond library.

- There are portions of northern Richmond that are located closer to the El Sobrante Library than to the nearest City of Richmond library, although most of northern Richmond is located closer to the San Pablo Library.
- Certain territory in northern El Sobrante is located closer to the Pinole Library than the El Sobrante Library. Over the years, there have been five occasions when territory has been detached from CSA LIB-2 and annexed to CSA LIB-10; these reorganizations have coincided with annexation of territory to the City of Pinole and have not reflected comprehensive attempts to realign CSA bounds with the service area.

The financial impact of reorganization of the CSA LIB-2 boundaries is unknown at this time. It is suggested that the County Library review a potential realignment of the CSA LIB-2 boundary and provide input to LAFCO.

### **CSA LIB-2 SOI Options**

1. *Retain existing coterminous SOI* – If LAFCO determines that the existing government structure is appropriate, then the existing SOI should be retained. ***Consultant recommended option.***
2. *Adjust SOI to reflect current service area* - If LAFCO determines that the CSA bounds should be adjusted to better reflect the existing service area for the El Sobrante Library, then the SOI for the CSA should be reduced in the north and increased to the south. Such an SOI would signal that LAFCO anticipates that these areas will eventually be detached from and annexed to the District.

**LAFCO Staff Recommendation:** Request input from the County Library. If the County is willing to pursue annexation/detachment, then LAFCO should adjust the SOI to facilitate such a boundary change.

**CSA LIB-10 (Pinole)** – The MSR report identified the following governance and SOI options:

1. Dissolution

Although the CSA bounds roughly approximate the service area of the Pinole Library, there are zero property taxes being allocated from nearly the entire CSA boundary area. Only one very small area within City limits is contributing property tax to the CSA. Resulting property tax revenues for the CSA are inconsequential.

Dissolution of the CSA could be accomplished in a fiscally neutral manner if LAFCO were to determine that CSA property tax revenues should be reallocated directly to the County Library.

### **CSA LIB-10 SOI Options**

1. *Retain existing coterminous SOI* - If LAFCO determines that the existing government structure is appropriate, then the existing SOI should be retained.

2. *Adopt a zero SOI* - If LAFCO determines that the CSA should be dissolved, then the SOI for the CSA should be reduced to include zero territory. Such an SOI would signal that LAFCO anticipates that the CSA will eventually be dissolved. ***Consultant recommended option.***

**LAFCO Staff Recommendation:** Request input from the County Library regarding the proposed dissolution of CSA LIB-10.

**CSA LIB-12 (Moraga)** – The MSR report identified the following governance and SOI options:

1. Dissolution

Although the CSA bounds roughly approximate the unincorporated portion of the service area of the Moraga Library, there are minimal property taxes being allocated to the CSA due to the minimal development within CSA bounds. The CSA funds only one percent of operating costs at the Moraga Library.

Dissolution of the CSA could be accomplished in a fiscally neutral manner if LAFCO were to determine that CSA property tax revenues should be reallocated directly to the County Library.

#### **CSA LIB-12 SOI Options**

1. *Retain existing coterminous SOI* - If LAFCO determines that the existing government structure is appropriate, then the existing SOI should be retained. ***Consultant recommended option.***
2. *Adopt a zero SOI* - If LAFCO determines that the CSA should be dissolved, then the SOI for the CSA should be reduced to include zero territory. Such an SOI would signal that LAFCO anticipates that the CSA will eventually be dissolved.

**LAFCO Staff Recommendation:** Request input from the County Library regarding the proposed dissolution of CSA LIB-12.

**CSA LIB-13 (Ygnacio Valley)** - The MSR report identified the following governance and SOI options:

1. Annexation of territory to better align the CSA bounds with the areas served by the Ygnacio Valley Library as described below:
  - Annexation of the Rancho Paraiso area within the Ygnacio Valley library service area as well as realignment of the boundaries to match the area served.

#### **CSA LIB-13 SOI Options**

1. *Retain existing coterminous SOI* – If LAFCO determines that the existing government structure is appropriate, then the existing SOI should be retained.

2. *Expand SOI to include the Rancho Paraiso area of interest* - If LAFCO determines that the CSA should reflect the area served, then the SOI for the CSA should be increased to include the Rancho Paraiso area of interest. Such an SOI would signal that LAFCO anticipates that the area will eventually be annexed to the CSA. ***Consultant recommended option.***

**LAFCO Staff Recommendation:** Request input from the County Library. If the County is willing to pursue annexation, then LAFCO should adjust the SOI to facilitate such a boundary change.

### **ENVIRONMENTAL ANALYSIS**

The MSR is a study, intended to serve as an informational tool to help LAFCO, local agencies and the public better understand the public service structure in Contra Costa County. The service review and determinations are a study and are Categorically Exempt under §15306, Class 6 of the California Environmental Quality Act (CEQA) Guidelines.

### **RECOMMENDATIONS**

1. Determine that the MSR project is Categorically Exempt pursuant to §15306, Class 6 of the CEQA Guidelines,
2. Consider any additional comments,
3. Accept the report with any desired changes,
4. Adopt the MSR determinations by resolution attached hereto,
5. Direct staff to prepare the Final MSR report and make it available to all affected agencies and interested parties,
6. Provide input and direction regarding SOI updates, and
7. Direct LAFCO staff to set a public hearing for February 13, 2013 to consider the SOI updates.

Sincerely,

LOU ANN TEXEIRA  
EXECUTIVE OFFICER

c: Distribution

Attachment 1- Comment Log and Responses to Comments

Attachment 2 – Final Draft MSR Report (available online)

Attachment 3 - Draft Resolution with MSR Determinations

# Log of Comments and Authors' Responses

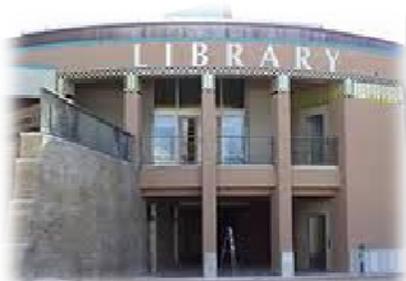
## Public Review Draft Library MSR

Comment #	Attachment #	Commenter	PRD MSR Page *	Comment (Abridged)	MSR Author's Response
1		Commissioner Mary Piepho, Dec. 12, 2012	p. 25	Expressed interest in content related to library funding ballot measures.	Added further content.
2		Commissioner Sharon Burke, Dec. 12, 2012	p. 22	Add content identifying communities without libraries, such as Alamo and Bethel Island	Added.
3		Commissioners Mary Piepho & Don Tatzin, Dec. 12, 2012	p. 72	Concerned about the property tax allocation problems for CSA LIB-10 (Pinole), and need for further explanation.	The County Auditor-Controller and CAO office were asked to research historical finance information.
4		Commissioner Don Tatzin, Dec. 12, 2012	p. 58	Review Table 5-5 for inconsistencies, particularly property tax estimates	Revised.
5		Gail McPartland, Contra Costa County Library, Dec. 10, 2012	pp. 21, 56	Correct Walnut Creek Library square footage to 42,000 sq. ft.	Revised Tables 3-5, 5-2, 5-3, and 5-4.
6	A	Wendy Lack, Public comment, Dec. 24, 2012	pp. 51-52	Include information on CCCL pension and OPEB liabilities.	The County Auditor-Controller and CAO office were asked to estimate the CCCL share of pension and OPEB liability. Results are expected by the Jan. 9 LAFCO meeting.
7			pp. 51-52	County pension costs are projected to increase 21 percent over the next three years, according to the County Administrator's FY 12-13 budget presentation. These costs have the potential to erode library services.	Noted.
8			p. 30	Regarding privatization, characterizing reduced employee compensation as a disadvantage to the public is unfounded and absurd.	Revised.

## Log of Comments and Authors' Responses

### Public Review Draft Library MSR

Comment #	Attachment #	Commenter	PRD MSR Page *	Comment (Abridged)	MSR Author's Response
9			p. 30	Regarding privatization, characterizing reduced operational control as a disadvantage should be explained. It contradicts the experience of government agencies that successfully contract for services.	Clarified.
10			p. 30	Public agencies should be encouraged to pursue privatization as a long-term cost-control strategy. CCCL and Richmond should ensure labor agreements permit privatization of services without restriction.	Noted.
11			p. 30	Privatization is a reasonable alternative. The privatization discussion is biased in favor of the status quo. The report assumes the library's primary role is to provide library workers with jobs and pensions rather than to provide the public with library services.	The report accurately notes that privatization is effectively precluded by current California law.
12			p. 50	CCCL's last strategic plan was developed in 2006. Lack of a more recent strategic plan is troubling, given fiscal challenges and the evolving role of libraries in a technologically sophisticated society.	Noted.



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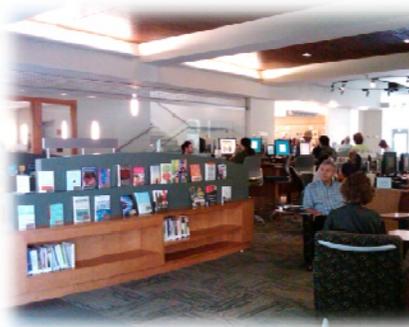
# Municipal Service Review: Library Services

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Draft Final

January 2, 2013

Contra Costa Local Agency Formation Commission





# TABLE OF CONTENTS

<b>PREFACE</b> .....	<b>IV</b>
<b>1. EXECUTIVE SUMMARY</b> .....	<b>1</b>
<b>2. LAFCO AND MUNICIPAL SERVICE REVIEWS</b> .....	<b>5</b>
LAFCO OVERVIEW .....	5
MUNICIPAL SERVICE REVIEW ORIGINS .....	6
MUNICIPAL SERVICE REVIEW LEGISLATION .....	8
SPHERES OF INFLUENCE .....	9
MSR AND SOI UPDATE PROCESS .....	10
<b>3. LIBRARY SERVICES</b> .....	<b>12</b>
PROVIDER OVERVIEW .....	12
POPULATION AND GROWTH .....	15
SERVICE DEMAND .....	16
SERVICE ADEQUACY .....	17
INFRASTRUCTURE NEEDS OR DEFICIENCIES .....	18
SHARED FACILITIES .....	22
FINANCING .....	24
GOVERNANCE & SERVICE ALTERNATIVES .....	29
MSR DETERMINATIONS .....	33
<b>4. CITY OF RICHMOND</b> .....	<b>36</b>
AGENCY OVERVIEW .....	36
LIBRARY SERVICES .....	43
AGENCY MSR DETERMINATIONS .....	47
<b>5. CONTRA COSTA COUNTY LIBRARY</b> .....	<b>49</b>
AGENCY OVERVIEW .....	49
LIBRARY SERVICES .....	54
AGENCY MSR DETERMINATIONS .....	68
<b>6. COUNTY SERVICE AREAS</b> .....	<b>70</b>
CSA OVERVIEW .....	70
CSA LIB-2 (RANCHO EL SOBRANTE) .....	71
CSA LIB-10 (PINOLE) .....	78
CSA LIB-12 (MORAGA) .....	84
CSA LIB-13 (YGNACIO VALLEY) .....	90
<b>7. SOURCES</b> .....	<b>96</b>
INTERVIEWS AND CORRESPONDENCE .....	96

## LIST OF TABLES

TABLE 1-1:	LOCAL AGENCIES REVIEWED.....	1
TABLE 1-2:	SOI UPDATE OPTIONS.....	4
TABLE 2-1:	COMMISSION MEMBERS, 2012.....	6
TABLE 3-1:	LIBRARY SERVICE CONFIGURATION.....	12
TABLE 3-2:	LIBRARY FACILITY PROVIDERS.....	13
TABLE 3-3:	POPULATION AND GROWTH RATES, 2000-30.....	15
TABLE 3-4:	WEEKLY LIBRARY HOURS BY OUTLET, FY 12-13.....	17
TABLE 3-5:	LIBRARY FACILITY CONDITION AND NEEDS.....	19
TABLE 3-6:	LIBRARY OPERATING COSTS, FY 11-12.....	26
TABLE 3-7:	LIBRARY CAPITAL FINANCE STRATEGIES.....	28
TABLE 4-1:	CITY OF RICHMOND GOVERNING BODY.....	38
TABLE 4-2:	RICHMOND LIBRARY SERVICE PROFILE.....	45
TABLE 4-3:	RICHMOND LIBRARY FACILITIES.....	46
TABLE 4-4:	RICHMOND LIBRARY RESOURCES BY OUTLET.....	47
TABLE 4-5:	RICHMOND LIBRARY FINANCES BY OUTLET.....	47
TABLE 5-1:	CCCL GOVERNING BODY.....	50
TABLE 5-2:	COUNTY LIBRARY SERVICE PROFILE.....	56
TABLE 5-3:	COUNTY LIBRARY FACILITIES.....	59
TABLE 5-4:	COUNTY LIBRARY RESOURCES BY OUTLET.....	62
TABLE 5-5:	COUNTY LIBRARY FINANCES BY OUTLET.....	65
TABLE 6-1:	CSA LIB-2 BOUNDARY HISTORY.....	72
TABLE 6-2:	CSA LIB-2 FINANCIAL INFORMATION.....	74
TABLE 6-3:	CSA LIB-2 SOI ANALYSIS.....	77
TABLE 6-4:	CSA LIB-10 BOUNDARY HISTORY.....	78
TABLE 6-5:	CSA LIB-10 FINANCIAL INFORMATION.....	81
TABLE 6-6:	CSA LIB-10 SOI ANALYSIS.....	83
TABLE 6-7:	CSA LIB-12 BOUNDARY HISTORY.....	84
TABLE 6-8:	CSA LIB-12 FINANCIAL INFORMATION.....	86
TABLE 6-9:	CSA LIB-12 SOI ANALYSIS.....	89
TABLE 6-10:	CSA LIB-13 BOUNDARY HISTORY.....	90
TABLE 6-11:	CSA LIB-13 FINANCIAL INFORMATION.....	92
TABLE 6-12:	CSA LIB-13 SOI ANALYSIS.....	94

## LIST OF FIGURES

FIGURE 4-1:	CITY LIBRARY REVENUES, FY 07-08 THROUGH FY 12-13.....	41
FIGURE 5-1:	COUNTY LIBRARY REVENUES, FY 06-07 THROUGH FY 12-13.....	53

## LIST OF MAPS

MAP 3-1:	LIBRARY SERVICE MAP.....	14
MAP 3-2:	LIBRARY DISTANCE FROM HOUSING UNITS.....	23
MAP 4-1:	CITY OF RICHMOND BOUNDARY AND SOI.....	37
MAP 6-1:	CSA LIB-2 BOUNDARY AND COTERMINOUS SOI.....	73
MAP 6-2:	CSA LIB-10 BOUNDARY AND COTERMINOUS SOI.....	79
MAP 6-3:	CSA LIB-12 BOUNDARY AND COTERMINOUS SOI.....	85
MAP 6-4:	CSA LIB-13 BOUNDARY AND COTERMINOUS SOI.....	91

## ACRONYMS

ABAG:	Association of Bay Area Governments
CCCL:	Contra Costa County Library
CEQA:	California Environmental Quality Act
CIP:	Capital Improvement Plan
CSA:	County Service Area
DUC:	Disadvantaged unincorporated community
LAFCO:	Local Agency Formation Commission
LOS	Level of Service
MAC:	Municipal Advisory Council
MSR:	Municipal Service Review
NA:	Not applicable
NP:	Not provided
SOI:	Sphere of influence

## PREFACE

Prepared for the Contra Costa Local Agency Formation Commission (LAFCO), this report is a municipal service review (MSR)—a state-required comprehensive study of services within a designated geographic area. This MSR focuses on local agencies providing library services in Contra Costa County.

### CONTEXT

Contra Costa LAFCO is required to prepare this MSR by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000, et seq.), which took effect on January 1, 2001. The MSR reviews services provided by public agencies—cities and special districts—whose boundaries and governance are subject to LAFCO. In order to provide comprehensive information on service provision, other service providers—private companies and public agencies which are not subject to LAFCO—may be addressed in this MSR, recognizing that LAFCO has no authority over these types of agencies.

### GUIDE TO DOCUMENT

This report contains an Executive Summary with an overview of key findings. Chapter 2 provides background on LAFCO and the MSR requirement. Chapter 3 provides a summary and comparison of indicators for both of the service providers. Chapters 4-6 provide more detailed information on each of the local agencies reviewed.

### CREDITS

The authors extend their appreciation to those individuals at many agencies that provided planning and financial information and documents used in this report. The contributors are listed individually at the end of this report.

Contra Costa LAFCO Executive Officer, Lou Ann Texeira, provided project direction and review. Credit for archival review and organization belongs to Lou Ann Texeira and LAFCO clerk Kate Sibley. Kristine Solseng of the Contra Costa County Conservation and Development Department prepared maps and conducted GIS analysis.

This report was prepared by Burr Consulting. Beverly Burr served as principal author.

## 1. EXECUTIVE SUMMARY

This report is a countywide Municipal Service Review (MSR) of local agencies providing library services, prepared for the Contra Costa Local Agency Formation Commission (LAFCO). An MSR is a State-required comprehensive study of services within a designated geographic area, in this case, Contra Costa County. The MSR requirement is codified in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Section 56000 et seq.). Once MSR findings are adopted, the Commission will update the spheres of influence (SOIs) of the agencies. This report identifies and analyzes SOI options for the Commission's consideration.

### SERVICE PROVIDERS

This report focuses on those local agencies that provide public library services in Contra Costa County and are under LAFCO jurisdiction, as shown in Table 1-1.

*Table 1-1: Local Agencies Reviewed*

Service Provider	Location	Facilities	Services	Financing
City of Richmond	Richmond	√	√	√
Contra Costa County Library	Countywide exc. Richmond	√	√	√
County Service Area LIB-2	Rancho El Sobrante			√
County Service Area LIB-10	City of Pinole			√
County Service Area LIB-12	Town of Moraga			√
County Service Area LIB-13	Ygnacio Valley			√

This report is the sole MSR in this cycle for each of the four county service areas (CSAs) providing library financing services. Other City of Richmond and County services have been covered in several MSR reports.

LAFCO will update the four Library CSAs spheres of influence (SOIs) at the completion of this review. LAFCO updated the SOI for the City of Richmond in 2009. LAFCO has no reason to establish an SOI for the Contra Costa County Library.

### LIBRARY FINDINGS

#### Service Demand

Municipal libraries serve not only in their traditional roles as repositories and lenders of books, films and reading materials, meeting locations and storytime venues, but also in their modern roles as society's default provider of computer and Internet access, as e-book lenders, and as web-based research and digital media access points. The library service providers in Contra Costa County have adapted to meet some of the new technology-driven demands of today's library users, but also face challenges in fulfilling rapidly evolving demands.

Just in the last five years, municipal library visits statewide have risen 13 percent. Visits to the City of Richmond Library (Richmond) outlets have increased 46 percent, and visits to the Contra Costa County Library (CCCL) outlets increased 21 percent. Similarly, use of library computers and circulation have increased significantly, and even more dramatically at the Richmond libraries than CCCL libraries. At the same time, general population has been relatively stable, growing only one percent in Richmond and three percent in the CCCL system. Technology and the proliferation of internet access have reduced demand on reference desks, with reference questions declining 20 percent statewide over the last five years.

### Service Levels

Library open hours are the primary, traditional measure of library service levels. By this measure, service levels in the County tend to be lower than the Bay Area and State as a whole. The median library outlet in the County is open 35 hours weekly. By comparison, the median library outlet in the Bay Area is open 44 hours weekly, and the median statewide is 39 hours weekly.

Service levels vary dramatically among municipal libraries within the County from a low of 18 hours weekly at the Bay Point library to a high of 60 hours weekly at the Danville and Orinda libraries. Within the CCCL system, most libraries offer a basic service level of 35 open hours weekly; higher service levels are available to libraries in cities that reimburse CCCL for the additional costs. Smaller CCCL libraries—Bay Point, Crockett, Pinole and Rodeo—are open less than 35 hours weekly. In Richmond, the Main Library is open 45 hours weekly and the two branches are open 20 hours weekly.

### Management and Accountability

The library service providers demonstrated accountability and transparency to constituents based on efforts to conduct outreach, to accept feedback, to staff advisory bodies to seek and accept guidance from the community, and to prepare and disclose financial information.

There are four County Service Areas (CSAs) that serve as library funding mechanisms in the El Sobrante, Pinole, Moraga, and Ygnacio Valley areas. Accountability to constituents within the library CSAs is constrained due to a lack of citizens advisory committees altogether.

### Facility Needs

Richmond and CCCL both own and operate library facilities in the City limits and unincorporated areas respectively. CCCL operates 19 libraries owned by other agencies—14<sup>5</sup> by cities, two by school districts and two ([Crockett and San Pablo](#)) by private companies—that are responsible for facility maintenance and capital improvements.

The Richmond Main Library and three of the County-owned library facilities—Antioch, Pleasant Hill and Rodeo—need replacement but lack funding to do so. The remainder of the County-owned libraries are in fair to poor condition and need capital improvements, but there is a similar lack of funding. Both privately-owned libraries and libraries owned by school districts in the CCCL system have unfunded replacement needs.

Among the City-owned libraries, there are five new libraries in excellent condition, five in good condition, and five in fair to poor condition. There are significant unfunded capital needs at the Concord, El Cerrito, and Moraga libraries.

### Financing

The financial ability of Richmond and CCCL to provide library services is, for the most part, minimally adequate. Available revenues per capita are significantly lower for both service providers than among Bay Area providers as a whole.

CCCL funds library operations and facilities from its ongoing revenues, which are primarily composed of property taxes but also include City contributions, grants, and fines. For funding of library operations and facilities costs, most of the cities rely on general fund sources.

Special voter-approved taxes are a funding opportunity. Statewide, 46 percent of library parcel tax ballot measures have been approved by voters in the last 30 years. Orinda relies in part on a special library parcel tax (\$39/year) approved by voters in 2008. Walnut Creek voters approved a

parcel tax in 2002, but the tax has now sunset. The cities of Hercules and Richmond, and Contra Costa County have proposed parcel taxes in the past, but the proposals were defeated by voters. The City of Oakley plans to propose a library parcel tax to its voters in 2013 to finance a proposed library relocation.

A number of library facility providers have major capital needs for which they have not identified funding sources. These include CCCL and the cities of Concord, El Cerrito, Moraga, and Richmond.

Six cities have successfully funded major library capital projects in recent years. Funding sources included State grants (Hercules and Lafayette), Foundation donations (Walnut Creek), redevelopment agencies (Lafayette and Pittsburg), voter-approved general obligation bonds (Martinez), Community Facility District taxes (Brentwood), and city general funds (Walnut Creek).

While there are significant contributions made by the El Sobrante (CSA LIB-2) and Ygnacio Valley (CSA LIB-13) CSAs to support their respective library's operating costs, the Pinole (CSA LIB-10) and Moraga (CSA LIB-12) CSAs contribute inconsequential revenue. In the case of CSA LIB-10, property tax revenues are not being allocated to the CSA in nearly the entire boundary area. In the case of CSA LIB-12, revenues are relatively low because there are very few taxable properties in the CSA boundary area.

#### Governance and Service Alternatives

The report identified library governance alternatives under LAFCO jurisdiction. These include dissolution of two of the library CSAs whose revenues provide inconsequential funding, and adjustments to two of the library CSA boundaries to better reflect the areas served by the respective library facility. Although LAFCO has the authority to establish independent library districts, the report did not identify this as a feasible alternative to the present CCCL system.

The report found that capital planning efforts by both CCCL and Richmond have been minimal due to a lack of funding for needed facilities. Given the number of library facilities that need replacement in west County and the proximity of some of the library outlets, there appear to be opportunities for facility sharing that merit further study. The report recommended that LAFCO direct CCCL to conduct analysis of service areas and facility needs prior to the next MSR cycle.

The report identified various service configuration alternatives. Such alternatives are not under LAFCO jurisdiction, but rather options that may be exercised by the various service providers.

- Cities have the options of withdrawing from the CCCL system, and starting their own libraries. However, a 1996 study found that only Concord and San Ramon could afford to withdraw. Benefits of remaining in the larger CCCL system include broader scope of library materials, shared automated systems costs, leverage in materials purchasing and avoidance of duplicated efforts. Privatization is effectively precluded as a service alternative for withdrawing cities through 2019 by AB 438 requirements, [as discussed in Chapter 3](#).
- CCCL and Richmond have the option of privatizing library services. The primary benefits of privatization are cost reduction—primarily due to lack of employer-paid pension benefits for employees of the private service provider—and associated opportunities to increase service levels. The primary disadvantages are reduced compensation for library employees and reduced public and government control over library operations. Neither CCCL nor Richmond has proposed or expressed interest in this option.

- Richmond has the option to join the CCCL system. Richmond Library has operated independently for 102 years, and has not proposed or expressed interest in this option.
- Richmond and CCCL have the option of jointly planning and funding library services and facilities in their intertwined service areas in north Richmond, San Pablo and El Sobrante. County Service Areas and library districts are LAFCO-regulated options that could be considered by the providers.

**SOI UPDATES**

This report identifies alternatives for LAFCO to consider as it updates the spheres of influence (SOIs) of the four library county service areas. An SOI is a LAFCO-approved plan that designates an agency’s probable future boundary and service area. The SOI essentially defines where and what types of government reorganizations, such as annexation, detachment, dissolution or consolidation, may be initiated. The governing bodies of local agencies and voters may initiate reorganizations so long as they are consistent with the SOIs. An SOI change neither initiates nor approves a government reorganization. If and when a government reorganization is initiated, there are procedural steps required by law, including a protest hearing and/or election by which voters may choose to approve or disapprove a reorganization. The author’s SOI recommendations are shown in Table 1-2.

*Table 1-2: SOI Update Options*

Agency	SOI Options	Author's Recommendation
CSA LIB-2 (El Sobrante)	1) Coterminous SOI 2) Adjust SOI to reflect the current service area	Coterminous SOI CCCL study service area and facility sharing opportunities by next MSR round
CSA LIB-10 (Pinole)	1) Coterminous SOI 2) Zero SOI	Zero SOI
CSA LIB-12 (Moraga)	1) Coterminous SOI 2) Zero SOI	Zero SOI
CSA LIB-13 (Ygnacio Valley)	1) Coterminous SOI 2) Increase SOI to include the Rancho Paraiso area of interest	Increase SOI to add Rancho Paraiso CCCL study service area by next MSR round

## 2. LAFCO AND MUNICIPAL SERVICE REVIEWS

This report is prepared pursuant to legislation enacted in 2000 that requires LAFCO to conduct a comprehensive review of municipal service delivery and update the spheres of influence (SOIs) of all agencies under LAFCO's jurisdiction. This chapter provides an overview of LAFCO's history, powers and responsibilities, discusses the origins and legal requirements for preparation of the municipal service review (MSR), and reviews the processes for MSR approval and SOI updates.

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### LAFCO OVERVIEW

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After World War II, California experienced dramatic growth in population and economic development. With this boom came a demand for housing, jobs and public services. To accommodate this demand, many new local government agencies were formed, often with little forethought as to the ultimate governance structures in a given region, and existing agencies often competed for expansion areas. The lack of coordination and adequate planning led to a multitude of overlapping, inefficient jurisdictional and service boundaries, and the premature conversion of California's agricultural and open-space lands.

Recognizing this problem, in 1959, Governor Edmund G. Brown, Sr. appointed the Commission on Metropolitan Area Problems. The Commission's charge was to study and make recommendations on the "misuse of land resources" and the growing complexity of local governmental jurisdictions. The Commission's recommendations on local governmental reorganization were introduced in the Legislature in 1963, resulting in the creation of a Local Agency Formation Commission, or LAFCO.

The Contra Costa LAFCO was formed as a countywide agency to discourage urban sprawl and encourage the orderly formation and development of local government agencies. LAFCO is responsible for coordinating logical and timely changes in local governmental boundaries, including annexations and detachments of territory, incorporations of cities, formations of special districts, and consolidations, mergers and dissolutions of districts, as well as reviewing ways to reorganize, simplify, and streamline governmental structure. The Commission's efforts are focused on ensuring that services are provided efficiently and economically while agricultural and open-space lands are protected. To better inform itself and the community as it seeks to exercise its charge, LAFCO conducts service reviews to evaluate the provision of municipal services within the County.

LAFCO regulates, through approval, denial, conditions and modification, boundary changes proposed by public agencies or individuals. It also regulates the extension of public services by cities and special districts outside their boundaries. LAFCO is empowered to initiate updates to the SOIs and proposals involving the dissolution or consolidation of special districts, mergers, establishment of subsidiary districts, formation of a new district or districts, and any reorganization including such actions. Otherwise, LAFCO actions must originate as petitions or resolutions from affected voters, landowners, cities or districts.

Contra Costa LAFCO consists of seven regular members: two members from the Contra Costa County Board of Supervisors, two city council members, two independent special district members, and one public member who is appointed by the other members of the Commission. There is an alternate in each category. All Commissioners are appointed to four-year terms. The Commission members are shown in Table 2-1.

**Table 2-1: Commission Members, 2012**

Appointing Agency	Members	Alternate Members
Two members from the Board of Supervisors appointed by the Board of Supervisors.	Federal Glover Mary N. Piepho	Candace Andersen
Two members representing the cities in the County. Must be a city officer and appointed by the City Selection Committee.	Don Tatzin, <i>City of Lafayette</i> Rob Schroder, <i>City of Martinez</i>	Tom Butt <i>City of Richmond</i>
Two members representing the independent special districts in the County. Must be a district governing body member and appointed by the independent special district selection committee.	Dwight Meadows, <i>Contra Costa Resource Conservation Dist.</i> Michael R. McGill, <i>Central Contra Costa Sanitary District</i>	George H. Schmidt, <i>West County Wastewater Dist.</i>
One member from the general public appointed by the other six Commissioners.	Donald A. Blubaugh	Sharon Burke

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**MUNICIPAL SERVICE REVIEW ORIGINS**

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The MSR requirement was enacted by the Legislature months after the release of two studies recommending that LAFCOs conduct reviews of local agencies. The “Little Hoover Commission” focused on the need for oversight and consolidation of special districts, whereas the “Commission on Local Governance for the 21st Century” focused on the need for regional planning to ensure adequate and efficient local governmental services as the California population continues to grow.

**LITTLE HOOVER COMMISSION**

In May 2000, the Little Hoover Commission released a report entitled *Special Districts: Relics of the Past or Resources for the Future?* This report focused on governance and financial challenges among independent special districts, and the barriers to LAFCO’s pursuit of district consolidation and dissolution. The report raised the concern that “the underlying patchwork of special district governments has become unnecessarily redundant, inefficient and unaccountable.”<sup>1</sup>

In particular, the report raised concern about a lack of visibility and accountability among some independent special districts. The report indicated that many special districts hold excessive reserve funds and some receive questionable property tax revenue. The report expressed concern about the lack of financial oversight of the districts. It asserted that financial reporting by special districts is inadequate, that districts are not required to submit financial information to local elected officials, and concluded that district financial information is “largely meaningless as a tool to evaluate the effectiveness and efficiency of services provided by districts, or to make comparisons with neighboring districts or services provided through a city or county.”<sup>2</sup>

The report questioned the accountability and relevance of certain special districts with uncontested elections and without adequate notice of public meetings. In addition to concerns about the accountability and visibility of special districts, the report raised concerns about special districts with outdated boundaries and outdated missions. The report questioned the public benefit provided by health care districts that have sold, leased or closed their hospitals, and asserted that LAFCOs consistently fail to examine whether they should be eliminated. The report pointed to service

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<sup>1</sup> Little Hoover Commission, 2000, p. 12.

<sup>2</sup> Little Hoover Commission, 2000, p. 24.

improvements and cost reductions associated with special district consolidations, but asserted that LAFCOs have generally failed to pursue special district reorganizations.

The report called on the Legislature to increase the oversight of special districts by mandating that LAFCOs identify service duplications and study reorganization alternatives when service duplications are identified, when a district appears insolvent, when district reserves are excessive, when rate inequities surface, when a district's mission changes, when a new city incorporates and when service levels are unsatisfactory. To accomplish this, the report recommended that the State strengthen the independence and funding of LAFCOs, require districts to report to their respective LAFCO, and require LAFCOs to study service duplications.

### COMMISSION ON LOCAL GOVERNANCE FOR THE 21ST CENTURY

The Legislature formed the Commission on Local Governance for the 21st Century ("21st Century Commission") in 1997 to review statutes on the policies, criteria, procedures and precedents for city, county and special district boundary changes. After conducting extensive research and holding 25 days of public hearings throughout the State at which it heard from over 160 organizations and individuals, the 21st Century Commission released its final report, *Growth Within Bounds: Planning California Governance for the 21st Century*, in January 2000.<sup>3</sup> The report examines the way that government is organized and operates and establishes a vision of how the State will grow by "making better use of the often invisible LAFCOs in each county."

The report points to the expectation that California's population will double over the first four decades of the 21st Century, and raises concern that our government institutions were designed when our population was much smaller and our society was less complex. The report warns that without a strategy open spaces will be swallowed up, expensive freeway extensions will be needed, job centers will become farther removed from housing, and this will lead to longer commutes, increased pollution and more stressful lives. *Growth Within Bounds* acknowledges that local governments face unprecedented challenges in their ability to finance service delivery since voters cut property tax revenues in 1978 and the Legislature shifted property tax revenues from local government to schools in 1993. The report asserts that these financial strains have created governmental entrepreneurship in which agencies compete for sales tax revenue and market share.

The 21st Century Commission recommended that effective, efficient and easily understandable government be encouraged. In accomplishing this, the 21st Century Commission recommended consolidation of small, inefficient or overlapping providers, transparency of municipal service delivery to the people, and accountability of municipal service providers. The sheer number of special districts, the report asserts, "has provoked controversy, including several legislative attempts to initiate district consolidations,"<sup>4</sup> but cautions LAFCOs that decisions to consolidate districts should focus on the adequacy of services, not on the number of districts.

*Growth Within Bounds* stated that LAFCOs cannot achieve their fundamental purposes without a comprehensive knowledge of the services available within its county, the current efficiency of providing service within various areas of the county, future needs for each service, and expansion capacity of each service provider. Comprehensive knowledge of water and sanitary providers, the report argued, would promote consolidations of water and sanitary districts, reduce water costs and promote a more comprehensive approach to the use of water resources. Further, the report asserted

<sup>3</sup> The Commission on Local Governance for the 21st Century ceased to exist on July 1, 2000, pursuant to a statutory sunset provision.

<sup>4</sup> Commission on Local Governance for the 21st Century, 2000, p. 70.

that many LAFCOs lack such knowledge and should be required to conduct such a review to ensure that municipal services are logically extended to meet California's future growth and development.

MSRs would require LAFCO to look broadly at all agencies within a geographic region that provide a particular municipal service and to examine consolidation or reorganization of service providers. The 21st Century Commission recommended that the review include water, wastewater, and other municipal services that LAFCO judges to be important to future growth. The Commission recommended that the service review be followed by consolidation studies and be performed in conjunction with updates of SOIs. The recommendation was that service reviews be designed to make nine determinations, each of which was incorporated verbatim in the subsequently adopted legislation. The legislature since consolidated the determinations into six required findings.

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### MUNICIPAL SERVICE REVIEW LEGISLATION

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The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires LAFCO review and update SOIs not less than every five years and to review municipal services before updating SOIs. The requirement for service reviews arises from the identified need for a more coordinated and efficient public service structure to support California's anticipated growth. The service review provides LAFCO with a tool to study existing and future public service conditions comprehensively and to evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently.

Effective January 1, 2008, Government Code §56430 requires LAFCO to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following topics:

- 1) Growth and population projections for the affected area;
- 2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI;
- 3) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence;<sup>5</sup>
- 4) Financial ability of agencies to provide services;
- 5) Status of, and opportunities for shared facilities;
- 6) Accountability for community service needs, including governmental structure and operational efficiencies; and
- 7) Any other matter related to effective or efficient service delivery, as required by commission policy.

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<sup>5</sup> Disadvantaged unincorporated community means an inhabited community with an annual median household income that is less than 80 percent of the statewide annual median household income.

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## SPHERES OF INFLUENCE

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An SOI is a LAFCO-approved plan that designates an agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services. Every determination made by a commission must be consistent with the SOIs of local agencies affected by that determination;<sup>6</sup> for example, territory may not be annexed to a city or district unless it is within that agency's sphere. SOIs should discourage duplication of services by local governmental agencies, guide the Commission's consideration of individual proposals for changes of organization, and identify the need for specific reorganization studies, and provide the basis for recommendations to particular agencies for government reorganizations.

Contra Costa LAFCO policies are that LAFCO discourages inclusion of land in an agency's SOI if a need for services provided by that agency within a 5-10 year period cannot be demonstrated. SOIs generally will not be amended concurrently with an action on the related change of organization or reorganization. A change of organization or reorganization will not be approved solely because an area falls within the SOI of any agency. In other words, the SOI essentially defines where and what types of government reorganizations (e.g., annexation, detachment, dissolution and consolidation) may be initiated. If and when a government reorganization is initiated, there are a number of procedural steps that must be conducted for a reorganization to be approved. Such steps include more in-depth analysis, LAFCO consideration at a noticed public hearing, and processes by which affected agencies and/or residents may voice their approval or disapproval.

The Cortese-Knox-Hertzberg Act requires LAFCO to develop and determine the SOI of each local governmental agency within the county and to review and update the SOI every five years. LAFCOs are empowered to adopt, update and amend the SOI. They may do so with or without an application and any interested person may submit an application proposing an SOI amendment.

LAFCO may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations. Based on review of the guidelines and practices of Contra Costa LAFCO as well as other LAFCOs in the State, various conceptual approaches have been identified from which to choose in designating an SOI:

- 1) Coterminous Sphere: The sphere for a city or special district that is the same as its existing boundaries.
- 2) Annexable Sphere: A sphere larger than the agency's boundaries identifies areas the agency is expected to annex. The annexable area is outside its boundaries and inside the sphere.
- 3) Detachable Sphere: A sphere that is smaller than the agency's boundaries identifies areas the agency is expected to detach. The detachable area is the area within the agency bounds but not within its sphere.
- 4) Zero Sphere: A zero sphere indicates the affected agency's public service functions should be reassigned to another agency and the agency should be dissolved or combined with one or more other agencies.

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<sup>6</sup> Government Code §56375.5.

- 5) Consolidated Sphere: A consolidated sphere includes two or more local agencies and indicates the agencies should be consolidated into one agency.
- 6) Limited Service Sphere: A limited service sphere is the territory included within the SOI of a multi-service provider agency that is also within the boundary of a limited purpose district which provides the same service (e.g., fire protection), but not all needed services.
- 7) Sphere Planning Area: LAFCO may choose to designate a sphere planning area to signal that it anticipates expanding an agency's SOI in the future to include territory not yet within its official SOI.
- 8) Provisional Sphere: LAFCO may designate a provisional sphere that automatically sunsets if certain conditions occur.

LAFCO is required to establish SOIs for all local agencies and enact policies to promote the logical and orderly development of areas within the SOIs. Furthermore, LAFCO must update those SOIs every five years. In updating the SOI, LAFCO is required to conduct a municipal service review (MSR) and adopt related determinations. In addition, in adopting or amending an SOI, LAFCO must make the following determinations:

- Present and planned land uses in the area, including agricultural and open-space lands;
- Present and probable need for public facilities and services in the area;
- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide;
- Existence of any social or economic communities of interest in the area if the Commission determines these are relevant to the agency; and
- The present and probable need for public sewer, water, or fire protection facilities and services of any disadvantaged unincorporated communities within the existing SOI.<sup>7</sup>

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### **MSR AND SOI UPDATE PROCESS**

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The MSR process does not require LAFCO to initiate changes of organization based on service review findings, only that LAFCO identify potential government structure options. However, LAFCO, other local agencies, and the public may subsequently use the determinations to analyze prospective changes of organization or reorganization or to establish or amend SOIs. LAFCO may act with respect to a recommended change of organization or reorganization on its own initiative, at the request of any agency, or in response to a petition.

MSRs are exempt from California Environmental Quality Act (CEQA) pursuant to §15262 (feasibility or planning studies) or §15306 (information collection) of the CEQA Guidelines. LAFCO's actions to adopt MSR determinations are not considered "projects" subject to CEQA.

Once LAFCO has adopted the MSR determinations, it must update the SOIs for four library CSAs. This report identifies preliminary SOI policy alternatives and recommends SOI options for each agency. Development of actual SOI updates will involve additional steps, including development of recommendations by LAFCO staff, opportunity for public input at a LAFCO

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<sup>7</sup> The fifth determination relating to disadvantaged communities is required for an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection.

public hearing, and consideration and changes made by Commissioners. A CEQA determination will then be made on a case-by-case basis once the proposed project characteristics are clearly identified.

The CKH Act stipulates several procedural requirements in updating SOIs. It requires that special districts file written statements on the class of services provided and that LAFCO clearly establish the location, nature and extent of services provided by special districts. Accordingly, each local agency's class of services provided is documented in this MSR. The MSR described the nature, location, and extent of functions or classes of services provided by existing districts, which is a procedural requirement for LAFCO to complete when updating SOIs.

LAFCO must notify affected agencies 21 days before holding a public hearing to consider the SOI and may not update the SOI until after that hearing. The LAFCO Executive Officer must issue a report including recommendations on the SOI amendments and updates under consideration at least five days before the public hearing.

### 3. LIBRARY SERVICES

This section provides an overview of the ~~special districts~~ local agencies providing library services in Contra Costa County, including how these services are provided, as well as growth and population projections, current and future service needs, infrastructure needs, service adequacy, and financing. The focus of the chapter is on library service providers under Contra Costa LAFCO jurisdiction, and the Contra Costa County Library.

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#### PROVIDER OVERVIEW

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This section provides an overview of the local agencies in Contra Costa County that provide public library services.

#### LIBRARY SERVICE PROVIDERS

*Table 3-1: Library Service Configuration*

There are two primary library service providers in Contra Costa County: the Contra Costa County Library and the City of Richmond.

##### City of Richmond

The City of Richmond provides library facility and operations services for the three library outlets within the city limits. Library operational services encompass a wide variety of services ranging from the standard offerings—physical library collections, reference desk services, cataloging of materials, story hour and other in-library programming, and literacy services—to modern offerings—virtual library, wireless (wi-fi) access, and public access computers—to services tailored to in-need populations. The City provides library facility and library operation services.

Service Provider	Location	Facilities	Services	Financing
City of Richmond	Richmond	√	√	√
Contra Costa County Library	Countywide exc. Richmond	√	√	√
County Service Area LIB-2	Rancho El Sobrante			√
County Service Area LIB-10	City of Pinole			√
County Service Area LIB-12	Town of Moraga			√
County Service Area LIB-13	Ygnacio Valley			√

##### Contra Costa County Library (CCCL)

Contra Costa County Library (CCCL) provides library services to the unincorporated communities and 18 of the 19 cities in the County. The County provides library facility services at the County-owned libraries in the unincorporated areas and in the cities of Antioch, Pinole, Pleasant Hill, San Pablo, and Walnut Creek.

##### Other Providers

There are other library providers with libraries accessible to the public, including the Contra Costa County Law Library, the John F. Kennedy University Law Library, community college libraries (at Contra Costa College, Diablo Valley College, and Los Medanos College), and the libraries located at the various public schools throughout the County. These providers are not subject to LAFCO review and not the focus of this report.

## LIBRARY FACILITY PROVIDERS

Library facility services include repairs, capital improvements, janitorial, grounds maintenance, utilities and telecommunication services. Library facility service and facility funding providers are shown in Table 3-2.

*Table 3-2: Library Facility Providers*

Service Provider	Location	Services	Funding	Service Provider	Location	Services	Funding
City of Richmond	Richmond	√	√	City of Martinez	Martinez	√	√
Contra Costa County Library	All exc. Richmond	√	√	Town of Moraga	Moraga	√	√
County Service Area LIB-2	El Sobrante	√		City of Oakley	Oakley	§	§
County Service Area LIB-10	City of Pinole	√		City of Orinda	Orinda	√	√
County Service Area LIB-12	Moraga	√		City of Pinole	Pinole		•
County Service Area LIB-13	Ygnacio Valley	√		City of Pittsburg	Pittsburg	√	√
City of Antioch	Antioch & Prewett	√	√	City of Pleasant Hill	Pleasant Hill		√
City of Brentwood	Brentwood	√	√	City of San Pablo	San Pablo		√
City of Clayton	Clayton	√	√	City of San Ramon	San Ramon	√	√
City of Concord	Concord	√	√	City of Walnut Creek	Walnut Crk & Ygnacio	√	√
City of Danville	Danville	√	√	Liberty Union HSD	Oakley	√	√
City of El Cerrito	El Cerrito	√	√	Mount Diablo USD	Bay Point	√	√
City of Hercules	Hercules	√	√	Signature Properties	San Pablo	√	
City of Lafayette	Lafayette	√	√	C&H Sugar	Crockett	√	

Note: √ indicates active provider; § indicates actively planning to initiate a service; • indicates inactive

In addition to the primary library service providers in Contra Costa County, there are 14 cities, two school districts, and two private companies that own library facilities and provide library facility services and/or financing. The facility owners are the direct providers of facility services.

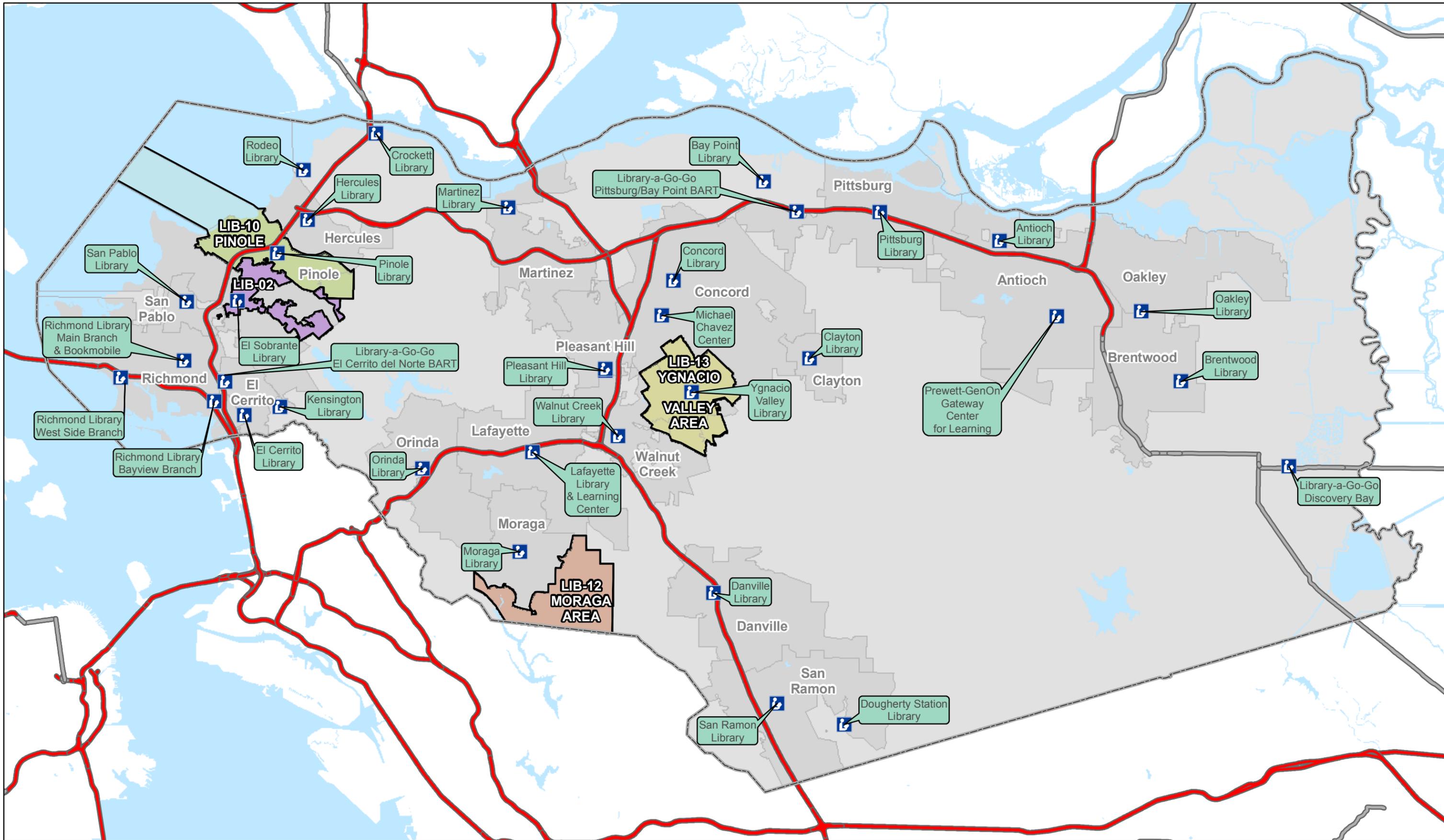
Pleasant Hill and San Pablo do not own the library facilities serving their areas, but reimburse CCCL for facility-related costs. Pinole does not own the library facility serving its area; it formerly paid for capital improvements, but presently does not do so due to fiscal distress. Oakley does not own the library facility serving its area, but proposed in 2012 to relocate the library and take responsibility for facility services [if voters approve a special tax in 2013](#). The four library CSAs contribute funding that pays for a portion of the facility and operations costs at the associated libraries.

## COUNTY SERVICE AREAS (CSAs)

Four County Service Areas contribute financing for library services and/or facilities that are provided directly by County Library.

- CSA LIB-2 (El Sobrante) provides funding for extended library facilities and services in the unincorporated community of Rancho El Sobrante.
- CSA LIB-10 (Pinole) provides funding for a library facility serving the City of Pinole and adjacent unincorporated areas of Bayview, Montalvin Manor, Tara Hills and an area east of Pinole. Although the official boundaries include the areas served by the Pinole Library, property tax allocations to the CSA are made only from one small tax rate area within city limits.

# Map 3-1: Contra Costa County Libraries and Library County Service Areas



- CSA LIB-12 provides library financing for extended library facilities and services in the unincorporated area to the south and east of the Town of Moraga.
- CSA LIB-13 (Ygnacio Valley) provides financing for library construction in the Ygnacio Valley area. The area encompasses portions of the cities of Walnut Creek and Concord and the nearby North Gate and Shell Ridge unincorporated areas.

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## POPULATION AND GROWTH

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There were 1,065,117 residents in Contra Costa County in 2012, according to the California Department of Finance.

Since 2000, population grew by 116,301, or 12 percent. The countywide growth rate averaged one percent annually between 2000 and 2010, and somewhat slower thereafter, as shown in Table 3-3. Population growth in the CCCL library service area has been somewhat faster than in the Richmond service area. The population in Brentwood, San Ramon, Oakley and Hercules has grown at the fastest rates. Population growth was relatively slow in San Pablo, Moraga, Pinole, Concord, Danville and Orinda.

*Table 3-3: Population and Growth Rates, 2000-30*

Provider/Place	Total Population				Annual Growth Rate		
	2000	2010	2012	2030	2000-10	2010-12	2010-30
<b>TOTAL COUNTYWIDE</b>	948,816	1,049,025	1,065,117	1,302,300	1.0%	0.8%	1.1%
<b>Contra Costa County Library</b>	849,600	945,324	960,230	1,169,700	1.1%	0.8%	1.1%
Antioch	90,532	102,372	103,833	116,800	1.2%	0.7%	0.7%
Brentwood	23,302	51,481	52,575	77,500	8.2%	1.1%	2.1%
Clayton	10,762	10,897	10,996	11,500	0.1%	0.5%	0.3%
Concord	121,872	122,067	123,206	153,000	0.0%	0.5%	1.1%
Danville	41,715	42,039	42,450	51,000	0.1%	0.5%	1.0%
El Cerrito	23,171	23,549	23,774	26,200	0.2%	0.5%	0.5%
Hercules	19,488	24,060	24,272	34,900	2.1%	0.4%	1.9%
Lafayette	23,908	23,893	24,159	26,900	0.0%	0.6%	0.6%
Martinez	35,866	35,824	36,225	41,400	0.0%	0.6%	0.7%
Moraga	16,290	16,016	16,152	18,900	-0.2%	0.4%	0.8%
Oakley	25,619	35,432	36,532	44,450	3.3%	1.5%	1.1%
Orinda	17,599	17,643	17,819	19,600	0.0%	0.5%	0.5%
Pinole	19,039	18,390	18,560	26,500	-0.3%	0.5%	1.8%
Pittsburg	56,769	63,264	64,706	96,700	1.1%	1.1%	2.1%
Pleasant Hill	32,837	33,152	33,440	43,200	0.1%	0.4%	1.3%
San Pablo	30,256	29,139	29,105	36,700	-0.4%	-0.1%	1.2%
San Ramon	44,722	72,148	74,378	85,200	4.9%	1.5%	0.8%
Walnut Creek	64,296	64,173	65,233	77,400	0.0%	0.8%	0.9%
Unincorporated	151,557	159,785	162,815	181,850	0.5%	0.9%	0.6%
<b>Richmond</b>	99,216	103,701	104,887	132,600	0.4%	0.6%	1.2%

Sources: California Department of Finance, Association of Bay Area Governments, U.S. Census Bureau

Notes:

(1) The source for population in 2000 and 2010 is the decennial census, and for population in 2012 is California Department of Finance.

(2) Projected 2030 population is the ABAG 2009 projection. ABAG's next projections are scheduled for release in 2013.

Population in the County is expected to grow by 12-13,000 residents annually over the next 20 years, according to the Association of Bay Area Governments (ABAG) projections. More rapid growth of 15,000-18,000 new residents annually over the next 20 years is projected by the California Department of Finance. Among the library service areas, those expected to be most affected by growth are the CCCL service areas in Brentwood, Hercules, Pinole and Pittsburg. Moderate future growth is projected for the Concord, Danville, Oakley, Pleasant Hill, San Pablo and Richmond library service areas. Slower population growth is projected elsewhere in the County.

Oakley contends that the ABAG population projections understate growth significantly, and that the City's residential population will be near 60,000 by 2030 rather than 45,000 as ABAG projected. If the City is correct, the Oakley service area's growth and future needs will outpace the ABAG projections.

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### SERVICE DEMAND

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National surveys indicate that about 66 percent of adults visit a public library at least once a year.<sup>8</sup> People with higher education and income levels are more likely to use public libraries. Households with children are more likely to visit libraries than households without young children. Younger adults tend to use the library for internet access much more than older adults. Most of those using libraries for internet access lack internet access at home. Women are more frequent library visitors than men.

Indeed, education and income levels correlate with library use in Contra Costa County. Comparison of circulation (the number of materials checked out) per capita is an indicator of the differences in service demand among the libraries. Countywide, there were 5.5 materials checked out per capita in FY 10-11. Communities with especially high circulation per capita were Kensington, Lafayette, Clayton, Ygnacio Valley, Orinda, Pleasant Hill, San Ramon and Moraga. By contrast, communities with relatively low circulation per capita were Bay Point, Martinez, Rodeo, Bayview, Richmond, Pittsburg and Antioch.

Population growth is clearly a factor affecting library service demand. The more people there are, the more there will be seeking library services. However, population alone is not the primary driver of service demand.

National survey data show that per capita visitation of libraries has grown steadily in recent years, particularly in urban areas.<sup>9</sup> The availability of internet terminals in public libraries has also increased. Library users visiting libraries more often than in the past, but are checking out fewer materials per visit than they did in the past. That use patterns are changing is clear. There are several possible explanations for this trend. One is that people spend more time online and less time reading physical books. Another is that people are visiting libraries for other services (e.g., internet use, free income tax preparation, and homework help).

Just in the last five years, municipal library visits statewide have risen 13 percent. Visits to the City of Richmond Library (Richmond) outlets have increased 46 percent, and visits to the Contra

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<sup>8</sup> Griffiths, Jose-Marie and Donald King, "InterConnections: The IMLS National Study on the Use of Libraries, Museums and the Internet," *Report to the Institute of Museum and Library Services*, January 2008.

<sup>9</sup> Henderson, Everett. "Service Trends in U.S. Public Libraries, 1997-2007," *Institute of Museum and Library Services Research Brief No. 1*, December 2009.

Costa County Library (CCCL) outlets increased 21 percent.<sup>10</sup> At the same time, the population has grown only one percent in Richmond and three percent in the CCCL system. Clearly other factors besides population have been important.

Municipal libraries serve not only in their traditional roles as repositories and lenders of books, films and reading materials, meeting locations and storytime venues, but also in their modern roles as society's default provider of computer and Internet access, as e-book lenders, and as web-based research and digital media access points. The availability of materials of interest to the public and in the desired format—be it print or digital—and availability of free computer access at libraries is another factor. Similar to library visits, the use of library computers and circulation have increased significantly, and even more dramatically at the Richmond libraries than CCCL libraries.

Technology and the proliferation of internet access have reduced demand on reference desks, with reference questions declining 20 percent statewide over the last five years, and declining in the CCCL and Richmond library systems [by 40 and 7 respectively](#).

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## SERVICE ADEQUACY

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### LIBRARY HOURS

The number and scheduling of open library hours is a primary indicator of service levels. Although many library services and resources are offered now via internet, library locations remain important as space for studying, learning and meetings. More open hours are generally viewed as more service, assuming the library hours are offered during times that match customer needs. The best practice is to survey library users about the hours they want and need, and to offer library hours that best match user preferences.<sup>11</sup>

The median library outlet in Contra Costa County is open 35 hours per week. By comparison, the median library outlet in the Bay Area is open 44 hours per week, and the median statewide is 39 hours per week. In other words, service levels in Contra Costa County as a whole are somewhat low.

There are substantial differences among libraries in weekly hours. The Richmond branches, Bay Point, Crockett and Pinole are open 25 weekly hours or less. Many of the CCCL libraries are open for 35 hours weekly, as that is the basic service level offered by CCCL to cities.

**Table 3-4: Weekly Library Hours by Outlet, FY 12-13**

Library	Hours	Library	Hours
Bay Point	18	San Pablo	40
Bayview	20	Oakley	41
West Side	20	Clayton	44
Crockett	24	Hercules	45
Pinole	24	Main Richmond	45
El Sobrante	35	Dougherty Station	50
Kensington	35	Concord	52
Rodeo	35	Brentwood	56
Antioch	35	Lafayette	56
El Cerrito	35	Walnut Creek	56
Martinez	35	Ygnacio Valley	56
Moraga	35	San Ramon	58
Pittsburg	35	Danville	60
Pleasant Hill	35	Orinda	60
Prewett	35		

<sup>10</sup> California State Library, *California Public Library Reports*, FY 05-06 and FY 10-11.

<sup>11</sup> Poll, Roswitha and Peter te Boekhorst, *Measuring Quality: Performance Measurement in Libraries*, 2007, pp. 54-59.

CCCL offers cities the option of paying for the additional costs of staffing extended library hours. Eleven of the cities pay for extended library hours.

## MANAGEMENT

While public sector management standards do vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, and plan and budget for capital needs.

Both of the primary service providers met four of the five criteria for well-managed agencies. Both perform annual employee evaluations on at least an annual basis. Both prepare timely annual budgets, conduct annual financial audits, and maintain current financial records. Both providers could make improvements in their capital planning, particularly given their sizeable unfunded infrastructure needs.

Capital planning involves the preparation of a multi-year capital improvement plan or comparable planning effort for library facility capital replacement and, if relevant, expansion. Capital planning can be accomplished through a wide variety of methods. For the purpose of this report, a formally adopted long-term capital improvement plan that plans for at least five years is considered ideal. While the County has adopted a capital improvement plan, it does not program significant funds for library capital needs, does not provide unfunded capital needs (which are significant), and does not provide a plan as to how capital needs will be funded in the future. Richmond prepares a capital improvement plan, budgets for minor capital outlays, and discloses unfunded capital needs; however, the does not provide a plan as to how capital needs will be funded in the future. ~~Both providers could make improvements in their capital planning, particularly given their sizeable unfunded infrastructure needs.~~

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## INFRASTRUCTURE NEEDS OR DEFICIENCIES

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### LIBRARY FACILITIES

Richmond and CCCL both own and operate library facilities in the City limits and unincorporated areas respectively, as shown in Table 3-5. CCCL operates 19 libraries owned by other agencies—14<sup>5</sup> by cities, two by school districts and two by private companies—that are responsible for facility maintenance and capital improvements.

Among the 15 City-owned CCCL libraries, five are in excellent condition (Dougherty Station, Hercules, Lafayette, Prewett, and Walnut Creek), and five are in good condition (Clayton, Danville, Martinez, Orinda and San Ramon).<sup>12</sup> Four libraries are in fair condition (Brentwood, Concord, Moraga and Pittsburg); capital projects in Brentwood and Pittsburg are funded while Concord and Moraga capital needs are unfunded. The El Cerrito library is in poor condition and needs replacement; the capital needs are unfunded.

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<sup>12</sup> Facility condition definitions: Excellent—relatively new (less than 10 years old) and requires minimal maintenance. Good—provides reliable operation in accordance with design parameters and requires only routine maintenance. Fair—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. Poor—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

*Table 3-5: Library Facility Condition and Needs*

Library	Owner	Year Built	Reno- vated	Condition (1)	Square Feet	Facility Needs
<u>CCCL Library Outlets - Unincorporated Areas</u>						
Bay Point	MDUSD	1956		Poor	3,825	Bay Point Library is undersized, aged and in poor condition. The \$7.6 million cost of a replacement facility is not funded.
Crockett	C&H Sugar	1961		Poor	1,238	NP
El Sobrante	County	1961	1974, 1995	Fair	7,474	El Sobrante Library needs to be remodeled and expanded. The \$6.8 million cost of improvements is not funded.
Kensington	County	1965		Fair	5,094	Kensington Library needs to be remodeled. The \$1.8 million cost of improvements is not funded.
Rodeo	County	1920		Poor	864	NP
<u>CCCL Library Outlets - Cities</u>						
Antioch	County	1968	2006	Fair	11,000	The Antioch Library needs to be replaced with a larger facility. The estimated \$33 million cost of a 60,000-square-foot facility is not funded.
Brentwood	City	1946	2009	Fair	6,272	The Brentwood Library is undersized and needs to be expanded. The \$3.5 million project is budgeted for completion in FY 13-14.
Clayton	City	1995		Good	15,500	Clayton Library needs expansion (+3,500 sq. ft.) and upgrades (automatic checkout and coffee area) at a cost of \$1 million. This project is not presently funded or budgeted by the City.
Concord	City	1959		Fair	11,300	Concord Library needs electrical and lighting upgrades (\$0.13 M cost budgeted for FY 12-13). The facility also needs expansion and renovation to address ADA deficiencies and "desirable changes to library functions." The expansion and renovation project is not funded.
Danville	City	1996		Good	17,000	Danville Library needs a phone system upgrade, roof repairs and painting. The projects are funded and budgeted. The City Asset Replacement fund pays about \$25,000 annually for ongoing repairs at the facility.

*continued*

LIBRARY MSR

Library	Owner	Year Built	Reno- vated	Condition (1)	Square Feet	Facility Needs
Dougherty Station	City	2005		Excellent	11,800	The San Ramon libraries need improvements which are programmed in the City's CIP.
El Cerrito	City	1948	1960	Poor	6,400	The library is aged, needs extensive repairs and is too small. The City needs to replace the library; the estimated \$19.3 million cost is unfunded.
Hercules	City	2006		Excellent	22,000	None identified. The library facility is relatively new.
Lafayette	City	2009		Excellent	34,930	None identified. The library facility is new.
Martinez	City	1941	1995, 2011	Good	6,792	The library was renovated and expanded in 2011, but remains undersized for the community. The State Library had estimated the community needs a 25,000-sf facility; however the associated \$14 million cost is not funded.
Moraga	City	1974	1999	Fair	10,913	The library needs improvements: replacement of exterior patio, emergency exit walkway and carpet, upgrade of restroom and staff kitchen, alarm rewiring, drainage repairs, and removal of dead trees.
Oakley	LUHSD	1999		Fair	6,000	The library facility is undersized, lacks adequate shelf, programming and study space, patron power outlets, and parking. Renovation of an alternative space would cost \$3.5-4.0 million.
Orinda	City and Friends	2001		Good	17,136	The library needs carpet replacement (\$100,000 budgeted for FY 13-14) and painting (\$140,000 planned for FY 14-15).
Pinole	County	1974	2002	Fair	17,098	The Pinole Library roof leaks and needs replacement, parking lot needs resurfacing, and carpet needs replacement.
Pittsburg	City	1967		Fair	7,075	The library is aged and undersized. It needs remodeling and expansion. A \$2.8 million expansion includes 3,330 additional square feet, interior renovations and HVAC upgrades; completion is projected in 2013.
Pleasant Hill	County	1961		Fair	38,976	The Pleasant Hill Library is aged, undersized and needs to be replaced. The \$42 million cost of a 75,000-sf library is not funded.
Prewett	City	2010		Excellent	1,312	None identified. The library facility is new.

*continued*

Library	Owner	Year Built	Reno- vated	Condition (1)	Square Feet	Facility Needs
San Pablo	Signature Properties	1999		Fair	8,909	The library is undersized and needs to be replaced with a new facility. The estimated \$9 million cost for a 16,300-square feet facility is not funded.
San Ramon	City	1989		Good	18,238	The State considers the library undersized and estimated a new 50,000-sf facility would cost \$28 million.
Walnut Creek	City	2010		Excellent	42,000	A driveway railing is needed to prevent exiting cars from running into the adjacent stormwater basin.
Walnut Creek (Ygnacio)	County	1975	2004	Good	13,202	The Ygnacio Valley Library needs to be remodeled and expanded. The \$6.3 million improvement cost is not funded.
<u>Richmond Library Outlets - Cities</u>						
Main	City	1949	2000	Fair	31,250	The library is undersized, has outdated electrical wiring, heating and cooling, and lacks electrical/data capacity to expand public computers. Flooring needs replacement in areas, and restrooms need disability access. A \$50 million replacement facility is needed but not presently funded.
Bayview	City	1976	2008	Good	1,980	The library is susceptible to flooding.
West Side	City	1961	2008	Good	1,745	The library roof leaks.
Notes:						
(1) Facility condition definitions: Excellent—relatively new (less than 10 years old) and requires minimal maintenance. Good—provides reliable operation in accordance with design parameters and requires only routine maintenance. Fair—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. Poor—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation						
(2) The County Library reported that 15 of the 26 library outlets lack capacity to support additional power and data, with the remainder having adequate capacity as of 2012.						

Most of the seven County-owned library facilities are in fair to poor condition. Remodeling and data/electric capacity improvements are needed at El Sobrante, Kensington, and Pinole libraries. Ygnacio Valley needs remodeling and expansion. Antioch, Pleasant Hill and Rodeo need replacement. None of the associated capital needs is funded.

The privately-owned Crockett Library is in poor condition. And the privately owned library in San Pablo is undersized and needs replacement. Associated capital needs are not funded. The two libraries located in school district facilities – Bay Point and Oakley – were reported to be in poor and fair condition, respectively. Both facilities need replacement. The City of Oakley is developing a ballot measure that would authorize a financing mechanism for the proposed new library there.

Richmond’s Main Library is undersized, has outdated electrical wiring, heating and cooling, and lacks electrical/data capacity to expand public computers. A proposed replacement facility is proposed to be approximately 65,300 square feet in size with 135 public computers, special service space and meeting rooms. The estimated cost of the proposed new facility is \$50 million. There is no active planning work being done on this project at this time due to a lack of funding.

The smaller Richmond library branches—Bayview and West Side—were renovated in 2008 prior to being re-opened.

There are no libraries in certain communities. There is no library on Bethel Island, and residents there are more than five miles from the nearest library in Oakley. Similarly, Discovery Bay residents are more than five miles from the nearest library in Brentwood, although there is a book dispensing machine located in Discovery Bay. The unincorporated community of Alamo lacks a library; Alamo residents must travel farther than most residents in the adjacent cities of Danville and Walnut Creek. Map 3-2 shows the distance (as the crow flies) of residential parcels from libraries throughout the County.

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## SHARED FACILITIES

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### SHARED FACILITIES PRACTICES

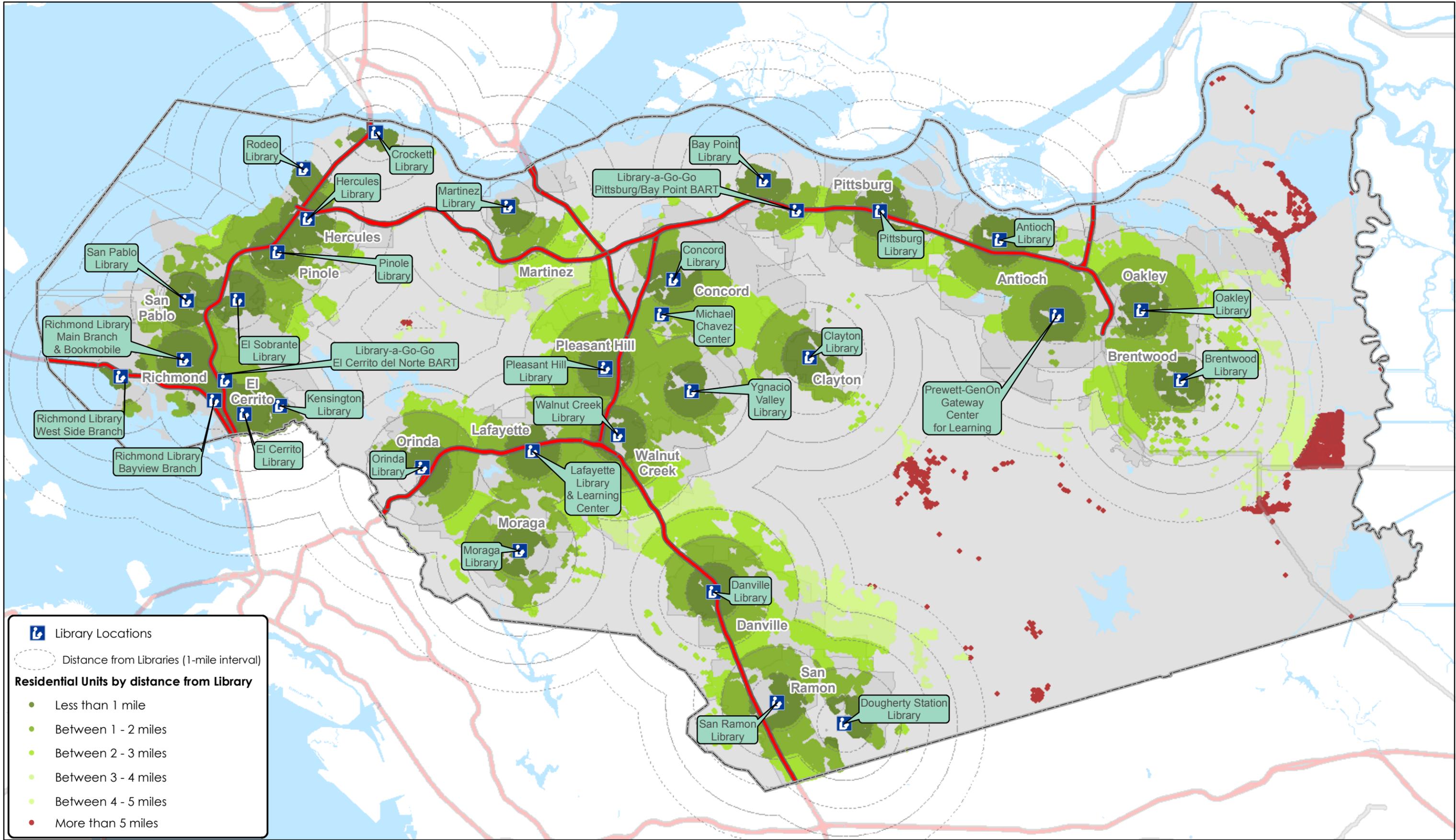
Library service providers practice extensive facility sharing in Contra Costa County.

CCCL operates library outlets owned by 14 cities, two school district and two private companies. CCCL collaborates with non-profit library auxiliaries and a community college for library services, and conducts literacy outreach in collaboration with daycare providers and health clinics.

For both Richmond and CCCL, current facility sharing practices include access to materials at 44 other library systems through interlibrary loan. CCCL offers patrons of its library outlets not only access to its own combined collection but also access through Link-Plus interlibrary loan to the collections of 13 other municipal library systems (e.g., San Francisco and Sacramento) and 31 collegiate libraries. Richmond also share resources through Link-Plus.

Richmond’s literacy program collaborates with community organizations such as Catholic Charities, Bay Area Rescue Mission, Multi-Cultural Institute of Berkeley, and Building Blocks for Kids to ensure access to services throughout the community. The program uses facilities such as public housing sites, elementary schools, the adult school housed at Richmond High, and community centers to extend the number of students reached.

# Map 3-2: Housing Units by Distance from Library



The Richmond Library is an active participant in a variety of interagency projects undertaken by the City of Richmond, West Contra Costa School District, and Contra Costa County often working closely with other community based organizations. Two examples are the Richmond Health Equity Partnership (RHEP) whose goal is to advance overall health and health equity in Richmond and includes the development of community based schools and the Campaign for Grade Level Reading focused on ensuring all students are reading at grade level by third grade.

Richmond Library has recently developed its own collaborative projects. A partnership with the Public Art Division and the Richmond Art Center, a non-profit, results in library programs and exhibits over the next five years both in the library and at the Art Center nearby.

### **OPPORTUNITIES**

Given the recent economic decline and constrained revenues, library service providers could benefit from efficiencies and cost savings achieved through facility sharing. The following opportunities for further facility sharing were identified.

Library-related facility sharing opportunities include opportunities for community-based schools to share resources with the Richmond Library.

The City provided the building site for the El Sobrante Library 50 years ago in recognition that the library there would serve Richmond residents. The City is not presently funding the El Sobrante Library, and none of its territory lies within the associated County Service Area.

In western Contra Costa County, there are several County-owned library facilities located in close proximity to another facility. The Kensington and El Cerrito libraries are two miles apart, as are the El Sobrante and San Pablo libraries. Given the significant capital needs at these facilities, there are opportunities to combine facilities.

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## **FINANCING**

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The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by ~~special districts~~ local agencies providing library services and identifies the revenue sources currently available to the service providers. Finally, it assesses the financial ability of agencies to provide services.

### **FINANCING SERVICES**

The CCCL funding level is relatively low. Revenues per capita amounted to \$25 in the CCCL system, as compared with \$58 at Richmond Library in FY 10-11. By comparison, the State average was \$48 per capita, and the Bay Area was \$61 per capita.

CCCL relies primarily on property taxes and City contributions to fund library services; whereas, Richmond and the cities providing facility services primarily rely on general fund revenues.

CCCL received approximately \$24.9 million in revenues in FY 10-11. It relies primarily on property tax revenues and City contributions to fund services. Property taxes generated 79 percent of revenues in FY 10-11, City contributions for extra library hours (more than the 35 hours per week basic service) generated seven percent,<sup>13</sup> service charges generated four percent, miscellaneous

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<sup>13</sup> The County Library offers a base service level of 35 open hours weekly. Cities have the option to provide higher service levels if they pay the County Library for the associated costs of staffing additional library hours.

revenues generated four percent, donations generated three percent, State and federal grants generated two percent, and transfers from CSAs one percent.<sup>14</sup>

Richmond finances its Library & Cultural Services Department primarily from general fund revenues which contribute 96 percent of the Department's budget. Special library grants, fines and fees, and impact fees are the other funding sources.

For the most part, the cities providing facility services also rely on general fund revenues to fund their library facility and extended hours costs.

Special voter-approved taxes are a funding opportunity. Statewide, 46 percent of library parcel tax ballot measures have been approved by voters in the last 30 years. Orinda relies in part on a special library parcel tax (\$39/year) approved by voters in 2008. Walnut Creek voters approved a parcel tax in 2002, but the tax has now sunset. The cities of Hercules and Richmond, and Contra Costa County have proposed parcel taxes in the past, but the proposals were defeated by voters. The County attempted to gain additional funding specifically for library services with a proposed special parcel tax but voters defeated the proposals in 1992 and 1994; voters in Crockett and Kensington defeated parcel tax proposals in 1992 as well. The City of Oakley plans to propose a library parcel tax to its voters in 2013 to finance a proposed library relocation.

Certain types of communities tend to be more likely to pass library parcel tax ballot measures, particularly those with higher education, Democratic party preferences, higher income and minority communities. Ballot measures that propose real costs are more likely to fail. Research indicates that campaigns matter in achieving adoption; that campaigns that hire a consultant, formulate a targeting strategy and have a high level of activity are most likely to succeed.<sup>15</sup> Statewide research indicates that library ballot measures for facilities-only were more successful than measures financing operations.<sup>16</sup>

#### Geography of Source Funding

In comparing locally-generated library revenues to the costs of operating library outlets in each community, there are certain communities that contribute surplus resources to the CCCL system to help finance libraries in other communities that operate at a deficit. Costs by library outlet and revenues from City contributions and service charges were provided by CCCL.

Libraries operating at a significant deficit were mostly clustered in the western portion of the County. Local revenues covered only 13 percent of CCCL costs at the Kensington library, 37 percent at San Pablo, 42 percent at Pinole, and 49 percent at El Cerrito. Locally generated revenues covered less than 70 percent of costs for libraries in Clayton, Crockett, El Sobrante, Hercules, Moraga, and Orinda. The Danville, Martinez, and San Ramon areas generated substantially more in locally-generated revenues than were paid out for library operations.

Property taxes generated in each library's service area were estimated based on GIS analysis, the most recent available database on property tax allocations by tax rate area (FY 07-08), and State Controller data on subsequent changes in property tax revenues by area. For further details on costs and revenue estimates by CCCL library outlet, see Table 5-5.

<sup>14</sup> County of Contra Costa, *Comprehensive Annual Financial Report for Fiscal Year Ended June 30, 2011, 2012*; Contra Costa County Library, *Extra Hours Payments Received for FY 2010-11 and 2011-12, 2012*.

<sup>15</sup> Bruce E. Cain, Ellyce Cooper, Sara Ferejohn, and Corrie Potter, *California Library Referenda: The Determinants of Success and Failure*, University of California at Berkeley Institute of Governmental Studies, Working Paper 96-7, 1996.

<sup>16</sup> Richard B. Hall, *Thirty Years of California Library Ballot Measures: 1980-2009*, April 2010.

**OPERATING COSTS**

*Table 3-6: Library Operating Costs, FY 11-12*

Library	Operations Cost	Facility Cost	Operations Cost per	Facility Cost per Capita
Bay Point	\$231,965	NP	\$11	NP
Crockett	\$173,365	\$20,301	\$52	\$6
El Sobrante	\$594,642	\$82,872	\$38	\$5
Kensington	\$562,042	\$48,664	\$110	\$10
Rodeo	\$170,156	\$15,538	\$16	\$1
Antioch Branch	\$1,018,054	\$113,048	\$11	\$1
Antioch-Prewett	\$309,847	NP	\$4	NP
Brentwood	\$1,046,795	\$62,175	\$88	\$5
Clayton	\$717,700	\$132,765	\$6	\$1
Concord	\$1,362,772	\$84,000	\$24	\$1
Danville	\$1,325,029	\$172,348	\$31	\$4
El Cerrito	\$743,173	\$29,488	\$28	\$1
Hercules	\$902,336	\$70,286	\$37	\$3
Lafayette	\$1,324,924	\$678,389	\$50	\$26
Martinez	\$659,991	\$39,542	\$14	\$1
Moraga	\$826,247	\$81,167	\$50	\$5
Oakley	\$648,495	NP	\$17	NP
Orinda	\$1,222,810	\$242,267	\$69	\$14
Pinole	\$490,885	\$122,787	\$17	\$4
Pittsburg	\$696,185	\$66,000	\$11	\$1
Pleasant Hill	\$1,163,757	\$273,384	\$29	\$7
San Pablo	\$618,055	\$220,203	\$59	\$21
San Ramon	\$1,362,153	\$249,640	\$40	\$7
San Ramon Dougherty	\$1,073,509	\$154,950	\$25	\$4
Walnut Creek	\$1,663,931	\$347,881	\$30	\$6
Ygnacio Valley	\$1,162,503	\$280,061	\$48	\$12
Main	\$4,804,883	\$391,110	\$54	\$4
Bayview	\$224,948	\$24,992	\$20	\$2
West Side	\$224,948	\$21,964	\$65	\$6

Spending at the median library outlet in Contra Costa County in FY 11-12 was \$841,000, of which \$743,000 was spent on operations and \$99,000 on facility costs, such as utilities, repairs, custodial, and insurance.

Spending at each of the library outlets is shown in Table 3-6.

Costs vary amongst outlets based primarily on library size and open hours.

Relatively low-cost outlets were small facilities open for only 18-25 hours weekly; the low-cost libraries are located in Bay Point, Crockett, Richmond Bayview, and Richmond West Side.

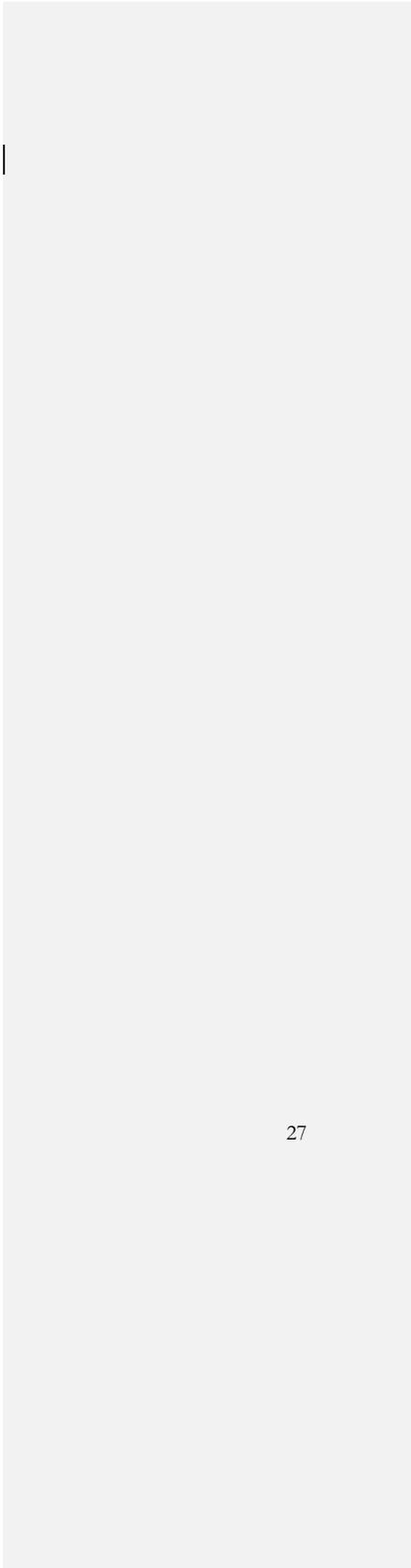
Moderate-cost libraries include Clayton, El Cerrito, El Sobrante, Kensington, Martinez, Moraga, Oakley, Pinole, Pittsburg, and San Pablo. Most of these

libraries were open for 35 hours weekly, and staffed by 3-5 personnel.

Libraries with higher costs tend to be the larger facilities that are open for extended hours. These include Concord, Danville, Lafayette, Orinda, San Ramon, Walnut Creek, and the Richmond Main Library. These libraries were open for 55-60 hours weekly.

In the table, facility costs represent the total amounts paid by the facility owner regardless of whether the library owner is the direct provider of library operational services. Facility costs for the Bay Point, Antioch Prewett, and Oakley libraries was not provided by the respective facility owners.

LIBRARY SERVICES



## CAPITAL FINANCING

Capital needs can be financed through the same sources as operations: property taxes, charges for service and interest income; however, voter-approved taxes, grants, and bonded debt are also common sources for capital financing. The capital finance strategies of the library owners that have made or plan to make significant investments in their facilities are shown in Table 3-7.

**Table 3-7: Library Capital Finance Strategies**

Library	Capital Finance Approach
Brentwood	The City's \$3.5 million library expansion project was funded by lease revenue bonds which, in turn, are backed by Community Facility District special taxes.
Hercules	Hercules constructed a new library in 2006. State grants (Library Bond Act of 2000) funded \$6.1 million of the \$12.5 million cost. The local share was funded by the City of Hercules, Contra Costa County, and donations from civic organizations and individuals.
Lafayette	Lafayette constructed a new library in 2009. State grants (Library Bond Act of 2000) funded \$11.9 million of the \$18.3 million costs. Redevelopment bond proceeds (2005 and 2008) funded the local share of library construction costs.
Martinez	The City expanded and renovated its library in 2011. The City financed the \$2.0 million improvement costs with General Obligation bonds (that also financed park construction and pool improvements) which were approved by voters (Measure H) in 2008.
Oakley	The City proposed in 2012 to relocate the library to a vacant commercial property and to renovate the space at a projected cost of \$3.5 - 4.0 million. The City plans to submit a parcel tax to the voters in 2013 as a financing mechanism.
Pittsburg	The City's is expanding its library at a cost of \$2.5 million with completion projected for 2013. The City's redevelopment agency funded \$1.9 million of the costs.
San Ramon	The Dougherty Station library was constructed in 2005. The costs were financed by the City and Diablo Valley Community College.
Walnut Creek	Walnut Creek constructed a new library in 2010 at a cost of \$40 million. It was funded by the City and the Walnut Creek Library Foundation, and paid in cash.

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## GOVERNANCE & SERVICE ALTERNATIVES

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This section identifies governance alternatives under LAFCO jurisdiction in addition to service configuration options that may be exercised by the various service providers.

### GOVERNANCE ALTERNATIVES

LAFCO has the authority to form and reorganize independent library districts, community services districts, subsidiary library districts and county service areas, all of which could be authorized to provide library services.

#### Realignment of Library CSA Boundaries to the Areas Served

For the El Sobrante and Ygnacio Valley library CSAs, realignment of CSA boundaries (through annexations and detachments) is an option to more closely approximate the areas served by the respective libraries.

Based on mapping of the distance of residents from library facilities (see Map 3-2), this study identified several areas where the CSA LIB-2 (El Sobrante) boundary area does not appear to match the service area for the associated El Sobrante Library.

- The Rollingwood unincorporated area is located in between the San Pablo and El Sobrante libraries, with portions of Rollingwood closer to El Sobrante and portions closer to San Pablo.
- East Richmond Heights is a nearby unincorporated community that is outside the bounds of the CSA. It is located somewhat closer to the El Sobrante Library than to the nearest City of Richmond library.
- Portions of northern Richmond are located closer to the El Sobrante Library than to the nearest City of Richmond library, although most of northern Richmond is located closer to the San Pablo Library.
- Certain territory in northern El Sobrante is located closer to the Pinole Library than the El Sobrante Library.

Similarly, there are areas not within CSA LIB-13 (Ygnacio Valley) bounds that appear to be located closer to the Ygnacio Valley Library than to other libraries.

- The Rancho Paraiso area is clearly served by the Ygnacio Valley Library but lies outside CSA bounds. This area, which is depicted as an “area of interest” on Map 3-4, is a high-end equestrian community that was recently developed in the 1990s. There are approximately 200 homes in the area of interest; the market value of homes in this area is approximately \$1.0-1.5 million in 2012.
- Portions of southeast Concord are located closer to the Ygnacio Valley Library than to neighboring libraries in Concord and Clayton.

There is potential for the affected CSAs to receive property tax allocations from annexed territory. The County did pursue annexation of the Round Hill community (in unincorporated Alamo) to CSA R-7 to reallocate a portion of the future property taxes (i.e., growth not base) from Round Hill to CSA R-7. The County developed and implemented a master tax sharing agreement following the annexation to allow the CSA to receive a portion of future property tax growth.

## LIBRARY MSR

Presently the City of Walnut Creek contributes funding for extended library hours and for facility costs at the Ygnacio Valley Library; CSA residents in the City of Concord and unincorporated North Gate and Shell Ridge do not contribute. The County has not proposed any special assessments or taxes in these CSAs.<sup>17</sup> But if the County Library or other affected agencies intend to propose additional assessments or other taxes from the El Sobrante or Ygnacio Valley service area in the future, realignment of the boundaries to more accurately match the service area would certainly be appropriate.

The report found that capital planning efforts by both CCCL and Richmond have been minimal due to a lack of funding for needed facilities. Given the number of library facilities that need replacement in west County and the proximity of some of the library outlets, there appear to be opportunities for facility sharing that merit further study. The report recommended that LAFCO direct CCCL to conduct analysis of service areas and facility needs prior to the next MSR cycle. Richmond and CCCL have the option of jointly planning and funding library services and facilities to their intertwined service areas in north Richmond, San Pablo and El Sobrante. County Service Areas and library districts are LAFCO-regulated options that could be considered by the providers.

### Dissolution of Library CSAs

For the Pinole and Moraga library CSAs, dissolution is an option to promote simpler, more efficient governance.

Although the CSA LIB-10 (Pinole) bounds roughly approximate the service area of the Pinole Library, there are zero property taxes being allocated from nearly the entire CSA boundary area. Only one very small area within City limits is contributing property tax to the CSA. Resulting property tax revenues for the CSA are inconsequential.

Similarly, although the CSA LIB-12 (Moraga) bounds roughly approximate the unincorporated portion of the service area of the Moraga Library, there are minimal property taxes being allocated to the CSA due to the minimal development within CSA bounds. The CSA funds only one percent of operating costs at the Moraga Library.

Dissolution of the CSAs could be accomplished in a fiscally neutral manner if LAFCO were to determine that CSA property tax revenues should be reallocated directly to the County Library.

### Formation of New Agencies

Although LAFCO has the authority to establish independent library districts, the report did not identify this as a feasible alternative to the present CCCL system. However, formation of new agencies may be useful for providing library facility financing and services.

In the CCCL system, most of the affected cities are responsible for funding extended library hours and facility-related costs. The cities, however, presently lack a mechanism whereby to receive a pro rata share of funding from unincorporated areas within the service area of their respective library. For cities that need new facilities or significant capital improvements, one option for proposing special taxes to the entire library service area (rather than just the incorporated portion) is to form a new agency with boundaries covering the whole service area.

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<sup>17</sup> California State Library, *Thirty Years of California Library Ballot Measures: 1980-2009*, April 2010.

Formation of a County Service Area or an independent library district offer such areas the ability to provide for local control and shared, equitable financing of library facility costs and costs of extended library hours.

The City of Walnut Creek considered this option in 2007 as a means to form a joint funding area for the service areas of both Walnut Creek libraries.<sup>18</sup> At that time, the City chose to focus on modification of the bounds of CSA LIB-13 rather than formation of a new agency; however, the City never formally proposed that. The City is temporarily funding its library service and facility costs from the fund balance remaining from a parcel tax levied in city limits that sunset in 2010. The City is expected to decide in the coming year or so whether and how it wishes to proceed to fund the costs of extended library hours at the two libraries.

Another example is the Oakley Library which serves areas both within and outside the city limits. Oakley has found that the existing library lacks adequate shelf space, programming space, electric capacity and parking, and has proposed renovating commercial space into a replacement library facility.<sup>19</sup> The City plans to propose to its residents a parcel tax to finance the renovation project. If approved, the library patrons within city limits will be paying for the facility while library patrons in adjacent unincorporated areas will not be paying. Cities like Oakley may wish to consider formation of a new agency to provide library facility services and financing.

The alternative mechanism for creating a library funding area that includes both incorporated and unincorporated areas is a Joint Powers Agreement (JPA) between the affected city and the County. Formation of a new agency has the advantage of providing enhanced local control over such a joint library funding area. Formation of a JPA can be accomplished in a shorter time frame than formation of a new agency.

## SERVICE CONFIGURATION ALTERNATIVES

There are various library service configuration alternatives. Such alternatives are not under LAFCO jurisdiction, but rather options that may be exercised by the various service providers.

### Withdrawal from the CCCL System

Cities have the options of withdrawing from the CCCL system, and starting their own libraries.

Certain portions of the County contribute more funding in property taxes and other contributions than are spent on the libraries serving these communities. The notion among some of the cities in the CCCL system that wealthier areas should retain those funds, also known as a return-to-source model, led the Contra Costa County Public Managers' Association to commission a study in 1996 to evaluate alternatives.

The 1996 study found that the CCCL system was efficiently operated, that the CCCL system offered economies of scale and scope, and that a return-to-source model would significantly reduce library service levels in west County and the Lamorinda area (i.e., Lafayette, Moraga and Orinda).<sup>20</sup> Nearly all of the cities were found to be better off remaining within the CCCL system due to the

<sup>18</sup> City of Walnut Creek City Manager's Office, *Agenda Report for Renewal of Funding for Regular and Increased Library Hours and Services*, Nov. 20, 2007.

<sup>19</sup> City of Oakley City Manager's Office, *Staff Report regarding a Resolution Supporting the Relocation and Expansion of the Oakley Library at the Former CentroMart Building*, Oct. 23, 2012.

<sup>20</sup> David M. Griffith & Associates, *Final Report for the Contra Costa County Library Study to the Contra Costa County Public Managers' Association*, November 1996.

generally relatively low funding level in the CCCL system (compared with other areas of the State), and the loss of economies of scale in establishing an independent library. The report found that only Concord and San Ramon could afford to withdraw, and that only Concord could increase service levels by doing so.<sup>21</sup> The study recommended implementing new countywide funding sources to address the problem of inadequate library funding, and to pursue a five-region confederation approach to provide incentives for cities to continue to support a joint library system. A County Library Commission and regional library boards were proposed at that time as mechanisms for city input on the CCCL system. The regional library boards and County Library Commission are in place.

Prior to building the Dougherty Station Library in 2005, San Ramon prepared a library master plan to assess its needs. The master plan also explored alternative service models, including withdrawal from the CCCL system, privatization and partnering to create a regional library system. Its master plan pointed to the negative impact that San Ramon's withdrawal would have on the CCCL system, and the start-up costs associated with purchasing library materials and resources.<sup>22</sup> The City has chosen to remain within the CCCL system.

#### Joining the CCCL System

Richmond has the option to join the CCCL system. However, Richmond Library has operated independently for 102 years, and has not proposed or expressed interest in this option.

#### Library Privatization

Both CCCL and Richmond have the option of privatizing library services.

There is a private company, Library Systems and Services, Inc. (LSSI), that now runs 17 library systems in California and other states.<sup>23</sup> It is apparently the only private provider of municipal library services. LSSI operates libraries for the cities of Santa Clarita, Camarillo, Moorpark and Redding. Santa Clarita, Camarillo and Moorpark withdrew from their respective County Library systems in Los Angeles and Ventura counties between 2007 and 2010. In addition, LSSI operates the Riverside County library system by contract. LSSI was an attractive option due to the lower costs of contracting with LSSI than staffing libraries with public employees; the lower costs have been attributed primarily to LSSI not providing employer-paid pension benefits.<sup>24</sup>

Due in part to labor concerns, California subsequently adopted AB 438 in 2011. AB 438 imposed a number of requirements (through 2019) on cities intending to withdraw from a county library system and privatize. These include prohibiting the loss of jobs or employee benefits, proving that privatization would result in cost savings during the term of the contract, and providing notice of the proposal in a certain fashion. Since AB 438 was adopted, no California cities have withdrawn from their respective library systems and privatized. As a result of AB 438, it does not appear to be a feasible option for cities to withdraw from CCCL and privatize prior to 2019.

The primary benefits of privatization are cost reduction—primarily due to lack of employer-paid pension benefits for employees of the private service provider—and associated opportunities to increase service levels. The primary disadvantages ~~are is reduced compensation for library~~

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<sup>21</sup> Ibid., pp. 4-5.

<sup>22</sup> Anderson Brule Architects, *Library Services Master Plan for the City of San Ramon*, Aug. 25, 2000, p. 34.

<sup>23</sup> Reason Foundation, *California Library Privatization Success in Jeopardy*, May 15, 2012.

<sup>24</sup> The Atlantic Cities, *Are Privatized Libraries So Bad?*, 2012.

~~employees and perceptions that privatization would~~ reduced public and government control over library operations ~~and the allocation of library resources, and would shift control to the private service provider.~~

Neither CCCL nor Richmond has proposed or expressed interest in this option.

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## MSR DETERMINATIONS

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This section sets forth recommended findings with respect to the service-related evaluation categories based upon this review of municipal services for Contra Costa County.

LAFCO is required to identify governance options; however, LAFCO is not required to initiate changes and, in many cases, is not empowered to initiate these options.<sup>25</sup> LAFCO is required by the State to act on SOI updates. The Commission may choose to recommend governmental reorganizations to particular agencies in the county, using the spheres of influence as the basis for those recommendations (Government Code §56425 (g)).

### GROWTH AND POPULATION PROJECTIONS

- 1) There were 1,065,117 residents in Contra Costa County in 2012, according to the California Department of Finance.
- 2) Population has grown fastest in the Brentwood, San Ramon, Oakley and Hercules library service areas in the last decade. Population is expected to grow most rapidly in the next 20 years in the CCCL service areas in Brentwood, Hercules, Pinole and Pittsburg.
- 3) Library visitation has increased dramatically in recent years due in part to the availability of internet stations in libraries. CCCL library visits have increased more rapidly than in the State as a whole in the last five years, and Richmond library visits have increased even more dramatically.
- 4) Demand is also affected by growth among population segments with higher library visitation rates such as younger and higher-income people.

### DISADVANTAGED UNINCORPORATED COMMUNITIES

- 5) Bay Point, Bethel Island, North Richmond, and east Pacheco are disadvantaged unincorporated communities within the County Library service area. North Richmond is adjacent to the City of Richmond.
- 6) Bay Point is an unincorporated area west of the City of Pittsburg. There were 21,349 residents there in 2010. Median household income in Bay Point is about 69 percent of the statewide median income level. Bay Point is located closest to the Bay Point Library.
- 7) Bethel Island is an unincorporated area located in the northeast corner of the County. There were 2,137 residents there in 2010. Median household income on Bethel Island is about 60 percent of the statewide median income level. Bethel Island is located closest to the Oakley Library, although the library is more than five miles distance from the community.

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<sup>25</sup> LAFCO can initiate SOI changes, along with mergers, consolidations, dissolutions, district formations, and creation of subsidiary districts. LAFCO cannot initiate annexations, detachments, and incorporations.

## LIBRARY MSR

- 8) North Richmond is an unincorporated island area surrounded by the City of Richmond and the Pacific Ocean. There were 3,717 residents in North Richmond in 2010. Median household income in North Richmond is about 61 percent of the statewide median income level. North Richmond is located closest to the San Pablo Library.
- 9) East Pacheco is an unincorporated community located east of the City of Martinez. There were 3,685 residents in Pacheco in 2010. Pacheco is located closest to the Concord Library.

### **PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND INFRASTRUCTURE NEEDS**

- 10) Major infrastructure needs and deficiencies exist at Richmond's Main Library. The facility is undersized, outdated and lacks electrical and data capacity to expand public computers. A proposed \$50 million replacement facility is unfunded.
- 11) Most of the seven County-owned library facilities are in fair to poor condition. Remodeling and data/electric capacity improvements are needed at El Sobrante, Kensington, and Pinole libraries. Ygnacio Valley needs remodeling and expansion. Antioch, Pleasant Hill and Rodeo need replacement. None of the associated capital needs is funded.
- 12) The privately-owned Crockett Library is in poor condition. And the privately owned library in San Pablo is undersized and needs replacement. Associated capital needs are not funded.
- 13) The two libraries located in school district facilities – Bay Point and Oakley – were reported to be in poor and fair condition, respectively. Both facilities need replacement. The City of Oakley is developing a ballot measure that would authorize a financing mechanism for the proposed new library there.
- 14) Among the 15 City-owned libraries, five are in excellent condition (Dougherty Station, Hercules, Lafayette, Prewett, and Walnut Creek), and five are in good condition (Clayton, Danville, Martinez, Orinda and San Ramon). Four libraries are in fair condition (Brentwood, Concord, Moraga and Pittsburg); capital projects in Brentwood and Pittsburg are funded while Concord and Moraga capital needs are unfunded. The El Cerrito library is in poor condition and needs replacement; the capital needs are unfunded.

### **ADEQUACY OF PUBLIC SERVICES**

- 15) Library service levels on the whole are relatively low in the County. Many of the cities pay for extended library hours. Cities with less funding receive lower service levels.
- 16) All of the service providers are professionally managed and generally follow best management practices. All providers perform annual employee evaluations on at least an annual basis, prepare timely annual budgets, and maintain current financial records. CCCL does not conduct long-term library capital improvement plans.

### **FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES**

- 17) The financial ability of both Richmond and CCCL to provide services is minimally adequate to deliver basic service levels.
- 18) Funds are not sufficient for the County to address capital needs at the libraries owned by the County. The cities of El Cerrito, Concord and Moraga have significant capital needs at their libraries, and lack funds to address them. Funds are not sufficient for Richmond to replace its Main Library.

- 19) Property taxes are the primary funding stream for library services.
- 20) CSA LIB-10 funds an inconsequential portion of operating costs at the Pinole Library. CSA LIB-12 funds only one percent of operating costs at the Moraga Library.

#### **STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES**

- 21) Library service providers practice extensive facility sharing in Contra Costa County. Both Richmond and CCCL offer access to materials at 44 other library systems through interlibrary loan.
- 22) CCCL operates library outlets owned by 14 cities, two school district and two private companies. The County Library collaborates with non-profit library auxiliaries and a community college for library services, and conducts literacy outreach in collaboration with daycare providers and health clinics.
- 23) Richmond facility sharing practices include access to training and research sharing through Bay Area Library and Information System and Pacific Library Partnership. The City's bookmobile serves 16 schools that lack their own library facilities.
- 24) Library-related facility sharing opportunities include opportunities for community-based schools to share resources with the Richmond Library.
- 25) The City provided the building site for the El Sobrante Library 50 years ago in recognition that the library there would serve Richmond residents. The City is not presently funding the El Sobrante Library, and none of its territory lies within the associated County Service Area.
- 26) In western Contra Costa County, there are several County-owned library facilities located in close proximity to another facility. The Kensington and El Cerrito libraries are two miles apart, as are the El Sobrante and San Pablo libraries. All four of these libraries operate at a deficit, with locally generated revenues not covering respective library costs. Given the significant capital needs at these facilities, there are opportunities to combine facilities.

#### **ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS**

- 27) Accountability is best ensured when there is sufficient constituent interest to maintain full governing boards or advisory committees, constituent outreach is conducted to promote accountability and ensure that constituents are informed and not disenfranchised, and public agency operations and management are transparent to the public.
- 28) Accountability to constituents is constrained in the library CSAs, where the residents in the unincorporated areas, as there are no advisory bodies for these CSAs. In order to improve constituent interest and involvement within the CSAs, the County may wish to consider forming advisory committees in the CSAs to provide a means for them to voice community preferences.
- 29) All agencies prepare and post meeting agendas and make minutes available as required. The service providers perform significant outreach in addition to legally required activities
- 30) All of the agencies reviewed demonstrated accountability in disclosure of information and cooperation with LAFCO during the MSR process.

## 4. CITY OF RICHMOND

The City of Richmond provides library facility and operations services within the city limits. This chapter focuses solely on the City's library services germane to this report. The City provides a range of municipal services. LAFCO reviewed other City services in 2009 in a separate sub-regional MSR covering all services provided by the cities in west County.<sup>26</sup>

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### AGENCY OVERVIEW

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#### FORMATION AND BOUNDARY

The City of Richmond incorporated in 1905 and became a charter city in 1909.

The City is located in western Contra Costa County and is loosely bounded by the City of Pinole and the unincorporated areas of Bayview–Montalvin and Tara Hills to the north; San Pablo Bay to the west; East Richmond Heights, Rollingwood, El Sobrante, and unincorporated Briones Hills to the east; and the City of El Cerrito and San Francisco Bay to the south. The City's boundary area is 52.6 square miles, 22.6 square miles of which is submerged in the San Pablo Bay, according to the U.S. Census Bureau.

The City's existing SOI encompasses adjacent unincorporated areas, specifically territory in the unincorporated North Richmond and southeastern El Sobrante areas, the northwestern portion of East Richmond Heights, and the portion of unincorporated El Sobrante that lies south of Manor and Rancho Roads. LAFCO updated the City's SOI in 2009, and processed a minor amendment to the SOI in 2010.

Richmond developed rapidly as a heavy industrial town during World War II, chiefly devoted to shipbuilding.

#### Library History

The City of Richmond Library was organized in 1910.

Prior to that, there were public library services in the City; these early libraries were organized by women's associations. The Women's Improvement Club of Richmond established a circulating library in 1907; it later closed in 1910 and transferred its collection to the City. The West Side Women's Improvement Club established the Point Richmond Library in 1909, which became the West Side Branch of the City Library in 1910. In 1929, the City completed construction and opened a larger library.

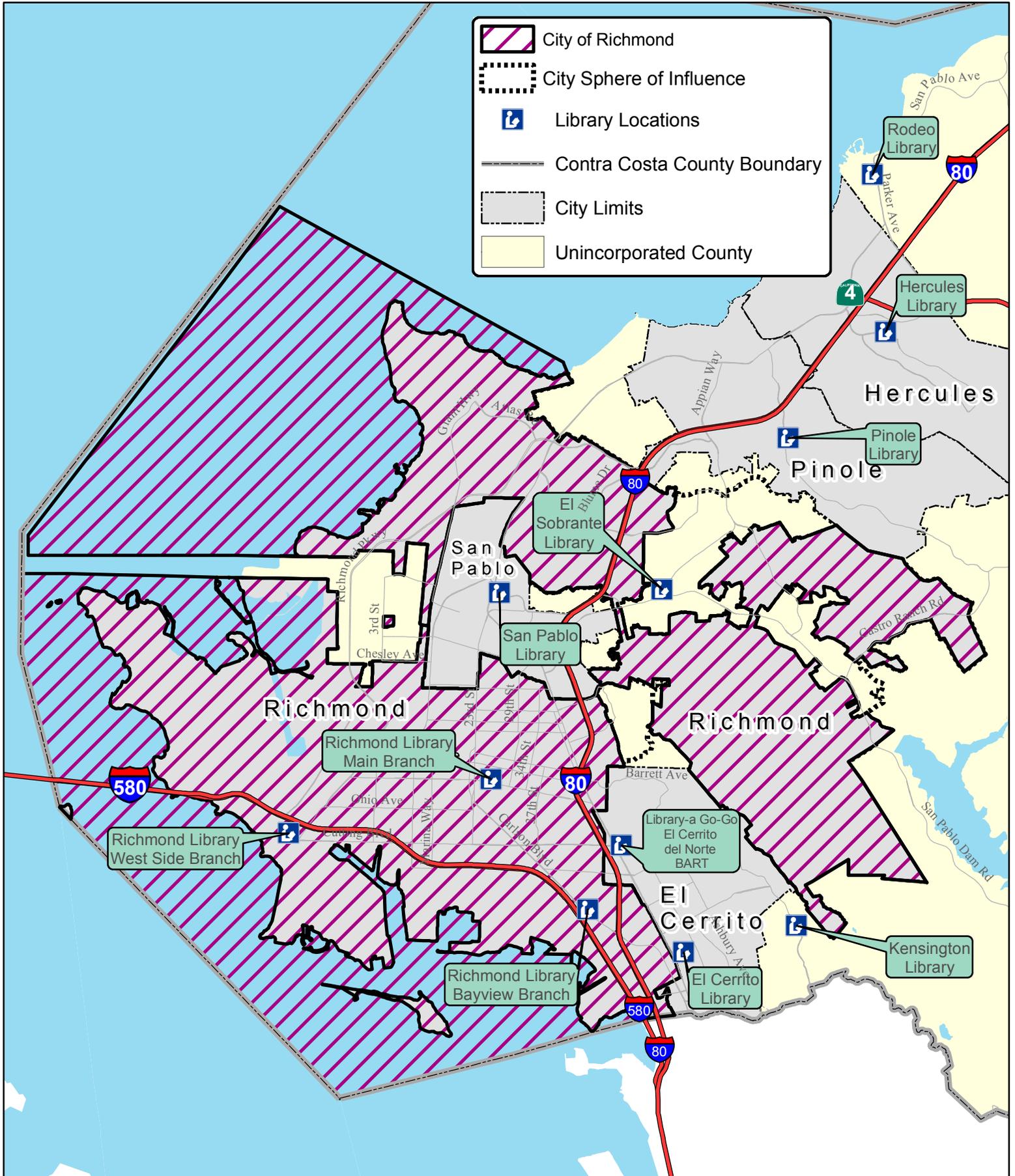
#### LOCAL ACCOUNTABILITY AND GOVERNANCE

The City is organized as a council-manager form of local municipal government. The City is governed by a seven-member City Council. Six council members are elected at large to alternating four-year terms, as is a separately elected mayor. The last contested election for a council seat occurred in 2012. A City Library Commission is an advisory body that meets monthly; the Commission is composed of five appointed members.

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<sup>26</sup> Dudek, *Final Contra Costa LAFCO: West County Sub-Regional Municipal Service Review, Report Prepared for Contra Costa Local Agency Formation Commission*, Nov. 2009.

# Map 4-1: City of Richmond Boundary



*Table 4-1: City of Richmond Governing Body*

<b>City of Richmond Library</b>				
<b>Governing Body</b>				
	<b>Name</b>	<b>District</b>	<b>Began Serving</b>	<b>Term Expires</b>
<i>City Council</i>	Gayle McLaughlin	Mayor	2006	2015
	Nathaniel Bates	Council Member	1967	2017
	Jovanka Beckles	Council Member	2011	2015
	Courtland "Corky" Boozé	Council Member	2011	2015
	Thomas K. Butt	Council Member	1999	2017
	Jeff Ritterman	Council Member	2009	2013
	Jim Rogers	Vice Mayor	2003	2015
<i>Manner of Selection</i>	Elections at large			
<i>Length of Term</i>	Four years			
<i>Meetings</i>	Date: 1st and 3rd Tuesdays at 6:30 p.m.		Location: 440 Civic Center Plaza Richmond, CA 94804	
<i>Agenda Distribution</i>	Online and posted			
<i>Minutes Distribution</i>	Minutes and video of meetings available online and by request			
<b>Contact</b>				
<i>Contact</i>	Director			
<i>Mailing Address</i>	City of Richmond Library Admin., 325 Civic Center Plaza, Richmond, CA 94804			
<i>Website</i>	<a href="http://www.ci.richmond.ca.us/index.aspx?nid=105">http://www.ci.richmond.ca.us/index.aspx?nid=105</a>			

The City conducts library-related outreach with constituents through traditional methods such as press releases, flyers, speaking engagements and hosting booths at community events. The word-of-mouth approach is employed by Friends of Richmond Library and the Richmond Public Library Foundation; most board members are active in various other community organizations. The Library also has access to new marketing and outreach tools such as the City's email notification subscription, an interactive online City calendar, the Civic Center digital marquee, Tweets, Facebook posts, and the City-owned TV station KCRT. The City conducted a library needs assessment from 2007-9 by surveying residents (1,100 responses), conducting 13 focus groups with special constituencies, and interviewing 47 stakeholders and community leaders. In addition, the City conducts a community survey every two years with questions about the quality of library services.

With regard to customer service, complaints may be submitted directly to the Library Administration office, at a library, or by walk-in, phone calls or email to any Council member. Comment forms are readily available at all locations. The City maintains City of Richmond (COR) Connect system to submit and track questions, complaints and compliments. The link to this system is a large button on the left edge of every page on the City website including the Library pages. Once an issue is submitted the resident can log back in to check on the status of the item. The City does not track the number of complaints received. However, the City's 2007 survey indicated that many residents would like additional children's services and computer access; some residents also would like additional library hours and library comfort.<sup>27</sup> Although the City subsequently reopened two branches and increased the number of computers at its main library, the City has not subsequently surveyed to identify current constituent concerns.

<sup>27</sup> City of Richmond, *Library Program: Needs Assessment for the Richmond Public Library*, Feb. 2009, Appendix 2.

The City Library demonstrated accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO's written questionnaires and cooperated with LAFCO document requests.

## SERVICE DEMAND AND GROWTH

The City bounds encompass residential, commercial, industrial, public and institutional, and open space land uses. Low-density residential areas are located mostly in outlying undeveloped portions of the City, generally in the vicinity of El Sobrante. High density uses are typically situated near major transportation routes, shopping and public facilities: by East Shore and John T. Knox Highways, along Carlson and Garrard Boulevards, and southern coastal areas. Commercial activities are located in mixed-use neighborhoods, by the freeways and major roadways, in the City Center, and along the shoreline. Industrial land uses are mainly concentrated in the western portion of the City, close to the shoreline. Public and institutional uses are located throughout the City of Richmond. Open space land is primarily located in the eastern portion of the City, as well as in a couple of smaller areas in the west and northwest.<sup>28</sup>

The City Library considers its customer base to be the residents, workers and visitors in the area. In FY 10-11, the City had 64,761 borrowers with active library cards and a circulation of 241,767 including renewals. There were 361,999 visits made in FY 10-11 to the City library facilities, in addition to 137,172 virtual visits involving user requests of the library web site originating outside the library buildings. The City Library reports that service demand is driven not only by population but also by English literacy levels, education, population whose primary language is not English, and transportation accessibility.

There were an estimated 40,660 jobs located in the City in 2010, according to ABAG. The economy of the City of Richmond includes heavy and light manufacturing, distribution facilities, service industry, high-tech, bio-tech and medical technologies, retail centers and a multi-terminal shipping port on San Francisco Bay. Richmond also serves as a government center for western Contra Costa County. Major employers include the Kaiser Permanente's Richmond Medical Center hospital and the U.S. Social Security Administration in downtown Richmond, the Chevron refinery, a U.S. Postal Service bulk mail center, West Contra Costa Unified School District, and the City of Richmond. ABAG projects that the City will experience commercial growth faster than the countywide average job creation rate. Specifically, the number of jobs in the City is projected to grow by 58 percent between 2010 and 2030. This is comparable to projected job growth in El Cerrito and Martinez, but otherwise faster than most other cities in west County.

The estimated residential population in the City bounds was 104,887 in January 2012, according to the California Department of Finance. The City's population density is approximately 3,496 per square mile, compared with the countywide average density of 3,538 in cities. ABAG projects that the City's residential population will grow by 26 percent between 2010 and 2030. By comparison, the countywide average population growth is projected at 17 percent over the same period. The City's residential growth is expected to be on par with the nearby cities of Hercules and Pinole, and to outpace growth in the neighboring cities of San Pablo and El Cerrito.

Point Molate is the former site of a U.S. Navy fuel depot located on the San Pablo Peninsula. The depot closed in 1995 under the U.S. Department of Defense Base Realignment and Closure Act of 1990. The City approved a Point Molate Reuse Plan in 1997, and acquired most of the property

<sup>28</sup> City of Richmond, *General Plan Land Use Map*, 2006.

in 2003. A waterfront casino, resort and condo complex was proposed for the site, but defeated by voters in 2010. The developer and the City are working to determine other uses more compatible with the City's plans. The City has planned for open space and trail uses there as well once remediation on the site is complete.

The City encourages growth near major activity centers and transportation corridors, as well as around the central city area.<sup>29</sup> The City of Richmond has planned for significant change in land uses and development character in downtown and Macdonald Avenue corridor, key corridors (23rd Street, Harbour Way North, Marina Way, Cutting Boulevard, San Pablo Avenue, Carlson Boulevard, Ohio Avenue), Hilltop, Richmond Parkway, southern shoreline, and San Pablo peninsula.<sup>30</sup>

The City expects development to occur primarily in the Downtown area (Macdonald Ave.), the Hilltop area and Ford Peninsula in Marina Bay. The City's primary economic development goals are revitalized downtown, expansion of the Hilltop area retail, and transformation of Richmond Parkway and key commercial corridors into mixed use areas.<sup>31</sup>

The City's General Plan was last updated in 2012. The City of Richmond has not adopted library standards in its General Plan.<sup>32</sup>

Disadvantaged communities within the City limits are in central Richmond and include the Iron Triangle, Pullman, Potrero, and the portion of the Panhandle area between I-580 and I-80. Adjacent disadvantaged communities are the unincorporated North Richmond area and central portions of the City of San Pablo.<sup>33</sup>

## MANAGEMENT

The Richmond Library's staff consisted of 38 full-time equivalents (FTEs) in FY 12-13. The paid staff FTEs included 13 professional librarians (with at least a master's degree education level), two professional specialists, and 22 support staff. In addition to the paid staff, there were unpaid volunteers whose work time amounted to 3.7 FTEs in FY 11-12; volunteers are focused on the City's literacy program and the homework help center.

The Library Director directly manages administrative staff and the managers of the Department's three library-related divisions—adults services and facilities, children's services and outreach, and literacy. Each of these managers is responsible for supervising employees and functions in his or her division.

All employees are given written evaluations annually.

The Director conducts workload monitoring on a routine basis and discloses the results through the annual budget process in which a variety of performance indicators are tracked, including metrics of library usage, effectiveness, and efficiency. The Library establishes performance goals through its annual budget. For example, its goals in FY 12-13 are to increase circulation and the

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<sup>29</sup> City of Richmond, *City of Richmond General Plan 2030*, August 2011, chapter 3.

<sup>30</sup> City of Richmond, *City of Richmond General Plan 2030*, August 2011, p. 3.23.

<sup>31</sup> City of Richmond, *City of Richmond General Plan 2030*, August 2011, p. 1.24.

<sup>32</sup> City of Richmond, *City of Richmond General Plan 2030*, August 2011.

<sup>33</sup> Disadvantaged communities were identified from American Community Survey 5-year data for 2006-2010 by place and census tract. For LAFCO purposes, disadvantaged communities are defined as having median household income less than 80 percent of the State median (Government Code §56033.5 which, in turn, relies on the definition in Water Code §79505.5).

number of visits by 10 percent, increase the number of cardholders, and provide homework assistance to students. The Library tracks performance indicators on a quarterly basis.

The City’s financial planning efforts include annual budgets, mid-year budget reviews, annual financial audits, and capital improvement plans. The City’s most recent audit was completed for FY 10-11. The City produces a five-year capital improvement plan (CIP) annually. The most recent CIP update was completed in FY 12-13, and includes both funded and unfunded library capital needs. The City prepares a development impact fee nexus study (last updated 2005).

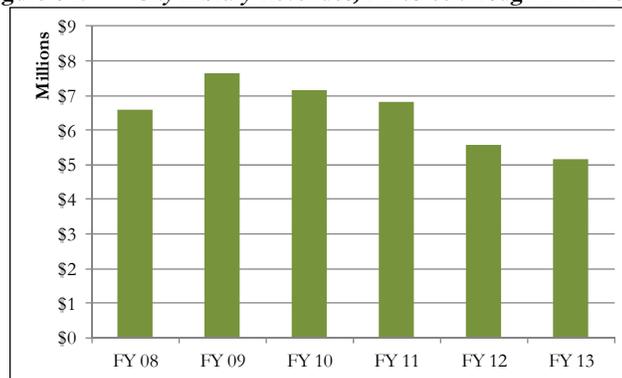
The City’s library-related planning efforts include an annual budget, five-year budget projections (2012), a business plan (2009), a library program and facility needs assessment (2009), and a technology plan (2009).

The City Library’s primary accomplishment since 2007 has been providing a significant increase in service levels by increasing the open hours of the main library, by reopening the renovated Bayview and West Side library branches (2008), and by increasing bookmobile operating hours. In addition, the City responded to its needs assessment (completed 2009) by adding a homework help center, more children’s programming, borrowable DVDs, and additional computers. Other accomplishments include remodel of the children’s area and addition of a teen area with computers at the main library. The City has also expedited processing of new book and media materials; materials now arrive with barcode labels and are placed on shelves much more quickly. The City did not identify any honors or awards received in the last five years.

**FINANCING**

The City reported that the current financing level is minimally adequate to provide basic service levels.

**Figure 4-1: City Library Revenues, FY 07-08 through FY 12-13**



The Department has faced budget cuts in recent years, with 19 percent of its staff positions eliminated since FY 08-09. The Department’s budget has declined by 21 percent since FY 07-08, with the most dramatic budget reduction in FY 11-12.

The City finances its Library & Cultural Services Department primarily from general fund revenues which contribute 96 percent of the Department’s budget. Special library grants, fines and fees, and impact fees are the other funding sources. Overall, the City’s general fund revenues were \$119.7 million in FY 10-11, composed of utility users taxes (42 percent), property taxes (22 percent), sales taxes (19 percent), other taxes (7 percent), licenses and permits (2 percent), service charges (3 percent), and other revenues (5 percent).<sup>34</sup> The City attempted to gain additional funding specifically for library facilities in 2001 with a proposed

<sup>34</sup> City of Richmond Finance Department, *Comprehensive Annual Financial Report for the Year Ended June 30, 2011*, 2011.

## LIBRARY MSR

\$20 special parcel tax but voters defeated the proposal (49 percent approved it, falling short of the supermajority vote requirement).

The City's Library & Cultural Services Department actual expenditures were \$5.6 million in FY 11-12. Of this amount, 70 percent was spent on compensation, 20 percent on services and supplies, eight percent on internal cost allocations, and one percent on capital outlays. In addition, facility costs that are not paid by the Department, but rather by the City as a whole, amounted to \$430,000 in FY 12-13.

Capital expenditures have been financed through impact fees, the capital outlay fund, special grants funding, and the general fund. Budgeted capital expenditures in FY 12-13 totaled \$545,000. These were composed of \$50,000 for upgrading public access computers (financed entirely from library impact fees), \$135,000 for ebooks and materials for a new book van (also financed from impact fees), \$50,000 for a back-up generator and \$315,000 for ADA-related restroom improvements (financed from the City's capital outlay fund) and \$45,000 for repairs and improvements (financed from special grant and fine funding). The City has levied a library impact fee since 2005. The fee was last increased in 2011 to \$1,501 per single-family dwelling unit; fees for non-residential development vary from \$39 to \$297 per 1,000 square feet.<sup>35</sup> The City uses the revenues for new library materials and costs associated with new library capital improvements.

The City had \$380 million in governmental long-term debt at the end of FY 10-11.<sup>36</sup> The debt consisted of redevelopment-related bonds (27 percent), bonds that financed unfunded pension liabilities (40 percent), lease revenue bonds that partly financed the new Civic Center (23 percent), loans (five percent), and other (four percent). The City offers defined benefit pension benefits through the California Public Employees' Retirement System (PERS) to eligible City employees. The City offers post-retirement health care benefits. The City's OPEB liability was estimated to be \$83 million as of July 1, 2009. The City joined the Public Agencies Post-Retirement Health Care Plan, a multiple employer trust administered by Public Agency Retirement Services, in 2008 and partially funds the liability through a trust.

The City had \$12.1 million in unassigned general fund balances at the end of FY 10-11, which made up 10 percent of general fund expenditures in that year. In other words, the City maintained 1.2 months of working reserves.

The City is a member of the Municipal Pooling Authority for general, automobile, property, and machinery insurance liability.

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<sup>35</sup> City of Richmond, *Master Fee Schedule*, July 19, 2011.

<sup>36</sup> City of Richmond Finance Department, *Comprehensive Annual Financial Report for the Year Ended June 30, 2011*, 2011.

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## LIBRARY SERVICES

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### NATURE AND EXTENT

The City of Richmond provides library facility and library operation services.

Library facility services include repairs, capital improvements, janitorial, grounds maintenance, utilities and telecommunication services.

Library operational services encompass a wide variety of services ranging from the standard offerings—physical library collections, reference desk services, cataloging of materials, story hour and other in-library programming, and literacy services—to modern offerings—virtual library, wireless (wi-fi) access, and public access computers—to services tailored to in-need populations.

The City Library has contracted with Internet Library to begin offering e-books to borrowers in FY 12-13; the City will provide access on its webpage to their extensive archive of scanned books and audio and video files. Availability of e-books (up to 30,000 titles) will allow the City to archive older titles in its standard collection that are available in digital format. The City Library offers Discover and Go (free museum pass program). Through its free service BookFlix, the City offers children an interactive, online literacy resource that pairs classic fictional video storybooks with nonfiction eBooks to reinforce reading skills.

Other services include legal help on immigration and small claims matters, toy library, small business classes, college preparatory classes, research presentations for students, book club, and summer reading camp to support students in grades 1-3 with the goal of improving reading skills.

Literacy for Every Adult Program (LEAP) is a free program sponsored by the Richmond Public Library in which tutors and learners work one-on-one or in small groups. LEAP provides adults with classes, workshops, programs and individual tutoring for basic literacy skills, financial literacy, and pre-General Educational Development (GED) test preparation. LEAP also provides English literacy for second language learners.

Richmond Grows is a non-profit seed lending library located in the public library. The basic idea is for borrowers to plant the seeds, let some go to seed, then return some of these next generation seeds for others to borrow. Borrowers are asked to watch an on-line orientation, and have access to free classes on organic gardening and seed saving.

### LOCATION

Richmond Library provides direct library services from three library outlets, a bookmobile, and via the internet. Library outlet locations are listed in Table 4-3. The bookmobile operates 26 hours weekly, visiting 16 schools, a boys and girls club, and a senior community.

### INFRASTRUCTURE

The main library is undersized, has outdated electrical wiring, heating and cooling, and lacks electrical/data capacity to expand public computers. A proposed replacement facility is proposed to be approximately 65,300 square feet in size with 135 public computers, special service space and meeting rooms. The estimated cost of the proposed new facility is \$50 million. There is no active planning work being done on this project at this time due to a lack of funding.

The smaller library branches—Bayview and West Side—were renovated in 2008 prior to being re-opened.

In addition to standard facility needs, the City needs to archive the local history collection which is fairly extensive and includes photos for which the City Library receives requests for use in books and projects throughout the year.

#### Facility Sharing and Regional Collaboration

LEAP collaborates with community organizations such as Catholic Charities, Bay Area Rescue Mission, Multi-Cultural Institute of Berkeley, and Building Blocks for Kids to ensure access to services throughout the community. LEAP utilizes facilities such as public housing sites, elementary schools, the adult school housed at Richmond High, and community centers to extend the number of students reached. LEAP partners with other city departments including the Department of Employment and Training and Office of Neighborhood Safety.

The Library partners with other city departments including the City Recreation Department to provide additional space for Library programs such as community centers and the outdoor Civic Center Plaza. The bookmobile and soon the new Book Van are a facility sharing strategy focused on taking library materials and services out into the community. The library's Madeline F. Whittlesey Community Room, in turn is available for use by community groups by reservation.

The Library is an active participant in a variety of interagency projects undertaken by the City of Richmond, West Contra Costa School District, and Contra Costa County often working closely with other community based organizations. Two examples are the Richmond Health Equity Partnership (RHEP) whose goal is to advance overall health and health equity in Richmond and includes the development of community based schools and the Campaign for Grade Level Reading focused on ensuring all students are reading at grade level by third grade.

The Library has recently developed its own collaborative projects. A partnership with the Arts & Culture Division and the Richmond Art Center, a non-profit, results in library programs and exhibits over the next five years both in the library and at the Art Center nearby. The Library was awarded a National Leadership Planning Grant from the Institute of Museum and Library Services (IMLS) to conduct a needs assessment of digital literacy skills. The library's partner in the project is Building Blocks for Kids (BBK) a 29+ member collaborative that includes non-profit organizations, city and county agencies, and community members working to improve quality of life in the Iron Triangle Neighborhood. The grant will utilize skills, staff and community meeting space provided by BBK. Richmond's Community Development department allocated \$19,000 in grant funding to the library for Science, Technology, Engineering and Math (STEM) programs targeted at disadvantaged youth especially girls. Plans are underway to involve other agencies and organizations in the implementation of the STEM project including UC Berkeley and Lawrence Berkeley National Laboratory (LBNL).

Table 4-2: Richmond Library Service Profile

Richmond Library System			
<b>Service Area</b>			
<b>Library Operations:</b> City of Richmond			
<b>Library Facilities:</b> City of Richmond			
<b>Service Demand, FY 10-11</b>			
Population in Service Area	104,220	% of Population Age <=14	70%
Registered Borrowers	64,761	% of Borrowers Age <=14	29%
Circulation	241,767	% Children Materials	39%
Physical Visits	236,240	Virtual Visits	137,172
Reference Questions	24,675	Internet Sessions	53,503
<b>Resources</b>			
Central Library & Branches	3	Bookmobiles	1
Facility Square Footage	34,975	Facility Seats	133
Paid Staff (FTE)	38	Public Internet Computers	26
Volunteers (Total)	48	Volunteers (FTEs)	3.7
Total Physical Materials	180,823	Total Electronic Materials	26
Printed Books	165,732	Electronic Books	0
Audio Materials Physical	3,849	Audio Materials Digital	0
Video Materials Physical	11,242	Video Materials Digital	0
Government Documents	0	Databases	26
<b>Service Adequacy</b>			
Visits per Capita - Physical	2.3	Visits per Capita - Virtual	1.3
Borrowers per Capita	0.6	Reference Questions per Cap	0.2
Circulation per Capita	2.3	Internet Sessions per Capita	0.5
Square footage per Capita	0.3	Seats per Capita (1,000)	1.3
Paid staff per Capita (1,000)	0.4	Total FTEs per Capita (1,000)	0.4
Physical Materials per Capita	1.7	Digital Materials per Capita	0.0
Loans Lent/Loans Received	1.3	Total Cost per Capita	\$65
<b>Facility-Sharing and Regional Collaboration</b>			
Interlibrary Loans - Items Lent	2,882	Interlibrary Loans - Received	2,186
<b>Current Practices:</b> The City Library offers patrons of its library outlets not only access to its own combined collection but also access through Link-Plus interlibrary loan to the collections of 13 other municipal library systems (e.g., San Francisco and Sacramento) and 31 collegiate libraries. The Library is a member of Bay Area Library and Information System and Pacific Library Partnership which provides research and development, training, grants, and resource sharing. The City Library works with area non-profits, schools and other governmental agencies to assess needs, develop interagency solutions, and stay abreast of resources provided by others.			
<b>Opportunities:</b> Richmond has been chosen as the preferred site for the second campus of the Lawrence Berkeley National Laboratory, BBK has been awarded a Promise Neighborhoods Grant, School Districts developments of Community Based Schools may lead to increased facility sharing.			

*Table 4-3: Richmond Library Facilities*

Richmond Library Facilities by Outlet							
Library	Location	Owner	Year Built	Reno-vated	Condition (1)	Square Feet	Facility Needs
Main	325 Civic Center Plaza Richmond, CA 94804	City	1949	2000	Fair	31,250	The library is undersized, has outdated electrical wiring, heating and cooling, and lacks electrical/data capacity to expand public computers. A \$50 million replacement facility is needed but not presently funded. Flooring needs replacement in areas, and restrooms need disability access.
Bayview	5100 Hartnett Ave. Richmond, CA 94804	City	1976	2008	Good	1,980	The library is susceptible to flooding.
West Side	135 Washington Ave. Richmond, CA 94801	City	1961	2008	Good	1,745	The library roof leaks.

Notes:  
 (1) Facility condition definitions: Excellent—relatively new (less than 10 years old) and requires minimal maintenance. Good—provides reliable operation in accordance with design parameters and requires only routine maintenance. Fair—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. Poor—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation

**Table 4-4: Richmond Library Resources by Outlet**

<b>Richmond Library Metrics by Outlet</b>									
<b>Library</b>	<b>Seats</b>	<b>Internet Terminals</b>	<b>Volumes</b>	<b>Staff FTEs</b>	<b>Weekly Hours</b>	<b>Circulation</b>	<b>Circ/Volume</b>	<b>Pop Served</b>	<b>Sq. Ft. per 1,000</b>
Main	84	16	136,344	44.1	45	171,038	1.3	89,336	350
Bayview	29	6	7,493	2.7	20	6,364	0.8	11,449	173
West Side	20	4	8,096	2.7	20	15,344	1.9	3,435	508

**Table 4-5: Richmond Library Finances by Outlet**

<b>Richmond Library Finances by Outlet</b>						
	<b>Expenditures, FY 11-12</b>					<b>Revenues</b>
	<b>Direct Operations Cost</b>	<b>Pool Operations Cost</b>	<b>Total Lib. Operations Cost</b>	<b>Building Cost</b>	<b>Total Lib. Ops. &amp; Bldg Cost</b>	<b>Total</b>
	Main	\$4,420,492	\$384,391	\$4,804,883	\$ 391,110	
Bayview	206,952	17,996	224,948	24,992	249,940	224,948
West Side	206,952	17,996	224,948	21,964	246,912	224,948

Note: (1) Building costs are not included in the Department budget, nor are the revenues that finance these costs.

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## AGENCY MSR DETERMINATIONS

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### GROWTH AND POPULATION PROJECTIONS

- 1) The estimated residential population within the City is approximately 104,887.
- 2) Population is expected to grow fairly rapidly (26 percent) compared with the County as a whole (17 percent) through 2030.
- 3) The primary growth areas are the downtown area, Hilltop area and Marina Bay. The City encourages growth near major activity centers and transportation corridors, and around the central city area.

### LOCATION AND CHARACTERISTICS OF ANY DISADVANTAGED UNINCORPORATED COMMUNITIES

- 4) North Richmond is a disadvantaged unincorporated community adjacent to the City limits.
- 5) North Richmond is an unincorporated island area surrounded by the City of Richmond and the Pacific Ocean. There were 3,717 residents in North Richmond in 2010. Median household income in North Richmond is about 61 percent of the statewide median income level. North Richmond is located closer to the San Pablo Library than to any of the City of Richmond libraries.

47

**PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES**

- 6) Major infrastructure needs and deficiencies exist at the Main Library. The facility is undersized, outdated and lacks electrical and data capacity to expand public computers. A proposed \$50 million replacement facility is unfunded.

**FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES**

- 7) The City's current level of financing is sufficient for minimally adequate service provision.
- 8) Funds are not sufficient for the agency to replace its Main Library.

**STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES**

- 9) Current facility sharing practices include access to materials at 44 other library systems through interlibrary loan, access to training and research sharing through Bay Area Library and Information System and Pacific Library Partnership. The City's bookmobile serves 16 schools that lack their own library facilities.
- 10) Library-related facility sharing opportunities include opportunities for community-based schools to share resources with the City Library.
- 11) The City provided the building site for the El Sobrante Library 50 years ago in recognition that the library there would serve Richmond residents. The City is not presently funding the El Sobrante Library, and none of its territory lies within the associated County Service Area.

**ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES**

- 12) The City demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.
- 13) The City's library-related constituent outreach activities include advertising meetings and special events on its website, on the City-owned TV station, and through press releases, flyers and community events. The City conducted extensive constituent outreach in its 2007-9 library needs assessment project.

## 5. CONTRA COSTA COUNTY LIBRARY

Contra Costa County Library provides library services to the unincorporated communities and 18 of the 19 cities in the County. The County provides library facility services at the County-owned libraries in the unincorporated areas and in the cities of Antioch, Pinole, Pleasant Hill, San Pablo, and Walnut Creek.

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### AGENCY OVERVIEW

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#### FORMATION AND BOUNDARY

Contra Costa County was incorporated in 1850 as one of the original 27 counties of the State.

The County's boundaries encompass approximately 720 square miles. The library operations service area covers 689 square miles – all of the County territory except the City of Richmond. The County's library service area is depicted on Map 3-1.

The County has no LAFCO-adopted sphere of influence because LAFCO does not have jurisdiction over its boundaries. As the primary library service provider, the County has been included in this municipal service review by LAFCO in order to provide a comprehensive review of services. LAFCO's directive and authority to define the geographic scope of the service review is Government Code §56430(b).

#### Library History

The Contra Costa County Library was organized in 1913.

Prior to that, there were public library services in at least a few communities in the County; these early libraries were organized by women's associations. In Martinez, a group of local women established a reading room in 1883, re-organized as the Martinez Free Reading Room and Library Association in 1885, and built a library in 1896. In San Pablo, the Post Office originally acted as the library, with a selection of 100 books in 1914.<sup>37</sup> In Richmond, the Women's Improvement Club of Richmond established a circulating library in 1907, and the West Side Women's Improvement Club established the Point Richmond Library in 1909.

By the 1920s, the Contra Costa County Library had over 40 branches. One of those original libraries remains – the Rodeo Library – which was established in 1920 in a former schoolhouse building; it still features its original wood flooring, old wooden bookcases, antique lighting and an interior door with a lock designed for a skeleton key. In its early years, the Contra Costa County Library also provided service to 64 public schools.<sup>38</sup>

The County Library's original service area is not precisely known; however, it is presumed to be essentially the same as the modern service area.

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<sup>37</sup> <http://ccclib.org/locations/sanpablo.html>

<sup>38</sup> [http://en.wikipedia.org/wiki/Contra\\_Costa\\_County\\_Library](http://en.wikipedia.org/wiki/Contra_Costa_County_Library)

**LOCAL ACCOUNTABILITY AND GOVERNANCE**

The County is governed by a five-member governing body, consisting of the County Board of Supervisors. Board members are elected by district to staggered four-year terms. The last contested election for a board seat occurred in 2012.

The Contra Costa County Library Commission has served in an advisory capacity to the Board of Supervisors and the County Librarian since 1991. Its 29 members are appointed by the cities (18 members), the Board of Supervisors (5 members), the Contra Costa Central Labor Council, the Contra Costa Council, the Contra Costa Community College District, the Superintendent of Schools, and the Friends Council. The Commission meets regularly on a bi-monthly basis.

The County Library’s constituent outreach activities include advertising meetings and special events on its website, in the local newspaper, in Municipal Advisory Council newsletters, and publicly posted at all County libraries.

With regard to customer service, complaints may be submitted by telephone, mail, or email to the County Librarian. Within FY 11-12 there were approximately three complaints filed directly with the Library Administration. Based on a 2011 customer satisfaction survey focused on collections, library patrons are most pleased with the extensive collection of materials and patrons’ most common complaints are lack of variety in downloadable e-books and audio books, and the extent of library materials in poor condition.<sup>39</sup>

*Table 5-1: CCCL Governing Body*

<b>Contra Costa County Library</b>				
<b>Governing Body</b>				
	<b>Name</b>	<b>District</b>	<b>Began Serving</b>	<b>Term Expires</b>
<i>Board of Supervisors</i>	John M. Gioia	District I	1999	2014
	Candace Andersen	District II	2012	2016
	Mary N. Piepho	District III, Chair	2005	2016
	Karen Mitchoff	District IV	2010	2014
	Federal D. Glover	District V	2001	2016
<i>Manner of Selection</i>	Elections by district			
<i>Length of Term</i>	Four years			
<i>Meetings</i>	Date: Tuesdays at 9:30 a.m.		Location: 651 Pine St., Room 107 Martinez, CA 94553	
<i>Agenda Distribution</i>	Online and posted			
<i>Minutes Distribution</i>	Video of meetings available online and minutes by request			
<b>Contact</b>				
<i>Contact</i>	Director			
<i>Mailing Address</i>	Contra Costa County Library, 1750 Oak Park Blvd., Pleasant Hill, CA 94523			
<i>Website</i>	<a href="http://www.ccclib.org">http://www.ccclib.org</a>			

The County Library demonstrated accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO’s written questionnaires and cooperated with LAFCO interview and document requests.

<sup>39</sup> Contra Costa County Library Commission, “Collection Survey,” *Agenda Attachment 7*, January 26, 2012.

## SERVICE DEMAND AND GROWTH

The County library service area encompasses a wide variety of land uses.

The County Library considers its customer base to be the residents, workers and visitors in the County who hold a California library card. In FY 10-11, the County Library had 494,932 registered borrowers with active library cards and a circulation of 7,489,545 including renewals. There were 4,098,136 visits made in FY 10-11 to the library facilities in the County system, in addition to 3,263,532 virtual visits involving user requests of the library web site originating outside the library buildings.<sup>40</sup> A 2011 collection satisfaction survey found that the preponderance (93 percent) of patrons use County Library collections for pleasure, 34 percent use library collections for homework, 25 percent for job search or career development, and 15 percent for business purposes.

Local business activities include a wide variety of industries. The estimated number of jobs in 2010 in the library service area was 336,160, according to 2009 ABAG projections data. The projected job growth rate from 2010 to 2030 is 35 percent.

The estimated residential population in the library service area in 2012 was 960,230, according to the California Department of Finance. The projected population growth rate from 2010 to 2030 is 16 percent, according to 2009 ABAG projections.<sup>41</sup> Faster growth is projected in the cities of San Ramon, Pittsburg, Hercules, Pinole and Brentwood, and slower growth is projected in the cities of Antioch, El Cerrito, Lafayette, Martinez, Moraga, Orinda and the unincorporated areas.

Planned or proposed developments are most concentrated in the cities of Brentwood, Oakley, San Ramon, and Concord.

Disadvantaged communities within the County Library service area include the unincorporated areas of Bay Point, Bethel Island, North Richmond, and eastern Pacheco, in addition to the following areas within cities: northern Antioch, southern Pittsburg, northwest Martinez, southwest corner of El Cerrito, and central San Pablo.<sup>42</sup>

## MANAGEMENT

The County Library's staff consisted of 175 full-time equivalents (FTEs) in FY 12-13. The permanent staff FTEs included 56 professional librarians (with at least a master's degree education level), five professional specialists, 46 library technical assistants (with at least an AA degree), and 67 other support staff. There were also 138 library student assistants and 76 intermittent staff. In addition to the paid staff, there were 3,341 unpaid volunteers whose work time amounted to 85 FTEs in FY 11-12.

The staff report to the County Librarian, who reports to the County Administrator. The County Library is organized into four divisions. The Administrative Services division, which is staffed by 19 FTEs, provides administrative, shipping, and facilities management while organizing and directing library operations. The Countywide Services division, which is staffed by 10 FTEs, provides centralized library services, literacy services, and direct services to juveniles in custody. The Community Services division, which is staffed by 119 FTEs, and provides direct services at

<sup>40</sup> California State Library, *California Public Library Report 2010-11*, 2012.

<sup>41</sup> ABAG 2009 projections were the most recent available at the time this report was prepared. ABAG plans to release updated projections in 2013.

<sup>42</sup> Disadvantaged communities were identified from American Community Survey 5-year data for 2006-2010. For LAFCO purposes, disadvantaged communities are defined as having median household income less than 80 percent of the State median.

community libraries. The Support Services division, which is staffed by 27 FTEs, provides collection management, automation, virtual library, and technical services.

The County Library evaluates employee performance on an annual basis. The County Librarian conducts workload monitoring on a routine basis through direct oversight and evaluating performance measures such as circulation by branch, library visits, hours open, Museum Pass usage, Summer Reading Festival participation, and customer satisfaction surveys. The Library establishes performance goals through the annual budget process; for example, its goals in FY 12-13 are to complete the transfer of facility ownership and fiscal responsibility to the cities, replace aging self-check machines, implement a project to anticipate customer needs, and upgrade its network to provide faster Internet service and increase staff efficiency.

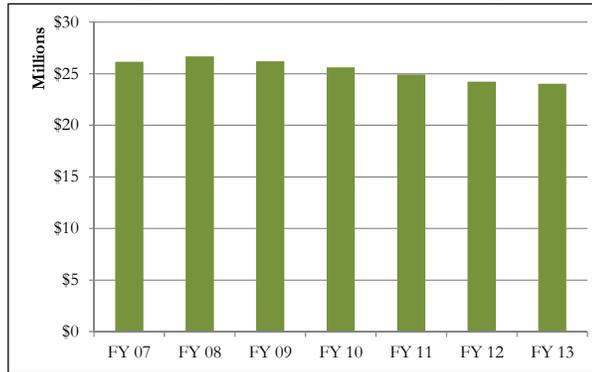
The County annually prepares audited financial statements. The most recent audited financial statement provided to LAFCO by the County was for FY 10-11.

County Library planning efforts include an annual budget, a strategic plan (2006 plan with a recent 2011 review of its continued relevance and ongoing work in FY 12-13 to update the 2006 plan), a technology plan (2007), collection satisfaction surveys (most recently in 2011), and facilities responsibility planning (2010). The Contra Costa County Public Managers' Association contributes to library planning efforts, having prepared a library efficiency and organizational review (1996) and collaborated with the County Library in clarifying cities' roles with respect to facilities and standardizing lease and service agreements (2010). Capital improvement planning for the seven County-owned library facilities is conducted on an annual basis through the budget process. For the four library facilities within cities, planning is collaborative with both County Library and City staff participating. Capital planning for the three libraries in unincorporated areas is performed on an as-needed (and/or as-funded) basis. Capital improvement planning for the libraries owned by cities and school districts are the responsibility of the respective facility owners.

The County Library has received a number of awards and honors in the past five years, particularly for its Snap & Go program for making library materials and services available to patrons on their mobile phones. Snap & Go received awards in 2011 from the American Library Association, California Library Association, California State Association of Counties, and Emerald Literati Network. The County Library received awards in 2008 and 2009 for its book dispensing machines (called Library-a-Go-Go) from American Library Association, California Library Association, and California State Association of Counties. Most recently, the Library was awarded the 2012 National Medal from the Institute of Museums and Library Services, the highest honor in the nation awarded to public libraries.

**FINANCING**

**Figure 5-1: County Library Revenues, FY 06-07 through FY 12-13**



The County Library’s financial ability is minimally adequate to provide basic service levels; additional revenues would be needed to provide library service levels on par with other urban library systems in California.<sup>43</sup> The Library has faced a 10 percent decline in revenues during the recent recession, and had previously lost 30 percent of its funding in 1993 due to ERAF property tax shifts and County budget cuts.

The County Library received approximately \$24.9 million in revenues in FY 10-11. The Library relies primarily on property tax revenues and City contributions to fund services. Property taxes generated 79 percent of revenues in FY 10-11, City contributions for extra library hours (more than the 35 hours per week basic service) generated seven percent,<sup>44</sup> service charges generated four percent, miscellaneous revenues generated four percent, donations generated three percent, State and federal grants generated two percent, and transfers from CSAs one percent.<sup>45</sup> The County attempted to gain additional funding specifically for library services with a proposed special parcel tax but voters defeated the proposals in 1992 and 1994; voters in Crockett and Kensington defeated parcel tax proposals in 1992 as well.

Total actual expenditures for FY 10-11 were approximately \$23.5 million, 72 percent of which were for salaries, wages and benefits, 17 percent for services and supplies, nine percent for other charges, one percent for transfers, and one percent for capital expenses.

Capital expenditures are financed by the respective library owner. The County owns seven of the 26 library outlets that are operated by the County Library. Capital investments in the three library outlets in the unincorporated areas have been minimal; the most recent renovation was done 17 years ago in the El Sobrante branch. Three of the four County-owned outlets in cities have been renovated more recently (Antioch in 2006, Pinole in 2002, and Ygnacio Valley in 2004), due in part to additional funding (e.g., Pinole redevelopment agency and CSA LIB-13 funding in Ygnacio Valley).

The County Library fund had approximately \$1.5 million in liabilities, none of which constituted long-term debt at the end of FY 10-11. The liabilities consisted primarily of accounts payable and secondarily of amounts due to other funds. The County’s pension and OPEB liabilities are reported

<sup>43</sup> David M. Griffith & Associates, *Final Report for the Contra Costa County Library Study: Report to the Contra Costa County Public Managers Association*, November 1996. Although cities have contributed additional funding since the 1996 report, this finding remains relevant today, as discussed in Chapter 3 of this report.

<sup>44</sup> The County Library offers a base service level of 35 open hours weekly. Cities have the option to provide higher service levels if they pay the County Library for the associated costs of staffing additional library hours.

<sup>45</sup> County of Contra Costa, *Comprehensive Annual Financial Report for Fiscal Year Ended June 30, 2011, 2012*; Contra Costa County Library, *Extra Hours Payments Received for FY 2010-11 and 2011-12*, 2012.

for the County as a whole, is not broken out by department, and the library component was not available. [The County Library's annual payment toward OPEB liability is \\$461,930.](#)

The County Library carried a fund balance of \$10.3 million at the end of FY 10-11, of which 76 percent was restricted (for encumbrances and reserves for automation, facility and branch operations) and 24 percent was assigned for current year appropriations for automation, computer equipment, software, library materials and programs, training, and professional services. The fund balance amounted to 44 percent of the District's expenses in FY 10-11. After spending a portion of that balance on encumbrances and current-year appropriations, reserves amounted to 30 percent of expenditures. The County Library does not have a formal policy on target financial reserves.

Financial information by library outlet may be found in Table 5-5, and is discussed in Chapter 3.

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## LIBRARY SERVICES

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### NATURE AND EXTENT

The County Library provides library facility and library operation services.

#### *Facility Services*

Library facility services vary based on ownership status of each library outlet. Facility maintenance services at seven County-owned library outlets include repairs, capital improvements, janitorial, grounds maintenance, utilities and telecommunication services. At the remainder of the library outlets, the respective facility owner – cities, school districts and private entities – are directly responsible for facility maintenance services.

#### *Library Operations*

Library operational services encompass a wide variety of services ranging from the standard offerings—physical library collections, reference desk services, cataloging of materials, story times and other in-library programming, and literacy services—to modern offerings—virtual library, mobile website, wireless (wi-fi) access, public access computers, and computer labs. The 558 public access computers allow patrons access to the internet and standard computer software (Microsoft Office Suite), and the ability to save their work to CD, portable USB devices, or web-based storage.

Literacy and outreach services provided by County Library include Wilruss Programs, Project Second Chance, and Contra Costa Reads. Early literacy stations at many community libraries offer educational programs for children to work on skills such as reading, writing and math.

Wilruss Programs promotes literacy and reading to new parents and children age six and under. The program includes themed book kits for in-home daycare providers, storytime kits for daycare providers, and a literacy program operated through health clinics. These programs are conducted by County Library in partnership with Contra Costa County Health Services, County Social Services, and others.

Project Second Chance offer free, one-on-one literacy instruction to English-speaking adults who read at less than a sixth grade level. Tutoring is conducted by trained community volunteers who meet with their respective students twice weekly. Tutors and students also participate in small group workshops, practice in the computer lab, and attend literacy events with their pre-school children.

Contra Costa Reads is a library education program in which second grade students are introduced by County Library to library services. The program promotes reading and collaborates with community organizations.

Library accessibility is addressed through a number of assistive technologies software and equipment for people with vision, hearing and learning disabilities.

### **LOCATION**

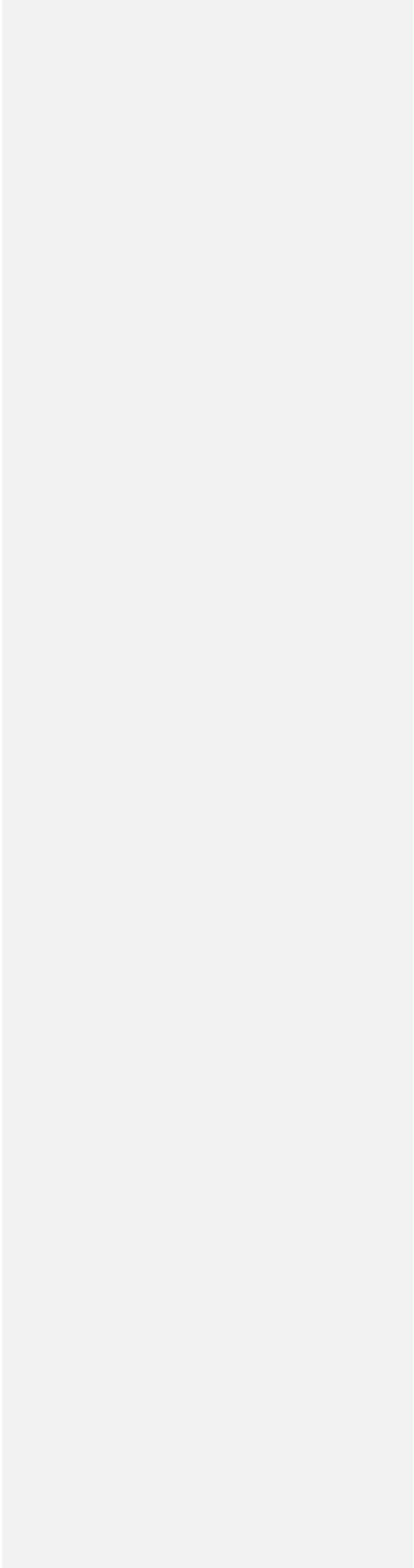
County Library provides direct library services from 26 library outlets, three book dispensing machines, a books-by-mail service, and via the internet. Library outlet locations are listed in Table 5-3. Book dispensing machines are located at Discovery Bay, Sandy Cove Shopping Center, El Cerrito del Norte BART Station and Pittsburg/Bay Point BART Station.

The County Library is directly responsible for maintenance of three County-owned outlets located in unincorporated areas and the outlet in the City of Pinole. The County Library provides maintenance services to County-owned outlets in the cities of Antioch, Pleasant Hill, and Walnut Creek (Ygnacio Valley) and a privately-owned outlet in the City of San Pablo for which the cities reimburse the County.

### **INFRASTRUCTURE**

The primary County Library infrastructure is the 26 library outlets, three book dispensing machines, and the library materials, collections and computer equipment. Library outlet locations are listed in Table 5-3. Information on materials by library location may be found in Table 5-4. Table 5-5 provides financial information by library facility.

*Table 5-2: County Library Service Profile*



CCC Library System			
<b>Service Area</b>			
<b>Library Operations:</b> unincorporated areas and all cities in the County except Richmond			
<b>Library Facilities:</b> the County Library is directly responsible for facility maintenance for County-owned libraries in the unincorporated areas and the City of Pinole. The County Library is reimbursed by the cities of Antioch, Pleasant Hill, and Walnut Creek for facility maintenance and utilities costs at County-owned library outlets, and by San Pablo. The County is not responsible for maintaining the remainder of the library outlets.			
<b>Service Demand, FY 10-11</b>			
Population in Service Area	951,844	% of Population Age <=14	20%
Registered Borrowers	494,932	% of Borrowers Age <=14	15%
Circulation	7,489,545	% Children Materials	44%
Physical Visits	4,098,136	Virtual Visits	3,263,532
Reference Questions	321,516	Internet Sessions	670,136
<b>Resources</b>			
Central Library & Branches	26	Bookmobiles	0
Facility Square Footage	341,728	Facility Seats	2,322
Paid Staff (FTE)	175	Public Internet Computers	463
Volunteers (Total)	3,341	Volunteers (FTEs)	85
Total Physical Materials	1,489,553	Total Electronic Materials	125,523
Printed Books	1,297,752	Electronic Books	124,116
Audio Materials Physical	71,594	Audio Materials Digital	1,349
Video Materials Physical	80,211	Video Materials Digital	36
Government Documents	39,996	Databases	22
<b>Service Adequacy</b>			
Visits per Capita - Physical	4.3	Visits per Capita - Virtual	3.4
Borrowers per Capita	0.5	Reference Questions per Cap	0.3
Circulation per Capita	7.9	Internet Sessions per Capita	0.7
Square footage per Capita	0.4	Seats per Capita (1,000)	2.4
Paid staff per Capita (1,000)	0.2	Total FTEs per Capita (1,000)	0.3
Physical Materials per Capita	1.6	Digital Materials per Capita	0.1
Loans Lent/Loans Received	0.1	Total Cost per Capita	\$25
<b>Facility-Sharing and Regional Collaboration</b>			
Interlibrary Loans - Items Lent	5,398	Interlibrary Loans - Received	38,502
<b>Current Practices:</b> The County Library offers patrons of its library outlets not only access to its own combined collection but also access through Link-Plus interlibrary loan to the collections of 13 other municipal library systems (e.g., San Francisco and Sacramento) and 31 collegiate libraries. The County Library operates library outlets owned by 2 school districts, 2 private companies, and 14 cities. It collaborates with non-profit library auxiliaries and a community college.			
<b>Opportunities:</b> There may be facility sharing opportunities in west County where there are libraries with unfunded replacement needs within a two-mile distance from another library.			

<b>CCC Library System</b>			
<b>Service Area</b>			
<b>Library Operations:</b> unincorporated areas and all cities in the County except Richmond			
<b>Library Facilities:</b> the County Library is directly responsible for facility maintenance for County-owned libraries in the unincorporated areas and the City of Pinole. The County Library is reimbursed by the cities of Antioch, Pleasant Hill, and Walnut Creek for facility maintenance and utilities costs at County-owned library outlets, and by San Pablo. The County is not responsible for maintaining the remainder of the library outlets.			
<b>Service Demand, FY 10-11</b>			
Population in Service Area	951,844	% of Population Age <=14	20%
Registered Borrowers	494,932	% of Borrowers Age <=14	15%
Circulation	7,489,545	% Children Materials	44%
Physical Visits	4,098,136	Virtual Visits	3,263,532
Reference Questions	321,516	Internet Sessions	670,136
<b>Resources</b>			
Central Library & Branches	26	Bookmobiles	0
Facility Square Footage	334,658	Facility Seats	2,322
Paid Staff (FTE)	175	Public Internet Computers	463
Volunteers (Total)	3,341	Volunteers (FTEs)	85
Total Physical Materials	1,489,553	Total Electronic Materials	125,523
Printed Books	1,297,752	Electronic Books	124,116
Audio Materials Physical	71,594	Audio Materials Digital	1,349
Video Materials Physical	80,211	Video Materials Digital	36
Government Documents	39,996	Databases	22
<b>Service Adequacy</b>			
Visits per Capita - Physical	4.3	Visits per Capita - Virtual	3.4
Borrowers per Capita	0.5	Reference Questions per Cap	0.3
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Square footage per Capita	0.4	Seats per Capita (1,000)	2.4
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<b>Opportunities:</b> There may be facility sharing opportunities in west County where there are libraries with unfunded replacement needs within a two-mile distance from another library.			

Table 5-3: County Library Facilities

CCC Library Facilities by Outlet								
Library	Location	Owner	Year Built	Reno- vated	Condition (1)	Square Feet	Power/ Data (2)	Facility Needs
<u>Library Outlets - Unincorporated Areas</u>								
Bay Point	205 Pacific Ave. Bay Point CA 94565	MDUSD	1956		Poor	3,825	Not Adequate	Bay Point Library is undersized, aged and in poor condition. The \$7.6 million cost of a replacement facility is not funded.
Crockett	991 Loring Ave. Crockett CA 94525	C&H Sugar	1961		Poor	1,238	Not Adequate	NP
El Sobrante	4191 Appian Way El Sobrante CA 94803	County	1961	1974, 1995	Fair	7,474	Not Adequate	El Sobrante Library needs to be remodeled and expanded. The \$6.8 million cost of improvements is not funded.
Kensington	61 Arlington Ave. Kensington CA 94707	County	1965		Fair	5,094	Not Adequate	Kensington Library needs to be remodeled. The \$1.8 million cost of improvements is not funded.
Rodeo	220 Pacific Ave. Rodeo CA 94572	County	1920		Poor	864	Not Adequate	NP
<u>Library Outlets - Cities</u>								
Antioch	501 W. 18th St. Antioch CA 94509	County	1968	2006	Fair	11,000	Not Adequate	The Antioch Library needs to be replaced with a larger facility. The estimated \$33 million cost of a 60,000-square-foot facility is not funded.
Brentwood	104 Oak St. Brentwood CA 94513	City	1946	2009	Fair	6,272	Not Adequate	The Brentwood Library is undersized and needs to be expanded. The \$3.5 million project is budgeted for completion in FY 13-14, and is financed by
Clayton	6125 Clayton Rd. Clayton CA 94517	City	1995		Good	15,500	Adequate	Clayton Library needs expansion (+3,500 sq. ft.) and upgrades (automatic checkout and coffee area) at a cost of \$1 million. This project is not
Concord	2900 Salvio St. Concord CA 94519	City	1959		Fair	11,300	Not Adequate	Concord Library needs electrical and lighting upgrades (\$0.13 M cost budgeted for FY 12-13). The facility also needs expansion and renovation to address ADA deficiencies and "desirable changes to library functions." The expansion and renovation project is not funded.
Danville	400 Front St. Danville CA 94526	City	1996		Good	17,000	Adequate	Danville Library needs a phone system upgrade, roof repairs and painting. The projects are funded and budgeted. The City Asset Replacement fund pays about \$25,000 annually for ongoing repairs at the facility.
Dougherty Station	17017 Bollinger Cyn. Rd. San Ramon CA 94582	City	2005		Excellent	11,800	Adequate	The San Ramon libraries need improvements which are programmed in the City's CIP.
El Cerrito	6510 Stockton Ave. El Cerrito CA 94530	City	1948	1960	Poor	6,400	Not Adequate	The library is aged, needs extensive repairs and is too small. The City needs to replace the library; the estimated \$19.3 million cost is unfunded.
Hercules	109 Civic Dr. Hercules CA 94547	City	2006		Excellent	22,000	Adequate	None identified. The library facility is relatively new.

continued

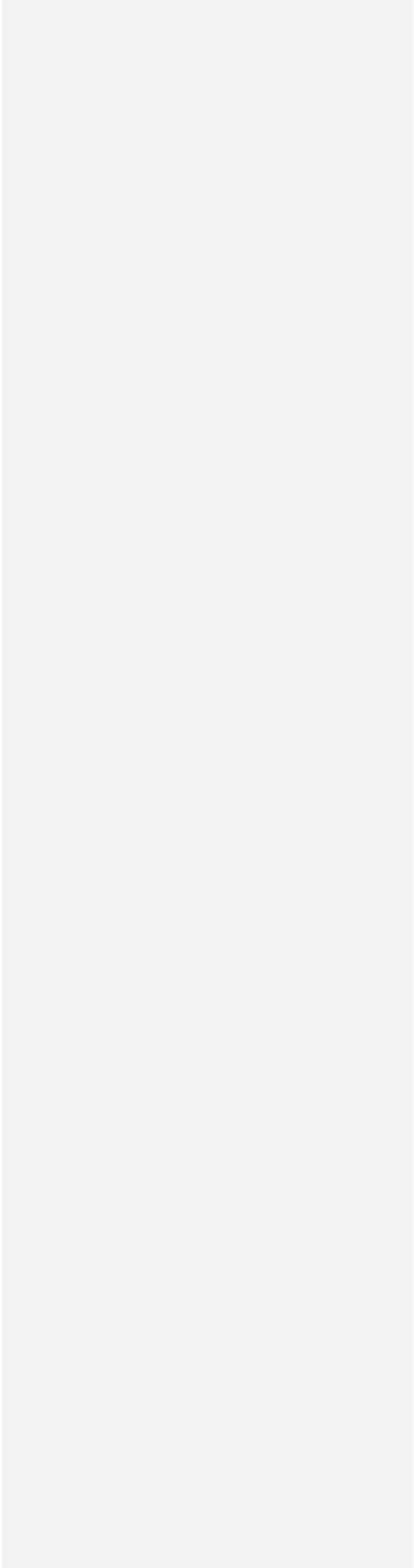
CCC Library Facilities by Outlet (continued)								
Library	Location	Owner	Year Built	Reno- vated	Condition (1)	Square Feet	Power/ Data (2)	Facility Needs
Lafayette	3491 Mt. Diablo Blvd. Lafayette CA 94549	City	2009		Excellent	34,930	Adequate	None identified. The library facility is new.
Martinez	740 Court St. Martinez CA 94553	City	1941	1995, 2011	Good	6,792	Adequate	The library was renovated and expanded in 2011, but remains undersized for the community. The State Library had estimated the community needs a 25,000-sf facility; however the associated \$14 million cost is not funded.
Moraga	1500 St. Mary's Rd. Moraga CA 94556	City	1974	1999	Fair	10,913	Not Adequate	The library needs improvements: replacement of exterior patio, emergency exit walkway and carpet, upgrade of restroom and staff kitchen, alarm rewiring, drainage repairs, and removal of dead trees.
Oakley	1050 Neroly Rd. Oakley CA 94561	LUHSD	1999		Fair	6,000	Not Adequate	The library facility is undersized, lacks adequate shelf, programming and study space, patron power outlets, and parking. The City is considering a parcel tax measure to fund construction costs (\$3.5-4.0 million).
Orinda	26 Orinda Way Orinda CA 94563	City and Friends	2001		Good	17,136	Adequate	The library needs carpet replacement (\$100,000 budgeted for FY 13-14) and painting (\$140,000 planned for FY 14-15).
Pinole	2935 Pinole Valley Rd. Pinole CA 94564	County	1974	2002	Fair	17,098	Not Adequate	The Pinole Library roof leaks and needs replacement, parking lot needs resurfacing, and carpet needs replacement.
Pittsburg	80 Power Ave. Pittsburg CA 94565	City	1967		Fair	7,075	Not Adequate	The library is aged and undersized. It needs remodeling and expansion. A \$2.8 million expansion includes 3,330 additional square feet, interior renovations and HVAC upgrades; completion is projected in 2013.
Pleasant Hill	1750 Oak Park Blvd. Pleasant Hill CA 94523	County	1961		Fair	38,976	Not Adequate	The Pleasant Hill Library is aged, undersized and needs to be replaced. The \$42 million cost of a 75,000-sf library is not funded.
Prewett	4703 Lone Tree Way Antioch CA 94531	City	2010		Excellent	1,312	Adequate	None identified. The library facility is new.
San Pablo	2300 El Portal Dr., San Pablo CA 94806	Signature Properties	1999		Fair	8,909	Not Adequate	The library is undersized and needs to be replaced with a new facility. The estimated \$9 million cost for a 16,300-square feet facility is not funded.
San Ramon	100 Montgomery St. San Ramon CA 94583	City	1989		Good	18,238	Not Adequate	The State considers the library undersized and estimated a new 50,000-sf facility would cost \$28 million.
Walnut Creek	1644 N. Broadway Walnut Creek CA 94596	City	2010		Excellent	42,000	Adequate	A driveway railing is needed to prevent exiting cars from running into the adjacent stormwater basin.
Walnut Creek (Ygnacio)	2661 Oak Grove Rd., Walnut Creek CA 94598	County	1975	2004	Good	13,202	Not Adequate	The Ygnacio Valley Library needs to be remodeled and expanded. The \$6.3 million improvement cost is not funded.

Notes:  
 (1) Facility condition definitions: Excellent—relatively new (less than 10 years old) and requires minimal maintenance. Good—provides reliable operation in accordance with design parameters and requires only routine maintenance. Fair—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. Poor—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation  
 (2) The County Library reported that 15 of the 26 library outlets lack capacity to support additional power and data, with the remainder having adequate capacity as of 2012.

CCC Library Facilities by Outlet (continued)								
Library	Location	Owner	Year Built	Reno-vated	Condition (1)	Square Feet	Power/Data (2)	Facility Needs
Lafayette	3491 Mt. Diablo Blvd. Lafayette CA 94549	City	2009		Excellent	34,930	Adequate	None identified. The library facility is new.
Martinez	740 Court St. Martinez CA 94553	City	1941	1995, 2011	Good	6,792	Adequate	The library was renovated and expanded in 2011, but remains undersized for the community. The State Library had estimated the community needs a 25,000-sf facility; however the associated \$14 million cost is not funded.
Moraga	1500 St. Mary's Rd. Moraga CA 94556	City	1974	1999	Fair	10,913	Not Adequate	The library needs improvements: replacement of exterior patio, emergency exit walkway and carpet, upgrade of restroom and staff kitchen, alarm rewiring, drainage repairs, and removal of dead trees.
Oakley	1050 Neroly Rd. Oakley CA 94561	LUHSD	1999		Fair	6,000	Not Adequate	The library facility is undersized, lacks adequate shelf, programming and study space, patron power outlets, and parking. The City is considering a parcel tax measure to fund construction costs (\$3.5-4.0 million).
Orinda	26 Orinda Way Orinda CA 94563	City and Friends	2001		Good	17,136	Adequate	The library needs carpet replacement (\$100,000 budgeted for FY 13-14) and painting (\$140,000 planned for FY 14-15).
Pinole	2935 Pinole Valley Rd. Pinole CA 94564	County	1974	2002	Fair	17,098	Not Adequate	The Pinole Library roof leaks and needs replacement, parking lot needs resurfacing, and carpet needs replacement.
Pittsburg	80 Power Ave. Pittsburg CA 94565	City	1967		Fair	7,075	Not Adequate	The library is aged and undersized. It needs remodeling and expansion. A \$2.8 million expansion includes 3,330 additional square feet, interior renovations and HVAC upgrades; completion is projected in 2013.
Pleasant Hill	1750 Oak Park Blvd. Pleasant Hill CA 94523	County	1961		Fair	38,976	Not Adequate	The Pleasant Hill Library is aged, undersized and needs to be replaced. The \$42 million cost of a 75,000-sf library is not funded.
Prewett	4703 Lone Tree Way Antioch CA 94531	City	2010		Excellent	1,312	Adequate	None identified. The library facility is new.
San Pablo	2300 El Portal Dr., San Pablo CA 94806	Signature Properties	1999		Fair	8,909	Not Adequate	The library is undersized and needs to be replaced with a new facility. The estimated \$9 million cost for a 16,300-square foot facility is not funded.
San Ramon	100 Montgomery St. San Ramon CA 94583	City	1989		Good	18,238	Not Adequate	The State considers the library undersized and estimated a new 50,000-sf facility would cost \$28 million.
Walnut Creek	1644 N. Broadway Walnut Creek CA 94596	City	2010		Excellent	34,930	Adequate	A driveway railing is needed to prevent exiting cars from running into the adjacent stormwater basin.
Walnut Creek (Ygnacio)	2661 Oak Grove Rd., Walnut Creek CA 94598	County	1975	2004	Good	13,202	Not Adequate	The Ygnacio Valley Library needs to be remodeled and expanded. The \$6.3 million improvement cost is not funded.

Notes:  
 (1) Facility condition definitions: Excellent—relatively new (less than 10 years old) and requires minimal maintenance. Good—provides reliable operation in accordance with design parameters and requires only routine maintenance. Fair—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. Poor—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation  
 (2) The County Library reported that 15 of the 26 library outlets lack capacity to support additional power and data, with the remainder having adequate capacity as of 2012.

*Table 5-4: County Library Resources by Outlet*



CONTRA COSTA COUNTY LIBRARY

<b>CCC Library Metrics by Outlet</b>									
<b>Library</b>	<b>Seats</b>	<b>Internet Terminals</b>	<b>Volumes</b>	<b>Staff FTEs</b>	<b>Weekly Hours</b>	<b>Circ- latoin</b>	<b>Circ/ Volume</b>	<b>Pop Served</b>	<b>Sq. Ft. per 1,000</b>
<b>Library Outlets - Unincorporated Areas</b>									
Bay Point	40	5	9,843	0.5	18	27,381	2.8	21,516	178
Crockett	39	2	6,531	0.5	24	9,724	1.5	3,307	374
El Sobrante	73	5	35,158	3.5	35	108,658	3.1	15,619	479
Kensington	54	4	30,263	3.4	35	100,553	3.3	5,099	999
Rodeo	8	5	9,342	1.0	35	39,265	4.2	10,399	83
<b>Library Outlets - Cities</b>									
Antioch	86	17	73,340	4.9	35	214,601	2.9	93,592	118
Brentwood	36	14	51,058	6.0	56	216,822	4.2	71,859	87
Clayton	110	10	75,672	4.0	44	209,458	2.8	11,910	1,301
Concord	71	16	91,984	7.0	52	341,719	3.7	124,003	91
Danville	127	33	90,224	7.5	60	410,878	4.6	57,841	294
Dougherty Station	105	40	64,086	6.0	50	360,502	5.6	42,253	279
El Cerrito	98	5	39,721	4.1	35	179,603	4.5	26,953	237
Hercules	156	50	66,085	4.7	45	240,599	3.6	24,456	900
Lafayette	187	36	85,882	7.7	56	452,768	5.3	26,277	1,329
Martinez	19	3	33,376	3.8	35	57,293	1.7	46,870	145
Moraga	89	9	57,931	4.7	35	184,255	3.2	16,465	663
Oakley	24	8	36,658	3.6	41	111,530	3.0	37,406	160
Orinda	122	24	76,345	7.0	60	241,867	3.2	17,719	967
Pinole	107	10	41,938	2.5	24	78,499	1.9	28,324	604
Pittsburg	79	12	45,396	3.3	35	125,733	2.8	63,977	111
Pleasant Hill	122	40	171,421	6.0	35	462,889	2.7	40,752	956
Prewett	8	5	9,342	1.0	35	39,265	4.2	10,399	126
San Pablo	66	11	35,644	3.4	40	107,998	3.0	34,110	261
San Ramon	99	13	89,253	7.5	58	462,109	5.2	42,253	432
Walnut Creek	308	80	86,707	10.0	56	509,271	5.9	56,100	749
Ygnacio Valley	81	9	73,942	7.5	56	352,211	4.8	24,043	549

LIBRARY MSR

<b>CCC Library Metrics by Outlet</b>									
<b>Library</b>	<b>Seats</b>	<b>Internet Terminals</b>	<b>Volumes</b>	<b>Staff FTEs</b>	<b>Weekly Hours</b>	<b>Circ- lato in</b>	<b>Circ/ Volume</b>	<b>Pop Served</b>	<b>Sq. Ft. per 1,000</b>
<b>Library Outlets - Unincorporated Areas</b>									
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Rodeo	8	5	9,342	1.0	35	39,265	4.2	10,399	83
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Concord	71	16	91,984	7.0	52	341,719	3.7	124,003	91
Danville	127	33	90,224	7.5	60	410,878	4.6	57,841	294
Dougherty Station	105	40	64,086	6.0	50	360,502	5.6	42,253	279
El Cerrito	98	5	39,721	4.1	35	179,603	4.5	26,953	237
Hercules	156	50	66,085	4.7	45	240,599	3.6	24,456	900
Lafayette	187	36	85,882	7.7	56	452,768	5.3	26,277	1,329
Martinez	19	3	33,376	3.8	35	57,293	1.7	46,870	145
Moraga	89	9	57,931	4.7	35	184,255	3.2	16,465	663
Oakley	24	8	36,658	3.6	41	111,530	3.0	37,406	160
Orinda	122	24	76,345	7.0	60	241,867	3.2	17,719	967
Pinole	107	10	41,938	2.5	24	78,499	1.9	28,324	604
Pittsburg	79	12	45,396	3.3	35	125,733	2.8	63,977	111
Pleasant Hill	122	40	171,421	6.0	35	462,889	2.7	40,752	956
Prewett	8	5	9,342	1.0	35	39,265	4.2	10,399	126
San Pablo	66	11	35,644	3.4	40	107,998	3.0	34,110	261
San Ramon	99	13	89,253	7.5	58	462,109	5.2	42,253	432
Walnut Creek	308	80	86,707	10.0	56	509,271	5.9	56,100	623
Ygnacio Valley	81	9	73,942	7.5	56	352,211	4.8	24,043	549

CONTRA COSTA COUNTY LIBRARY

*Table 5-5: County Library Finances by Outlet*

LIBRARY MSR

CCC Library Finances by Outlet										
	Expenditures, FY 11-12					Revenues, FY 11-12				
	Direct Operations Cost	Shared Operations Cost	Total Lib. Operations Cost	Building Cost <sup>1</sup>	Total Lib. Ops. & Bldg Cost	Contribs. For Extra Hours	Contribs. For Facilities	Property Tax <sup>2</sup>	Other Itemized <sup>3</sup>	Subtotal <sup>4</sup>
<b>Library Outlets - Unincorporated Areas</b>										
Bay Point	\$84,993	\$146,972	\$231,965	NP		\$0	\$0	\$259,128	\$2,621	\$261,749
Crockett	85,739	87,626	173,365	20,301	193,666	Grant	0	105,300	1,030	106,330
El Sobrante	364,580	230,062	594,642	82,872	677,514	0	0	339,334	100,935	440,269
Kensington	362,437	199,605	562,042	48,664	610,706	0	0	68,959	12,149	81,108
Rodeo	73,993	96,163	170,156	15,538	185,694	0	0	231,033	713	231,746
<b>Library Outlets - Cities</b>										
Antioch Branch	552,656	465,398	1,018,054	113,048	1,131,102	0	113,048	787,000	27,161	927,209
Antioch-Prewett	155,525	154,322	309,847	NP		0	0	300,732	500	301,232
Brentwood	650,382	396,413	1,046,795	62,175	1,108,970	179,947	0	1,071,946	26,953	1,278,846
Clayton	466,424	251,276	717,700	132,765	850,465	24,388	0	445,492	26,211	496,091
Concord	807,331	555,441	1,362,772	84,000	1,446,772	147,719	0	1,547,653	41,453	1,736,825
Danville	829,383	495,646	1,325,029	172,348		189,862	0	2,034,699	51,248	2,275,809
El Cerrito	462,752	280,421	743,173	29,488	772,661	0	0	345,430	17,145	362,575
Hercules	555,163	347,173	902,336	70,286	972,622	69,652	0	431,137	21,412	522,201
Lafayette	863,666	461,258	1,324,924	678,389	2,003,313	168,278	0	879,491	44,637	1,092,406
Martinez	421,214	238,777	659,991	39,542	659,991	0	0	1,187,516	9,535	1,197,051
Moraga	547,382	278,865	826,247	81,167	907,414	0	0	456,919	28,259	485,178
Oakley	402,327	246,168	648,495	NP		20,979	0	617,816	12,826	651,621
Orinda	834,113	388,697	1,222,810	242,267	1,465,077	200,793	0	565,058	37,435	803,286
Pinole	275,363	215,522	490,885	122,787	613,672	0	0	250,101	10,324	260,425
Pittsburg	364,886	331,299	696,185	66,000	696,185	0	0	642,784	15,522	658,306
Pleasant Hill	624,257	539,500	1,163,757	273,384	1,437,141	0	153,189	1,007,166	63,509	1,223,864
San Pablo	377,753	240,302	618,055	220,203	838,258	19,150	99,203	178,835	11,377	308,565
San Ramon branch	910,097	452,056	1,362,153	249,640	1,611,793	190,431	0	1,718,969	42,079	1,951,479
San Ramon Dougherty	647,022	426,487	1,073,509	154,950	1,228,459	100,000	0	1,254,997	23,984	1,378,981
Walnut Creek	1,027,412	636,519	1,663,931	364,721	2,028,652	390,722	0	1,444,239	52,309	1,887,270
Ygnacio Valley	797,172	365,331	1,162,503	263,221	1,425,724	169,817	148,577	831,575	135,904	1,285,873
<b>TOTAL</b>	<b>13,544,022</b>	<b>8,527,299</b>	<b>22,071,321</b>	<b>3,587,756</b>		<b>1,871,738</b>	<b>514,017</b>	<b>19,003,310</b>	<b>817,231</b>	<b>22,206,296</b>
Notes:										
(1) Building costs paid by Contra Costa County Library (including reimbursed costs) are shown in regular font. Building costs paid directly from City funds are italicized.										
(2) Property tax amounts by outlet were estimated based on FY 07-08 detailed property tax allocations by Tax Rate Area (Auditor-Controller), assessed value over time by jurisdiction (State Controller Office), and Contra Costa County Library property tax revenues (County). Property tax revenues were allocated to the library closest to the majority of territory in a Tax Rate Area based on GIS analysis. CSA revenues are included in this category.										
(3) Other itemized revenues include service charges, and do not include donations, interest, or State and Federal grants.										
(4) Revenue subtotal excludes donations, interest, and State and Federal grants. For the system as a whole, this represents \$2.0 million in unallocated revenues.										

CONTRA COSTA COUNTY LIBRARY

CCC Library Finances by Outlet										
	Expenditures, FY 11-12					Revenues, FY 11-12				
	Direct	Shared	Total Lib.	Total Lib.		Contribs.	Contribs.	Property	Other	
	Operations	Operations	Operations	Building	Ops. &	For Extra	For	Tax <sup>2</sup>	Itemized <sup>3</sup>	Subtotal <sup>4</sup>
	Cost	Cost	Cost	Cost <sup>1</sup>	Bldg Cost	Hours	Facilities			
<b>Library Outlets - Unincorporated Areas</b>										
Bay Point	\$84,993	\$146,972	\$231,965	NP		\$0	\$0	\$26,865	\$2,621	\$29,486
Crockett	85,739	87,626	173,365	20,301	193,666	Grant	0	89,949	1,030	90,979
El Sobrante	364,580	230,062	594,642	82,872	677,514	0	0	312,794	100,935	413,729
Kensington	362,437	199,605	562,042	48,664	610,706	0	0	102,052	12,149	114,201
Rodeo	73,993	96,163	170,156	15,538	185,694	0	0	313,690	713	314,403
<b>Library Outlets - Cities</b>										
Antioch Branch	552,656	465,398	1,018,054	113,048	1,131,102	0	113,048	1,058,883	27,161	1,199,092
Antioch-Prewett	155,525	154,322	309,847	NP		0	0	NA	500	500
Brentwood	650,382	396,413	1,046,795	62,175	1,108,970	179,947	0	1,330,395	26,953	1,537,295
Clayton	466,424	251,276	717,700	132,765	850,465	24,388	0	258,761	26,211	309,360
Concord	807,331	555,441	1,362,772	84,000	1,446,772	147,719	0	2,179,611	41,453	2,368,783
Danville	829,383	495,646	1,325,029	NP		189,862	0	1,835,459	51,248	2,076,569
El Cerrito	462,752	280,421	743,173	29,488	772,661	0	0	345,188	17,145	362,333
Hercules	555,163	347,173	902,336	70,286	972,622	69,652	0	396,988	21,412	488,052
Lafayette	863,666	461,258	1,324,924	678,389	2,003,313	168,278	0	902,681	44,637	1,115,596
Martinez	421,214	238,777	659,991	39,542	659,991	0	0	1,137,667	9,535	1,147,202
Moraga	547,382	278,865	826,247	81,167	907,414	0	0	397,592	28,259	425,851
Oakley	402,327	246,168	648,495	NP		20,979	0	551,705	12,826	585,510
Orinda	834,113	388,697	1,222,810	242,267	1,465,077	200,793	0	611,693	37,435	849,921
Pinole	275,363	215,522	490,885	122,787	613,672	0	0	241,456	10,324	251,780
Pittsburg	364,886	331,299	696,185	66,000	696,185	0	0	739,002	15,522	754,524
Pleasant Hill	624,257	539,500	1,163,757	273,384	1,437,141	0	153,189	790,142	63,509	1,006,840
San Pablo	377,753	240,302	618,055	220,203	838,258	19,150	99,203	142,243	11,377	271,973
San Ramon branch	910,097	452,056	1,362,153	249,640	1,611,793	190,431	0	3,144,435	42,079	3,376,945
San Ramon Dougherty	647,022	426,487	1,073,509	154,950	1,228,459	100,000	0	NA	23,984	123,984
Walnut Creek	1,027,412	636,519	1,663,931	347,881	2,011,812	390,722	0	2,109,896	52,309	2,552,927
Ygnacio Valley	797,172	365,331	1,162,503	280,061	1,442,564	169,817	148,577	NA	135,904	454,298
<b>TOTAL</b>	<b>13,544,022</b>	<b>8,527,299</b>	<b>22,071,321</b>	<b>3,415,408</b>	<b>22,865,851</b>	<b>1,871,738</b>	<b>514,017</b>	<b>19,019,150</b>	<b>817,231</b>	<b>22,222,136</b>
Notes:										
(1) Building costs paid by Contra Costa County Library (including reimbursed costs) are shown in regular font. Building costs paid directly from City funds are italicized.										
(2) Property tax amounts by outlet were estimated based on FY 07-08 detailed property tax allocations by Tax Rate Area (Auditor-Controller), assessed value over time by jurisdiction (State Controller Office), and Contra Costa County Library property tax revenues (County). Revenues for the Dougherty Station and San Ramon outlets are combined. Revenues for the Antioch and Prewett branches are combined. Revenues for Walnut Creek and Ygnacio Valley are combined.										
(3) Other itemized revenues include service charges, and do not include donations, interest, CSA revenues, or State and Federal grants.										
(4) Revenue subtotal excludes donations, interest, CSA revenues, and State and Federal grants. For the system as a whole, this represents \$2.0 million in unallocated revenues.										

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**AGENCY MSR DETERMINATIONS**

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**GROWTH AND POPULATION PROJECTIONS**

- 1) The estimated residential population within the County Library service area is approximately 960,230.
- 2) Population is expected to grow within the service area at a comparable rate (16 percent) as the projected countywide growth rate (17 percent) through 2030. Faster-growing areas are the cities of San Ramon, Pittsburg, Hercules, Pinole and Brentwood.
- 3) Planned or proposed developments are most concentrated in the cities of Brentwood, Oakley, San Ramon and Concord.

**LOCATION AND CHARACTERISTICS OF ANY DISADVANTAGED UNINCORPORATED COMMUNITIES**

- 4) Bay Point, Bethel Island, North Richmond, and east Pacheco are disadvantaged unincorporated communities within the County Library service area.
- 5) Bay Point is an unincorporated area west of the City of Pittsburg. There were 21,349 residents there in 2010. Median household income in Bay Point is about 69 percent of the statewide median income level. Bay Point is located closest to the Bay Point Library.
- 6) Bethel Island is an unincorporated area located in the northeast corner of the County. There were 2,137 residents there in 2010. Median household income on Bethel Island is about 60 percent of the statewide median income level. Bethel Island is located closest to the Oakley Library, although the library is more than five miles distance from the community.
- 7) North Richmond is an unincorporated island area surrounded by the City of Richmond and the Pacific Ocean. There were 3,717 residents in North Richmond in 2010. Median household income in North Richmond is about 61 percent of the statewide median income level. North Richmond is located closest to the San Pablo Library.
- 8) East Pacheco is an unincorporated community located east of the City of Martinez. There were 3,685 residents in Pacheco in 2010. Pacheco is located closest to the Concord Library.

**PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES**

- 9) Most of the seven County-owned library facilities are in fair to poor condition. Remodeling and data/electric capacity improvements are needed at El Sobrante, Kensington, and Pinole libraries. Ygnacio Valley needs remodeling and expansion. Antioch, Pleasant Hill and Rodeo need replacement. None of the associated capital needs is funded.
- 10) The privately-owned Crockett Library is in poor condition. And the privately owned library in San Pablo is undersized and needs replacement. Associated capital needs are not funded.
- 11) The two libraries located in school district facilities – Bay Point and Oakley – were reported to be in poor and fair condition, respectively. Both facilities need replacement. The City of

Oakley is developing a ballot measure that would authorize a financing mechanism for the proposed new library there.

- 12) Among the 15 City-owned libraries, five are in excellent condition (Dougherty Station, Hercules, Lafayette, Prewett, and Walnut Creek), and five are in good condition (Clayon, Danville, Martinez, Orinda and San Ramon). Four libraries are in fair condition (Brentwood, Concord, Moraga and Pittsburg); capital projects in Brentwood and Pittsburg are funded while Concord and Moraga capital needs are unfunded. The El Cerrito library is in poor condition and needs replacement; the capital needs are unfunded.

#### **FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES**

- 13) The County Library's current level of financing is sufficient for minimally adequate service provision.
- 14) Funds are not sufficient for the County to address capital needs at the libraries owned by the County. The cities of El Cerrito, Concord and Moraga have significant capital needs at their libraries, and lack funds to address them.

#### **STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES**

- 15) Current facility sharing practices include access to materials at 44 other library systems through interlibrary loan. The County Library operates library outlets owned by 14 cities, two school district and two private companies. The County Library collaborates with non-profit library auxiliaries and a community college for library services, and conducts literacy outreach in collaboration with daycare providers and health clinics.
- 16) In western Contra Costa County, there are several County-owned library facilities located in close proximity to another facility. The Kensington and El Cerrito libraries are two miles apart, as are the El Sobrante and San Pablo libraries. Given the significant capital needs at these facilities, there are opportunities to combine facilities.

#### **ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES**

- 17) The County Library demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.
- 18) The County Library's constituent outreach activities include advertising meetings and special events on its website, in the local newspaper and in newsletters. The County seeks constituent input on its services, most recently by surveying customers on their satisfaction with library collections in 2011.

## 6. COUNTY SERVICE AREAS

There are four County Service Areas (CSAs) in Contra Costa County that serve as financing mechanisms for library facilities and/or extended library services in a specific area. CSAs LIB-2 (El Sobrante), LIB-10 (Pinole), LIB-12 (Moraga) and LIB-13 (Ygnacio Valley). The CSAs are administered by the library service provider, Contra Costa County Library.

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### CSA OVERVIEW

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All Contra Costa CSAs are located entirely within Contra Costa County, as shown in Map 3-1. Contra Costa is the principal county and Contra Costa LAFCO has jurisdiction.

The existing SOI for each of these CSAs were affirmed by LAFCO in 2004 to be coterminous with the respective CSA boundary.<sup>46</sup>

The principal act that governs CSAs is the County Service Area law.<sup>47</sup> The principal act authorizes CSAs to provide a wide variety of municipal services, including library, parks and recreation, landscaping, street maintenance and lighting, and extended police protection.<sup>48</sup> A CSA may only provide those services authorized in its formation resolution unless the Board of Supervisors adopts a resolution authorizing additional services. If LAFCO approved formation of a CSA with a condition requiring LAFCO approval for new services, the Board of Supervisors must first obtain LAFCO approval before authorizing additional services.<sup>49</sup> Districts must apply and obtain LAFCO approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the district at the end of 2000.<sup>50</sup>

In accordance with changes in State law (SB 1458), in 2009, LAFCO completed an inventory of all CSAs within the County and the services they provide.

### GOVERNANCE

All CSAs are dependent special districts governed by the County Board of Supervisors. For a discussion of County governance, see Chapter 5.

All CSAs demonstrated accountability in the disclosure of information and cooperation with LAFCO. The agencies responded to LAFCO's written questionnaires and cooperated with LAFCO document requests.

### FINANCING

The County practices fund accounting, with separate funds established for each legally separate CSA. Detailed financing information for each CSA can be found in the following CSA-specific sections.

Library CSAs are primarily financed through property taxes and interest.

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<sup>46</sup> Contra Costa LAFCO minutes, February 11, 2004.

<sup>47</sup> Government Code §25210.1-25211.3.

<sup>48</sup> Government Code §25210.4 and 25210.4a.

<sup>49</sup> Government Code §25210.31.

<sup>50</sup> Government Code §56824.10.

The County reported that the current financing level for these CSAs is not adequate to deliver services.

There is no adopted policy on CSA financial reserves. None of the CSAs had long-term debt at the end of FY 10-11, and are not authorized to issue bonded debt.

CSAs engage in joint financing arrangements in that the CSAs supplement standard funding sources for County libraries. No other facility sharing opportunities were identified.

## **MANAGEMENT**

The library CSAs are managed by the Contra Costa County Library. The Library's finance manager formulates and monitors budgets, and coordinates and oversees infrastructure improvements and installation specific to each district.

The management of the Contra Costa County Library is discussed in Chapter 6.

The County does not conduct benchmarking related to CSAs. The County annually prepares audited financial statements; however, CSA information is not identifiable in these statements.

The County does not engage in planning efforts specifically oriented toward the CSAs. The Contra Costa County Library collectively plans services for all library outlets served. Library staff plan programs to meet community needs based on community profiles and partnership organizations.

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## **CSA LIB-2 (RANCHO EL SOBRANTE)**

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CSA LIB-2 provides funding for extended library facilities and services in the unincorporated community of Rancho El Sobrante.

## **FORMATION AND BOUNDARY**

CSA LIB-2 was formed on January 21, 1958 as a dependent special district of the County.<sup>51</sup> The CSA was formed at the request of El Sobrante residents to provide extended library services. At that time, there was a proposal for a library outlet to serve both the City of Richmond and Rancho El Sobrante. The City of Richmond provided the building site, and CSA LIB-2 property taxes funded construction of the building and equipment. In addition CSA LIB-2 tax revenues funded purchase of adjacent land for future expansion.<sup>52</sup> The El Sobrante Library was built in 1961.

The boundary area of the CSA is approximately 3.9 square miles. The SOI for CSA LIB-2 is coterminous with the boundary of the CSA, and was last updated in 2004.

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<sup>51</sup> Board of Equalization official date.

<sup>52</sup> Contra Costa LAFCO, *Dissolution of County Service Area LIB-2*, Denied by LAFCO, Nov. 15, 1967.

Boundary History

There was an attempt to dissolve the CSA in 1967 because the library was serving a large number of people not paying property taxes to CSA LIB-2, and a more equitable alternative was being sought for financing expansion of the library facility.<sup>53</sup> LAFCO denied the application.

**Table 6-1: CSA LIB-2 Boundary History**

Since formation, there have been eight boundary changes, as shown in Table 6-3. Five of the eight boundary changes were detachments of territory from the CSA associated with annexation of territory to the City of Pinole along with the CSA LIB-10. Two of the detachments are reflected in the LAFCO record, but not in the Board of Equalization record.<sup>54</sup>

Three annexations have been processed for the CSA: two in 1984 and another in 1986.

Project Name	LAFCO		Recording
	Reso/Date	Change Type	Agency <sup>1</sup>
Formation	1/21/1958	Formation	BOE
Kirkpatrick	6/21/1978	Detachment	Both
Pinole Park	12/28/1979	Detachment	Both
Long/Skyline	80-37	Detachment	LAFCO
Ming Reorg.	81-6	Detachment	Both
Travalini	3/12/1984	Annexation	Both
Dias Parcel 1	84-3	Annexation	Both
Quintal	84-24	Detachment	LAFCO
Greenridge	86-23	Annexation	Both

Note:  
 1) Recording agency indicates whether Contra Costa LAFCO or the Board of Equalization (BOE) maintains records of the particular boundary change.

**SERVICE DEMAND AND GROWTH**

The CSA bounds encompass the unincorporated community of El Sobrante (north of Richmond and south of Pinole). The district bounds encompass a wide variety of land uses but is primarily comprised of high-density residential areas with single family residences on 6,000 to 10,000 square-foot lots and multifamily residential areas with up to 29 units per acre. There is also retail commercial along San Pablo Dam Road and Appian Way and minimal agricultural, neighborhood business, office space and large single family residential uses spread throughout the CSA.

The estimated population within the CSA is 14,211.<sup>55</sup> The area has not experienced significant recent growth because the CSA is nearly built-out, and does not anticipate significant changes in service demand in the future. Planned and proposed development projects would add approximately 200 housing units in El Sobrante.<sup>56</sup>

No disadvantaged communities were identified within or adjacent to the CSA or its SOI.<sup>57</sup> A nearby disadvantaged area is the central portion of the City of San Pablo.

<sup>53</sup> Contra Costa LAFCO, *Dissolution of County Service Area LIB-2*, Denied by LAFCO, Nov. 15, 1967. The dissolution justification was that the library served many people who did not pay property taxes to CSA LIB-2, and that expansion of the facility required a financing plan that would equitably spread the cost among the people benefiting from a new facility.

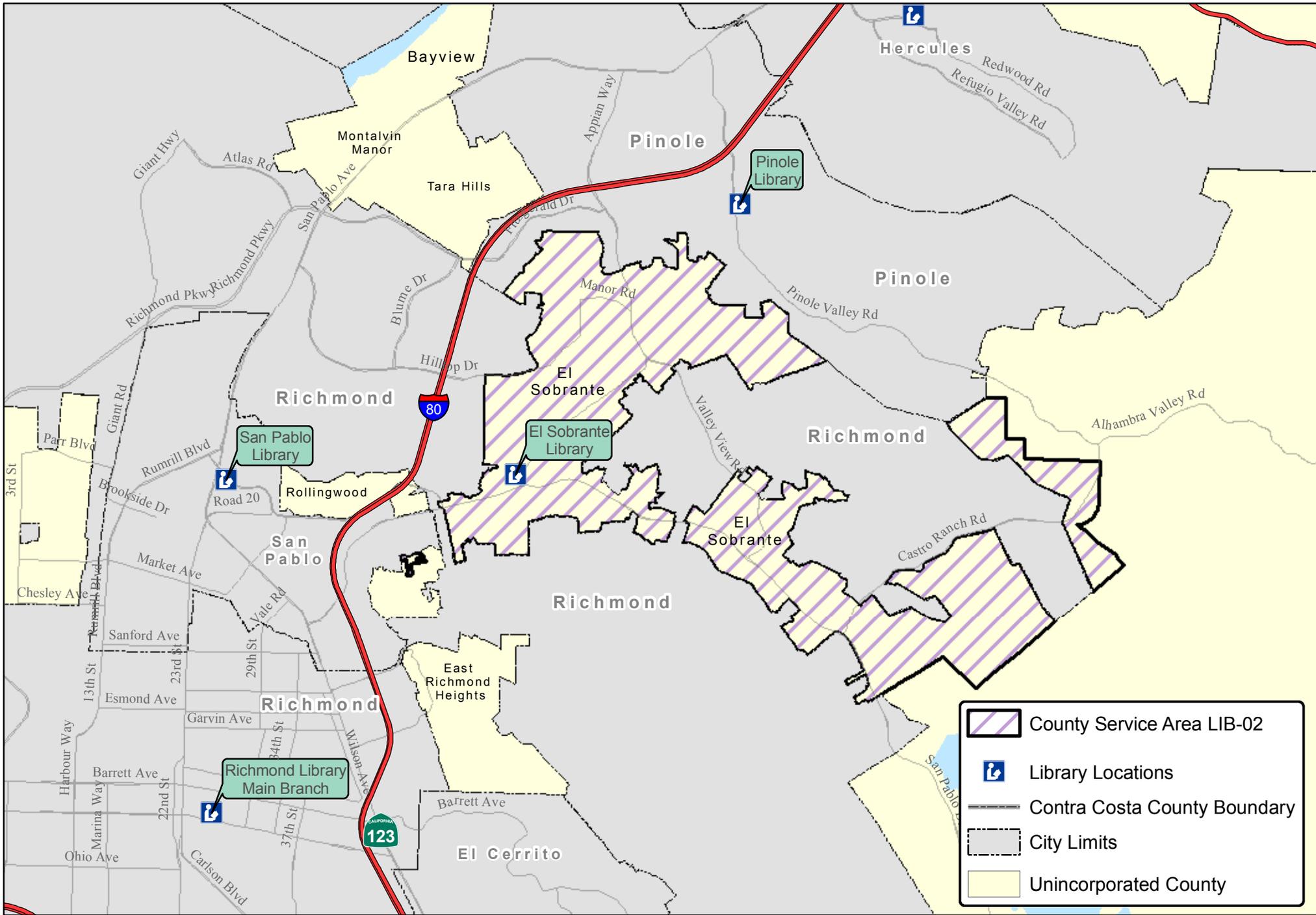
<sup>54</sup> Board of Equalization, *Contra Costa County Data Book*, 2011.

<sup>55</sup> 2010 Census.

<sup>56</sup> Contra Costa County, *Contra Costa County Housing Element*, 2009, Table 6-37.

<sup>57</sup> Disadvantaged communities were identified from American Community Survey 5-year data for 2006-2010 by place and census tract. For LAFCO purposes, disadvantaged communities are defined as having median household income less than 80 percent of the State median (Government Code §56033.5 which, in turn, relies on the definition in Water Code §79505.5).

# Map 6-1: County Service Area LIB-2 (Rancho El Sobrante)



	County Service Area LIB-02
	Library Locations
	Contra Costa County Boundary
	City Limits
	Unincorporated County



LIBRARY MSR

The CSA is a dependent special district of the County, and is not a land use authority. The County is the land use authority, and holds primary responsibility for implementing growth strategies.

**FINANCING**

*Table 6-2: CSA LIB-2 Financial Information*

The CSA revenues were \$80,206 in FY 11-12. Revenues were composed of property taxes (99 percent) and reimbursements for homeowner exemptions (one percent). There is no interest revenue in spite of positive fund balances.

Expenditures were \$80,805 in FY 11-12. These consisted primarily of transfers to the County Library (99 percent) in addition to administrative costs (one percent). Transfers to the

	CSA LIB-2		
	Actual FY 10-11	Actual FY 11-12	Budget FY 12-13
Fund Balance	\$52,121	\$51,522	NA
<b>Revenues</b>	<b>\$83,969</b>	<b>\$80,206</b>	<b>\$78,955</b>
Property Tax	\$83,085	\$79,378	\$78,545
Intergovernmental	\$884	\$828	\$410
<b>Expenditures</b>	<b>\$90,888</b>	<b>\$80,805</b>	<b>\$78,955</b>
Charges	\$888	\$805	\$847
Transfers	\$90,000	\$80,000	\$78,109

County Library are typically budgeted to reflect budgeted revenues.

By comparison, the County Library expenditures for operating the El Sobrante Library amounted to \$677,514 in FY 11-12. By implication, CSA revenues financed approximately 12 percent of the operating costs of the El Sobrante Library in FY 11-12.

The CSA has no long-term debt.

The CSA had \$51,522 in fund balances at the end of FY 11-12, which made up 64 percent of expenditures in that year. In other words, the CSA maintained 7.7 months of working reserves.

**LIBRARY**

The El Sobrante Library is owned and operated by the Contra Costa County Library. The County Library services are discussed in Chapter 5.

The El Sobrante Library is 7,474 square feet in size, with 73 seats and five public internet terminals. Square footage per 1,000 residents in El Sobrante amounts to 479; by comparison, the County Library as a whole offers 352 square feet per 1,000 residents.

The El Sobrante Library is in fair condition. El Sobrante Library needs to be remodeled and expanded. The \$6.8 million cost of improvements is not funded.

**GOVERNANCE ALTERNATIVES**

Governance alternatives for the CSA include annexation and detachment of territory to better align the CSA bounds with the areas served by the El Sobrante Library.

- The Rollingwood unincorporated area is located in between the San Pablo and El Sobrante libraries, with portions of Rollingwood closer to El Sobrante and portions closer to San Pablo, as shown on Map 3-2. A small portion of Rollingwood is within the CSA bounds, but most of Rollingwood is outside the CSA bounds. Both libraries are located within one mile of Rollingwood.

- East Richmond Heights is a nearby unincorporated community that is outside the bounds of the CSA. It is located somewhat closer to the El Sobrante Library than to the nearest City of Richmond library.
- There are portions of northern Richmond that are located closer to the El Sobrante Library than to the nearest City of Richmond library, although most of northern Richmond is located closer to the San Pablo Library.
- Certain territory in northern El Sobrante is located closer to the Pinole Library than the El Sobrante Library. Over the years, there have been five occasions when territory has been detached from CSA LIB-2 and annexed to CSA LIB-10; these reorganizations have coincided with annexation of territory to the City of Pinole and have not reflected comprehensive attempts to realign CSA bounds with the service area.

The financial impact of reorganization of the CSA LIB-2 boundaries is unknown at this time; however, annexation would not likely have dramatic impacts on property tax allocations to the CSA. That said, the County did pursue annexation of the Round Hill community (in unincorporated Alamo) to CSA R-7 to reallocate a portion of the future property taxes (i.e., growth not base) from Round Hill to CSA R-7. The County Administrator's Office developed a master tax sharing agreement; following the annexation, the County Auditor's implemented the Master Tax Sharing Agreement and adjusted the property tax allocation for all agencies within the TRA (except schools) to allow the CSA to receive a small portion of future property tax growth.

If the County Library intended to propose additional assessments or other taxes from the El Sobrante service area in the future, realignment of the boundaries to more accurately match the service area would certainly be appropriate. The County has not proposed any special assessments or taxes in this CSA.<sup>58</sup>

## **MSR DETERMINATIONS**

### Growth and population projections

- 1) The estimated residential population within the CSA bounds is approximately 14,211.
- 2) Projected growth is likely to be minimal as the area is built-out.

### Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI

- 3) There are no disadvantaged unincorporated communities within or contiguous to the SOI.

### Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies

- 4) The El Sobrante Library has \$6.8 million in unfunded infrastructure needs. The facility needs to be remodeled and expanded, although capital improvements there are not presently funded or planned. The CSA is not directly responsible for financing these facility needs, and its present revenue sources would not cover a significant portion of associated costs.

<sup>58</sup> California State Library, *Thirty Years of California Library Ballot Measures: 1980-2009*, April 2010.

Financial ability of agencies to provide services

- 5) The CSA funds approximately twelve percent of operating costs at the El Sobrante Library. Locally-generated property taxes fund about 46 percent of operating costs. The remainder of the operating costs are funded by donations, grants and property taxes generated elsewhere in the County.
- 6) The current level of financing for the El Sobrante Library is minimally adequate to finance services, and not adequate to finance facility needs.
- 7) Financing opportunities for presently unfunded needs at the library include grants and future revenue sources that would require voter approval.

Status of, and opportunities for, shared facilities

- 8) The CSA does not directly own or operate facilities, but simply contributes funding for library operations and facilities.
- 9) The El Sobrante Library is located less than two miles from the San Pablo Library. Both libraries have significant unfunded facility needs. There may be opportunities for the service areas to be combined and for the areas to share in a future replacement facility.

Accountability for community service needs, including governmental structure and operational efficiencies

- 10) Accountability for CSA residents in unincorporated areas is limited because there are presently no advisory bodies in which they might participate.
- 11) The CSA demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.

**SOI RECOMMENDATIONS AND DETERMINATIONS**

The existing SOI for CSA LIB-2 is coterminous with its bounds. The SOI for the district was affirmed by LAFCO in 2004.

Agency Proposal

The County Library has not proposed to change the coterminous SOI.

SOI Options

Given the considerations addressed in the MSR, two options are identified for the CSA LIB-2 SOI:

*SOI Option #1 – Retain existing coterminous SOI*

If LAFCO determines that the existing government structure is appropriate, then the existing SOI should be retained.

*SOI Option #2 – Adjust SOI to reflect the current service area*

If LAFCO determines that the CSA bounds should be adjusted to better reflect the existing service area for the El Sobrante Library, then the SOI for the CSA should be reduced in the north and increased to the south. Such an SOI would signal that LAFCO anticipates that these areas will eventually be detached and annexed from the District.

Recommendation

It is recommended that LAFCO adopt a coterminous SOI for CSA LIB-2 at this time.

Further, it is recommended that LAFCO request that the County Library and the CSA to assess the El Sobrante Library service area and the potential for future facility-sharing with neighboring San Pablo and Pinole libraries before the next MSR cycle for libraries. Then LAFCO will be better positioned to adopt a more appropriate SOI for the CSA in the next MSR/SOI update cycle.

*Table 6-3: CSA LIB-2 SOI Analysis*

<b>Issue</b>	<b>Comments</b>
SOI update recommendation	Retain coterminous SOI. Request that the CSA assess the El Sobrante Library service area and facility funding options before the next MSR/SOI update cycle.
Services provided	CSA LIB-2 provides additional funding to the County Library for El Sobrante Library operations and facilities.
Present and planned land uses in the area	Present land uses are primarily high-density residential, with limited commercial and open space uses.
Projected growth in the District/Recommended SOI	Growth within in the CSA is anticipated to minimal
Present and probable need for public facilities and services in the area	There is a present and probable need for library funding services provided by the CSA.
Opportunity for infill development rather than SOI expansion	The CSA SOI has no impact on infill development in the area.
Service capacity and adequacy	The El Sobrante Library has unfunded infrastructure needs. Library services are minimally adequate.
Social or economic communities of interest	The primary community of interest is El Sobrante.
Effects on other agencies	A coterminous SOI would have no direct effect on other agencies; however, the requested analysis of service area and funding options could potentially affect the cities of San Pablo, Pinole or Richmond.
Potential for consolidations or other reorganizations when boundaries divide communities	There is no potential for consolidation at this time. .
Location of facilities, infrastructure and natural features	The El Sobrante library facility is located in the southwest portion of the CSA bounds. The San Pablo library is less than two miles distance from the El Sobrante Library. The Pinole Library is closer to northern El Sobrante than is the El Sobrante Library.
Willingness to serve	The CSA is willing to continue providing library funding.
Potential effects on agricultural and open space lands	No potential effects on agricultural or open space lands were identified.

Potential environmental impacts	Although no potential environmental impacts were identified in the MSR, the LAFCO counsel and planner should make CEQA determinations.
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**CSA LIB-10 (PINOLE)**

CSA LIB-10 provides funding for a library facility serving the City of Pinole and adjacent unincorporated areas of Bayview, Montalvin Manor, Tara Hills and an area east of Pinole.<sup>59</sup>

**FORMATION AND BOUNDARY**

CSA LIB-10 was formed on December 20, 1966 as a dependent special district of the County.<sup>60</sup> Its stated purpose was to provide funds for construction of a public library in the City of Pinole. The Pinole Library was constructed eight years later in 1974.

The boundary area of the CSA is approximately 13.9 square miles, of which 6.6 square miles constitutes land area (as opposed to water area). It contains unincorporated areas located between I-80 and San Pablo Bay; this area comprises an unincorporated island surrounded on three sides by the City of Pinole and on the fourth side by the City of Richmond.

The SOI for CSA LIB-10 is coterminous with the boundary of the CSA, and was last updated in 2004.

Boundary History

**Table 6-4: CSA LIB-10 Boundary History**

Since formation, there have been nine boundary changes to the CSA according to BOE and LAFCO records.

All of the boundary changes were reorganizations that annexed territory to the City of Pinole. Several of them involved detachment of territory from CSA LIB-2 (El Sobrante): Kirkpatrick (1978), Pinole Park (1979), Long/Skyline (1980), Ming (1981), and Quintal (1984).

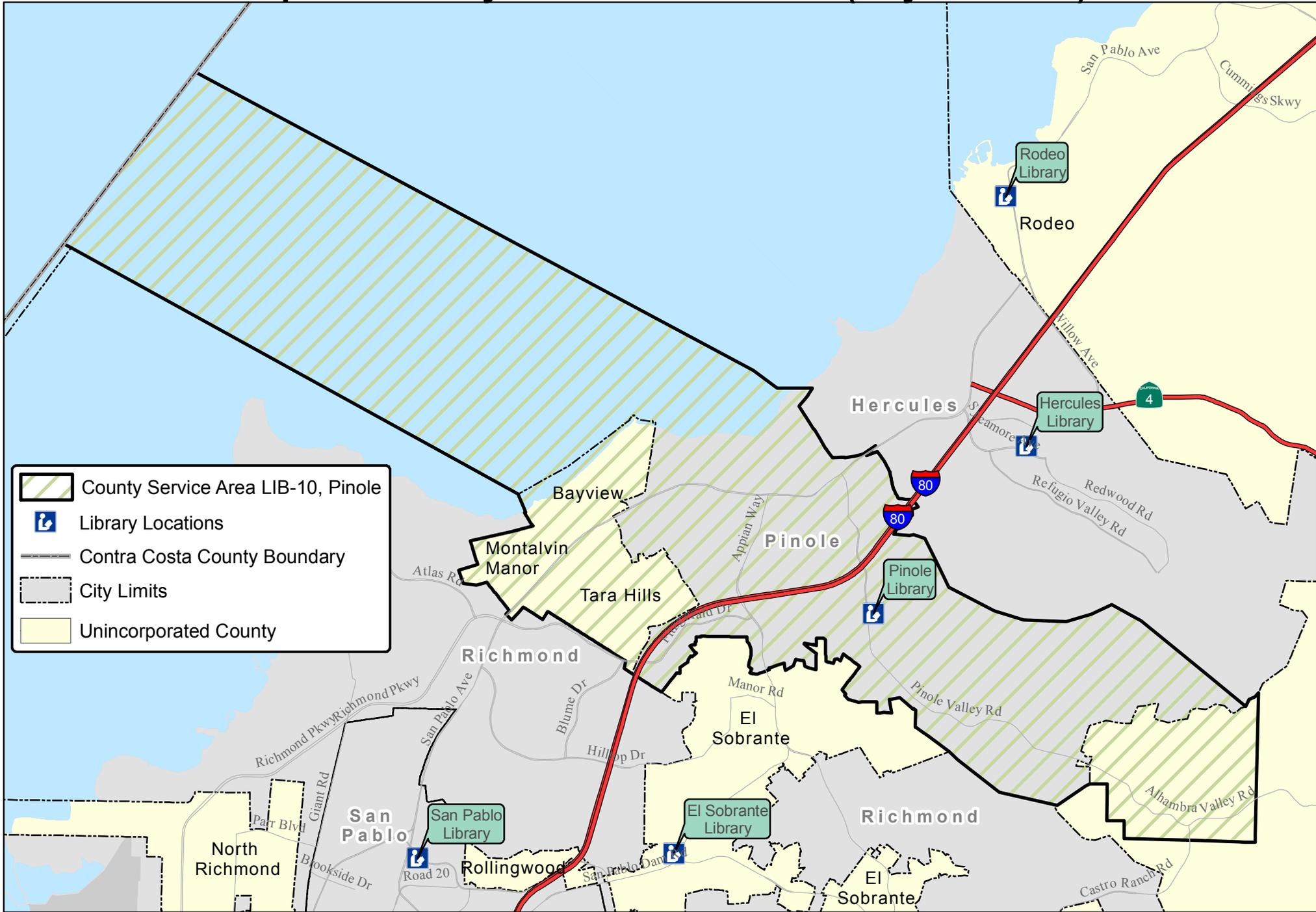
Project Name	LAFCO		Recording
	Reso/Date	Change Type	Agency <sup>1</sup>
Formation	12/20/1966	Formation	BOE
Teixiera Ord. 292	8/23/1971	Annexation	Both
Kramer Res. 1043	9/24/1974	Annexation	Both
Pinole Crest	4/30/1974	Annexation	Both
Allview	12/19/1975	Annexation	Both
Kirkpatrick	6/21/1978	Annexation	Both
Pinole Park	12/28/1979	Annexation	Both
Long/Skyline	80-37	Annexation	Both
Ming Reorg.	81-6	Annexation	Both
Quintal	84-24	Annexation	Both

Note:  
1) Recording agency indicates whether Contra Costa LAFCO or the Board of Equalization (BOE) maintains records of the particular boundary change.

<sup>59</sup> City of Pinole, *City Council Resolution No. 499*, Oct. 3, 1966. The 1966 formation resolution for the CSA is missing from the LAFCO archives.

<sup>60</sup> Board of Equalization official date.

# Map 6-2: County Service Area LIB-10 (City of Pinole)



-  County Service Area LIB-10, Pinole
-  Library Locations
-  Contra Costa County Boundary
-  City Limits
-  Unincorporated County



## SERVICE DEMAND AND GROWTH

The District bounds encompass the City of Pinole and the adjacent unincorporated areas of Bayview, Montalvin Manor, Tara Hills and an area east of Pinole. The CSA bounds include most of the territory within the City of Pinole SOI, with the exception of northern El Sobrante (where the Pinole Vista shopping center is located). The eastern portion of the CSA bounds is not within the City of Pinole's SOI.

Land uses within the CSA are residential, commercial, industrial, and open space. The unincorporated part of the CSA area is primarily residential with two schools, limited commercial properties along San Pablo Avenue, and the Richmond Parkway Transit Center next to I-80. Most of the residential areas in the City limits are low density: they are located in southern Pinole and Pinole Valley south of I-80 along Pinole Valley Road corridor, in western Pinole north of I-80 and in northern Pinole north of San Pablo Avenue and south of the Bayfront. Most of the high-density residential neighborhoods are concentrated along Sunnyview Road in the northwestern portion of the City. Commercial land use areas are located along Fitzgerald Drive adjacent to the I-80 and Appian Way interchange, in Old Town Pinole and along San Pablo Avenue in the western portion of the City. Light industrial uses are also situated along San Pablo Avenue. Open space areas are located throughout the City.<sup>61</sup>

The population within the CSA was 28,146 as of April 2010.<sup>62</sup> ABAG projects that the City's residential population will grow by 27 percent between 2010 and 2030. By comparison, the countywide average population growth is projected at 17 percent over the same period. The City's residential growth is expected to be faster than in nearby San Pablo, but not as rapid as is projected for the cities of Richmond and Hercules. The City population is projected to reach 21,800 by 2030, according to ABAG, and the City anticipates its population will grow to 20,124 by 2030.<sup>63</sup>

No disadvantaged communities were identified within or adjacent to the CSA or its SOI.<sup>64</sup> Nearby disadvantaged areas are the central portion of the City of San Pablo and unincorporated North Richmond.

The CSA is a dependent special district of the County, and is not a land use authority. The County is the land use authority, and holds primary responsibility for implementing growth strategies.

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<sup>61</sup> City of Pinole, *City of Pinole General Plan Update, Land Use and Economic Development*, 2007, p. 3-4

<sup>62</sup> U.S. Census Bureau, *2010 Census Summary File 1*, 2010. The components of 2010 population are City of Pinole population was

<sup>63</sup> City of Pinole, *Development Impact Mitigation Fee Feasibility/Nexus Study*, May 2008, p. 19.

<sup>64</sup> Disadvantaged communities were identified from American Community Survey 5-year data for 2006-2010 by place and census tract. For LAFCO purposes, disadvantaged communities are defined as having median household income less than 80 percent of the State median (Government Code §56033.5 which, in turn, relies on the definition in Water Code §79505.5).

**FINANCING**

*Table 6-5: CSA LIB-10 Financial Information*

The CSA revenues were \$892 in FY 11-12. Revenues were composed of property taxes (99 percent) and reimbursements for homeowner exemptions (one percent). There is no interest revenue in spite of positive fund balances.

	CSA LIB-10		
	Actual FY 10-11	Actual FY 11-12	Budget FY 12-13
Fund Balance	\$1,490	\$1,473	NA
<b>Revenues</b>	<b>\$956</b>	<b>\$892</b>	<b>\$880</b>
Property Tax	\$946	\$883	\$875
Intergovernmental	\$10	\$9	\$5
<b>Expenditures</b>	<b>\$1,010</b>	<b>\$909</b>	<b>\$880</b>
Charges	\$10	\$9	\$10
Transfers	\$1,000	\$900	\$871

Expenditures were \$909 in FY 11-12. These consisted primarily of transfers to the County Library (99 percent) in addition to administrative costs (one percent). Transfers to the County Library are typically budgeted to reflect budgeted revenues.

By comparison, the County Library expenditures for operating the Pinole Library amounted to \$613,672 in FY 11-12. By implication, CSA revenues financed approximately 0.1 percent of the operating costs of the Pinole Library in FY 11-12.

The CSA has no long-term debt.

The CSA had \$1,473 in fund balances at the end of FY 11-12, which made up 162 percent of expenditures in that year. In other words, the CSA maintained 19 months of working reserves.

**LIBRARY**

The Pinole Library is owned and operated by the Contra Costa County Library. The County Library services are discussed in Chapter 5.

The Pinole Library is 17,098 square feet in size, with 107 seats and 10 public internet terminals. Square footage per 1,000 residents in the service area amounts to 604; by comparison, the County Library as a whole offers 352 square feet per 1,000 residents.

The Pinole Library is in fair condition. The Pinole Library roof leaks and needs replacement, parking lot needs resurfacing, and carpet needs replacement. It lacks capacity to support additional power and data.

**GOVERNANCE ALTERNATIVES**

Dissolution of the CSA is a governance alternative.

Although the CSA bounds roughly approximate the service area of the Pinole Library, there are zero property taxes being allocated from nearly the entire CSA boundary area. Only one very small area within City limits is contributing property tax to the CSA. Resulting property tax revenues for the CSA are inconsequential.

Dissolution of the CSA could be accomplished in a fiscally neutral manner if LAFCO were to determine that CSA property tax revenues should be reallocated directly to the County Library.

## **MSR DETERMINATIONS**

### Growth and population projections

- 1) The estimated residential population within the CSA bounds is approximately 28,146.
- 2) Growth in the CSA is projected to be moderately strong.

### Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI

- 3) There are no disadvantaged unincorporated communities within or contiguous to the SOI.

### Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies

- 4) The Pinole Library has unfunded infrastructure needs. The facility needs to be improved and remodeled, although capital improvements there are not presently funded or planned. The CSA is not directly responsible for financing these facility needs, and its present revenue sources would not cover a significant portion of associated costs.

### Financial ability of agencies to provide services

- 5) The CSA funds an inconsequential portion of operating costs at the Pinole Library. Locally-generated property taxes fund about 40 percent of operating costs. The remainder of the operating costs are funded by donations, grants and property taxes generated elsewhere in the County.
- 6) The current level of financing for the Pinole Library is minimally adequate to finance services, and not adequate to finance facility needs.
- 7) Financing opportunities for presently unfunded needs at the library include grants and future revenue sources that would require voter approval.

### Status of, and opportunities for, shared facilities

- 8) The CSA does not directly own or operate facilities, but simply contributes funding for library operations and facilities.
- 9) The Pinole Library is located less than three miles from the Hercules Library, and three miles from the El Sobrante Library. While the Hercules Library is new and in excellent condition, the El Sobrante Library has significant unfunded facility needs. There may be opportunities for the Pinole and El Sobrante service areas to be combined and for the areas to share in a future replacement facility.

### Accountability for community service needs, including governmental structure and operational efficiencies

- 10) Accountability for CSA residents in unincorporated areas is limited because there are presently no advisory bodies in which they might participate.
- 11) The CSA demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.

**SOI RECOMMENDATIONS AND DETERMINATIONS**

The existing SOI for CSA LIB-10 is coterminous with its bounds. The SOI for the district was affirmed by LAFCO in 2004.

Agency Proposal

The County Library has not proposed to change the coterminous SOI.

SOI Options

Given the considerations addressed in the MSR, two options are identified for the CSA LIB-2 SOI:

*SOI Option #1 – Retain existing coterminous SOI*

If LAFCO determines that the existing government structure is appropriate, then the existing SOI should be retained.

*SOI Option #2 – Adopt a zero SOI*

If LAFCO determines that the CSA should be dissolved, then the SOI for the CSA should be reduced to include zero territory. Such an SOI would signal that LAFCO anticipates that the CSA will eventually be dissolved.

Recommendation

It is recommended that LAFCO adopt a zero SOI for CSA LIB-10 at this time.

*Table 6-6: CSA LIB-10 SOI Analysis*

<b>Issue</b>	<b>Comments</b>
SOI update recommendation	Adopt a zero SOI.
Services provided	CSA LIB-10 provides inconsequential funding to the County Library for Pinole Library operations and facilities.
Present and planned land uses in the area	Present land uses are residential, commercial, industrial and open space.
Projected growth in the District/Recommended SOI	Growth within in the CSA is anticipated to moderately strong.
Present and probable need for public facilities and services in the area	The County Library will continue to fund essentially the entirety of library operating and facility costs, regardless of whether the CSA continues to exist.
Opportunity for infill development rather than SOI expansion	The CSA SOI has no impact on infill development in the area.
Service capacity and adequacy	The Pinole Library has unfunded infrastructure needs. Library services are minimally adequate.
Social or economic communities of interest	The primary communities of interest are Pinole, Bayview, Montalvin Manor and Tara Hills.
Effects on other agencies	A zero SOI would have no significant effect on other agencies.

Potential for consolidations or other reorganizations when boundaries divide communities	There is no potential for consolidation at this time. The adjacent CSA in El Sobrante funds a different facility. Even if the County Library should determine in the future that El Sobrante and Pinole service areas be combined, the CSA LIB-10 lacks property tax allocations for funding.
Location of facilities, infrastructure and natural features	The Pinole library facility is located in the center of the CSA bounds. The neighboring El Sobrante and Hercules libraries are approximately three miles distance from the Pinole library.
Willingness to serve	The CSA is willing to continue providing library funding.
Potential effects on agricultural and open space lands	No potential effects on agricultural or open space lands were identified.
Potential environmental impacts	Although no potential environmental impacts were identified in the MSR, the LAFCO counsel and planner should make CEQA determinations.

**CSA LIB-12 (MORAGA)**

CSA LIB-12 provides library financing for extended library facilities and services in the unincorporated area to the south and east of the Town of Moraga.<sup>65</sup>

**FORMATION AND BOUNDARY**

CSA LIB-12 was formed on December 20, 1966 as a dependent special district of the County.<sup>66</sup> It originally included the territory that is now within the Town of Moraga.

The boundary area of the CSA is approximately 8.3 square miles. The SOI for CSA LIB-12 is coterminous with the boundary of the CSA.

Boundary History

*Table 6-7: CSA LIB-12 Boundary History*

Since formation, there has been one detachment and one annexation to the CSA according to BOE and LAFCO records.

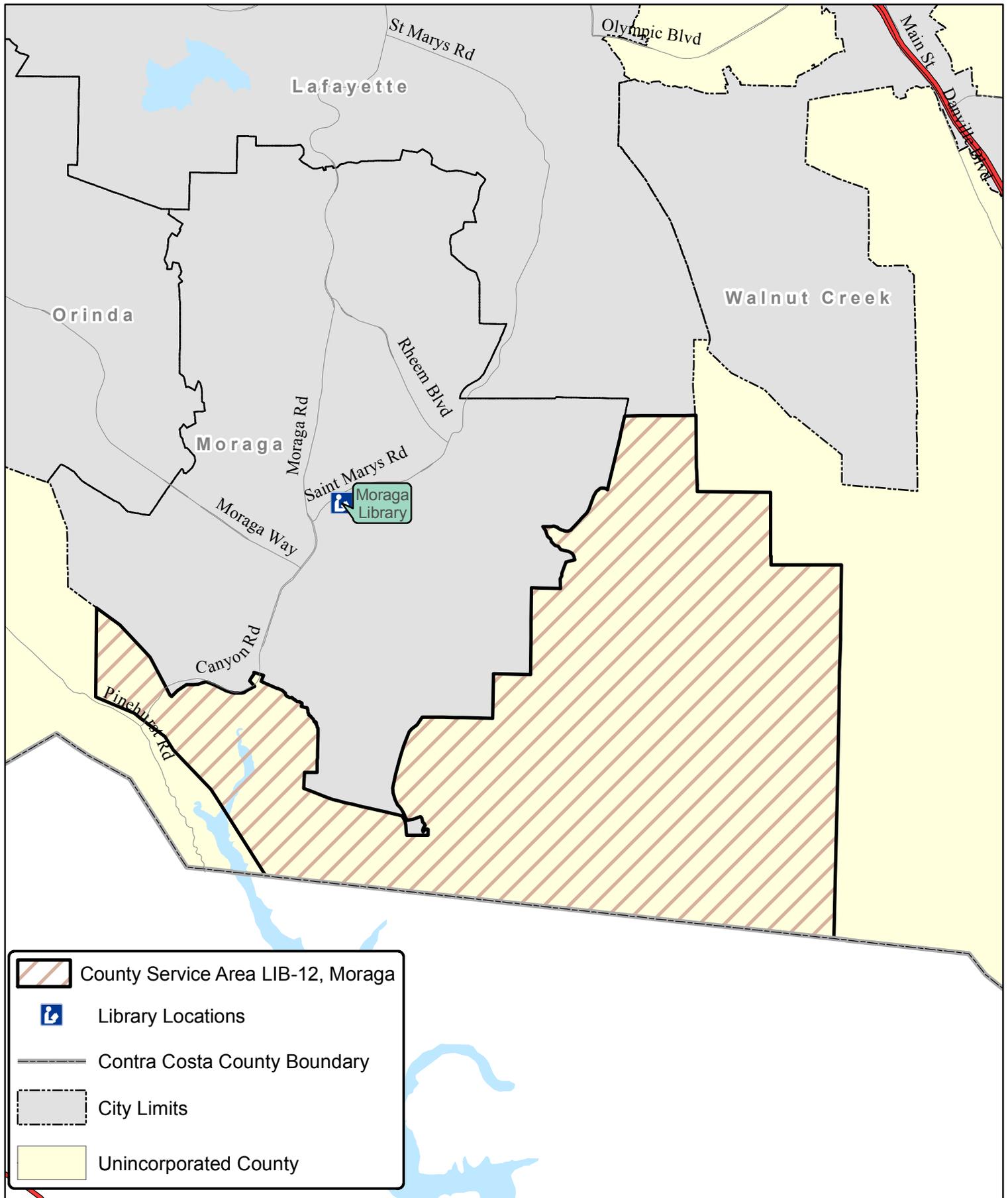
When the Town of Moraga incorporated in 1974, territory within the City limits was automatically detached from the CSA pursuant to then-relevant provisions of the Government Code.

Project Name	LAFCO Reso/Date	Change Type	Recording Agency <sup>1</sup>
Formation	12/16/1969	Formation	Both
Town Incorporation	3/6/1974	Detachment	LAFCO
Parcels 1-3	3/19/1973	Annexation	Both
Notes:			
1) Recording agency indicates whether Contra Costa LAFCO or the Board of Equalization (BOE) maintains records of the particular boundary change.			

<sup>65</sup> Contra Costa LAFCO, *Resolution Approving Formation of the Proposed County Service Area LIB-12*, 1969. Contra Costa County, *Board Resolution No. 69/846*, 1969.

<sup>66</sup> Board of Equalization official date.

# Map 6-3: County Service Area LIB-12 (Moraga)



	County Service Area LIB-12, Moraga
	Library Locations
	Contra Costa County Boundary
	City Limits
	Unincorporated County



LIBRARY MSR

The Moraga Library was constructed in 1974 by the County, and was financed in part by CSA LIB-12 revenues. The incorporation resolution provided that the new city annually pay its proportional share of CSA LIB-12 outstanding debts unless and until the city area were to annex into the CSA during the debt repayment period.<sup>67</sup>

**SERVICE DEMAND AND GROWTH**

The CSA bounds encompass the unincorporated area to the south and east of the Town of Moraga. The CSA is entirely outside the Town of Moraga SOI as well as the urban limit line.

CSA bounds encompass primarily agricultural, open space, and watershed uses, with a smattering of low-density residential uses. Large tracts of open space are located throughout the CSA, and a majority of the land within the CSA is owned by East Bay Municipal Utility District. Residential uses are located on Bollinger Canyon Road, Valley Hill Road, Camino Pablo, Quail, Sky View Court and Knoll Drive.

The estimated population within the CSA is 125.<sup>68</sup> The projected population growth rate through 2030 is seven percent, which is lower than the countywide projected growth of 17 percent over that period.

No disadvantaged communities were identified within or adjacent to the CSA or its SOI.<sup>69</sup>

The CSA is a dependent special district of the County, and is not a land use authority. The County is the land use authority, and holds primary responsibility for implementing growth strategies.

**FINANCING**

*Table 6-8: CSA LIB-12 Financial Information*

The CSA revenues were \$9,155 in FY 11-12. Revenues were composed of property taxes (99 percent) and reimbursements for homeowner exemptions (one percent). There is no interest revenue in spite of positive fund balances.

Expenditures were \$8,922 in FY 11-12. These consisted primarily of transfers to the County Library (99 percent) in addition to administrative costs (one percent). Transfers to the

	CSA LIB-12		
	Actual FY 10-11	Actual FY 11-12	Budget FY 12-13
Fund Balance	\$10,494	\$10,657	NA
<b>Revenues</b>	<b>\$9,132</b>	<b>\$9,155</b>	<b>\$9,005</b>
Property Tax	\$9,037	\$9,061	\$8,960
Intergovernmental	\$95	\$94	\$45
<b>Expenditures</b>	<b>\$8,597</b>	<b>\$8,992</b>	<b>\$9,005</b>
Charges	\$97	\$92	\$95
Transfers	\$8,500	\$8,900	\$8,911

County Library are typically budgeted to reflect budgeted revenues.

<sup>67</sup> Contra Costa LAFCO, *Resolution File No. 972-01*, March 6, 1974.

<sup>68</sup> The population estimate is based on the number of residential parcels in the area (approximately 50) and the average household size (2.5 in neighboring Town of Moraga in the 2010 Census).

<sup>69</sup> Disadvantaged communities were identified from American Community Survey 5-year data for 2006-2010 by place and census tract. For LAFCO purposes, disadvantaged communities are defined as having median household income less than 80 percent of the State median (Government Code §56033.5 which, in turn, relies on the definition in Water Code §79505.5).

By comparison, the County Library expenditures for operating the Moraga Library amounted to \$826,247 in FY 11-12. By implication, CSA revenues financed approximately one percent of the operating costs of the Moraga Library in FY 11-12. In addition, the City's directly paid costs of maintaining the facility were \$81,167.

The CSA has no long-term debt.

The CSA had \$10,657 in fund balances at the end of FY 11-12, which made up 119 percent of expenditures in that year. In other words, the CSA maintained 14 months of working reserves.

### **LIBRARY**

The Moraga Library is owned by the Town of Moraga and operated by the Contra Costa County Library. The County Library services are discussed in Chapter 5.

The Moraga Library is 10,913 square feet in size, with 89 seats and 9 public internet terminals. Square footage per 1,000 residents in the service area amounts to 663; by comparison, the County Library as a whole offers 352 square feet per 1,000 residents.

The Moraga Library is in fair condition. The library needs improvements: replacement of exterior patio, emergency exit walkway and carpet, upgrade of restroom and staff kitchen, alarm rewiring, drainage repairs, and removal of dead trees. It lacks capacity to support additional power and data.

### **GOVERNANCE ALTERNATIVES**

Dissolution of the CSA is a governance alternative.

Although the CSA bounds roughly approximate the unincorporated portion of the service area of the Moraga Library, there are minimal property taxes being allocated to the CSA due to the minimal development within CSA bounds. The CSA funds only one percent of operating costs at the Moraga Library.

Dissolution of the CSA could be accomplished in a fiscally neutral manner if LAFCO were to determine that CSA property tax revenues should be reallocated directly to the County Library.

### **MSR DETERMINATIONS**

#### Growth and population projections

- 1) The estimated residential population within the CSA bounds is approximately 125.
- 2) Growth in the CSA is projected to be minimal; the area is outside the urban limit line.

#### Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI

- 3) There are no disadvantaged unincorporated communities within or contiguous to the SOI.

#### Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies

- 4) The Moraga Library has unfunded infrastructure needs. The facility needs to be improved and remodeled, although capital improvements there are not presently funded or planned. The CSA is not directly responsible for financing these facility needs, and its present revenue sources would not cover a significant portion of associated costs.

Financial ability of agencies to provide services

- 5) The CSA funds only one percent of operating costs at the Moraga Library. Locally-generated property taxes fund about 50 percent of operating costs. The remainder of the operating costs are funded by donations, grants and property taxes generated elsewhere in the County.
- 6) The current level of financing for the Moraga Library is minimally adequate to finance services, and not adequate to finance facility needs.
- 7) Financing opportunities for presently unfunded needs at the library include grants and future revenue sources that would require voter approval.

Status of, and opportunities for, shared facilities

- 8) The CSA does not directly own or operate facilities, but simply contributes funding for library operations and facilities.
- 9) No facility sharing opportunities were identified.

Accountability for community service needs, including governmental structure and operational efficiencies

- 10) Accountability for CSA residents in unincorporated areas is limited because there are presently no advisory bodies in which they might participate.
- 11) The CSA demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.

**SOI RECOMMENDATIONS AND DETERMINATIONS**

The existing SOI for CSA LIB-12 is coterminous with its bounds. The SOI for the district was affirmed by LAFCO in 2004.

Agency Proposal

The County Library has not proposed to change the coterminous SOI.

SOI Options

Given the considerations addressed in the MSR, two options are identified for the CSA LIB-12 SOI:

*SOI Option #1 – Retain existing coterminous SOI*

If LAFCO determines that the existing government structure is appropriate, then the existing SOI should be retained.

*SOI Option #2 – Adopt a zero SOI*

If LAFCO determines that the CSA should be dissolved, then the SOI for the CSA should be reduced to include zero territory. Such an SOI would signal that LAFCO anticipates that the CSA will eventually be dissolved.

Recommendation

It is recommended that LAFCO adopt a zero SOI for CSA LIB-12 at this time.

*Table 6-9: CSA LIB-12 SOI Analysis*

<b>Issue</b>	<b>Comments</b>
SOI update recommendation	Adopt a zero SOI.
Services provided	CSA LIB-12 provides modest funding to the County Library for Moraga Library operations and facilities.
Present and planned land uses in the area	Present land uses are primarily open space, watershed and agricultural with minimal residential uses. The area is outside the urban limit line.
Projected growth in the District/Recommended SOI	Growth within in the CSA is anticipated to minimal.
Present and probable need for public facilities and services in the area	The County Library will continue to fund essentially the entirety of library operating and facility costs, regardless of whether the CSA continues to exist.
Opportunity for infill development rather than SOI expansion	The CSA SOI has no impact on infill development in the area.
Service capacity and adequacy	The Moraga Library has unfunded infrastructure needs. Library services are minimally adequate.
Social or economic communities of interest	The primary communities of interest are the unincorporated areas within CSA bounds.
Effects on other agencies	A zero SOI would have no significant effect on other agencies.
Potential for consolidations or other reorganizations when boundaries divide communities	There is no potential for consolidation at this time.
Location of facilities, infrastructure and natural features	The Moraga library facility is located in the center of the Town of Moraga. The neighboring Orinda and Lafayette libraries are more than five miles distance from the Moraga library.
Willingness to serve	The CSA is willing to continue providing library funding.
Potential effects on agricultural and open space lands	No potential effects on agricultural or open space lands were identified.
Potential environmental impacts	Although no potential environmental impacts were identified in the MSR, the LAFCO counsel and planner should make CEQA determinations.

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**CSA LIB-13 (YGNACIO VALLEY)**

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CSA LIB-13 provides financing for library construction in the Ygnacio Valley area.<sup>70</sup> The area encompasses portions of the cities of Walnut Creek and Concord and the nearby North Gate and Shell Ridge unincorporated areas.

**FORMATION AND BOUNDARY**

CSA LIB-13 was formed on December 1, 1970 as a dependent special district of the County.<sup>71</sup> The boundary area of the CSA is approximately 9.0 square miles. The SOI for CSA LIB-13 is coterminous with the boundary of the CSA.

Boundary History

Since formation, there have been two annexations to the CSA according to BOE and LAFCO records.

The Ygnacio Valley Library was constructed in 1975, and subsequently remodeled in 2004.

*Table 6-10: CSA LIB-13 Boundary History*

	LAFCO		Recording
Project Name	Reso/Date	Change Type	Agency <sup>1</sup>
Formation	12/1/1970	Formation	Both
Lime Ridge	6/22/1976	Annexation	Both
NW Parcel Reorg	7/24/1979	Annexation	Both
Note:			
1) Recording agency indicates whether Contra Costa LAFCO or the Board of Equalization (BOE) maintains records of the particular boundary change.			

**SERVICE DEMAND AND GROWTH**

The CSA bounds encompass portions of the cities of Walnut Creek and Concord, the North Gate unincorporated area, and the northern portion of the Shell Ridge unincorporated area.

CSA bounds encompass residential, commercial, institutional, agricultural and open space uses.

The estimated population within the CSA is approximately 20,402 as of April 2010.<sup>72</sup> The projected population growth rate through 2030 is 13 percent, which is lower than the countywide projected growth of 17 percent over that period.

No disadvantaged communities were identified within or adjacent to the CSA or its SOI.<sup>73</sup>

The CSA is a dependent special district of the County, and is not a land use authority. The County is the land use authority, and holds primary responsibility for implementing growth strategies.

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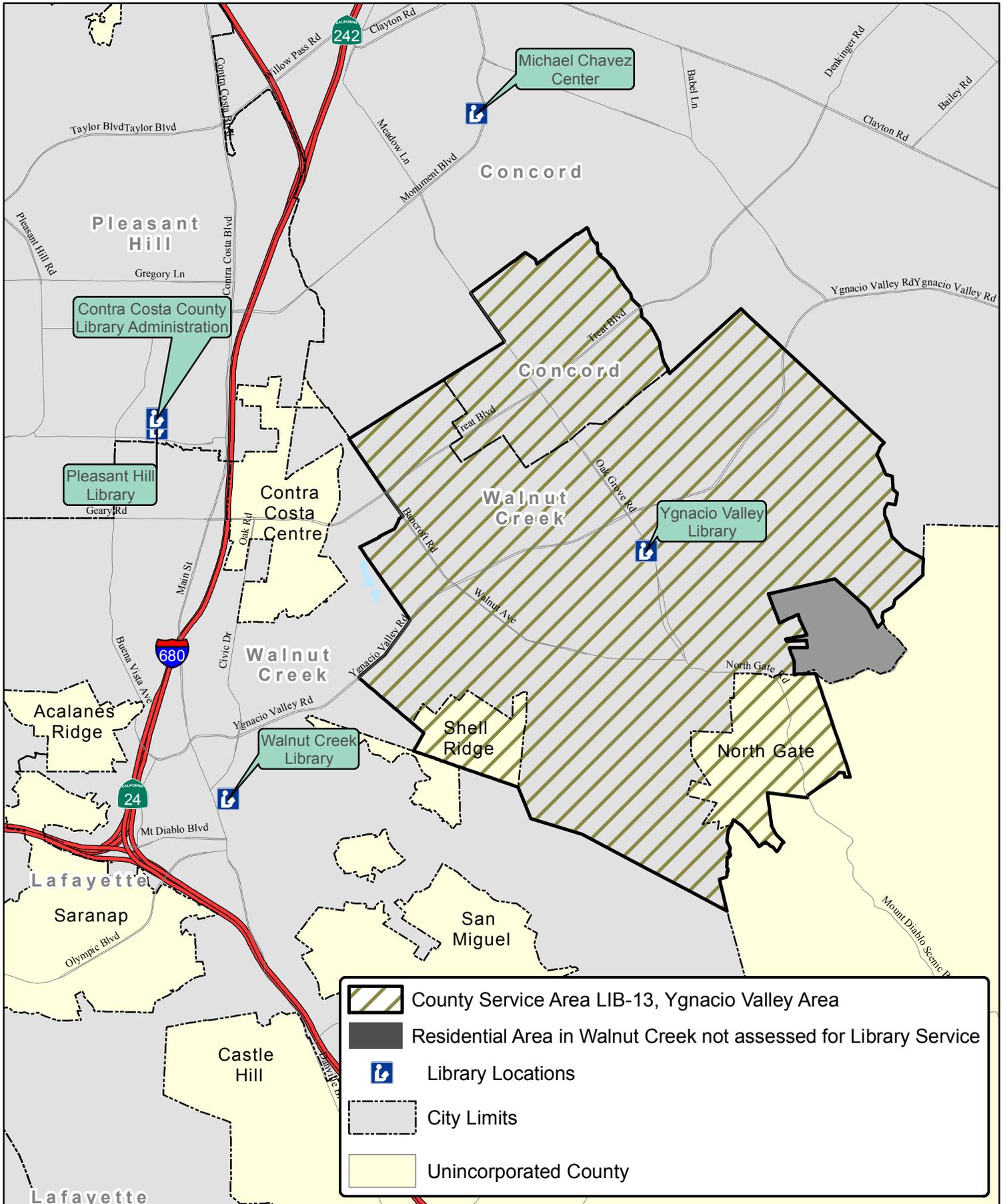
<sup>70</sup> Contra Costa LAFCO, *Resolution Approving Formation of the Proposed County Service Area LIB-13 (Library Construction)*, 1970.

<sup>71</sup> Board of Equalization official date.

<sup>72</sup> U.S. Census Bureau, Census 2010 Summary File 1. The estimate covers portions of census tracts

<sup>73</sup> Disadvantaged communities were identified from American Community Survey 5-year data for 2006-2010 by place and census tract. For LAFCO purposes, disadvantaged communities are defined as having median household income less than 80 percent of the State median (Government Code §56033.5 which, in turn, relies on the definition in Water Code §79505.5).

# Map 6-4: County Service Area LIB-13 (Ygnacio Valley Area)



-  County Service Area LIB-13, Ygnacio Valley Area
-  Residential Area in Walnut Creek not assessed for Library Service
-  Library Locations
-  City Limits
-  Unincorporated County



**FINANCING**

*Table 6-11: CSA LIB-13 Financial Information*

The CSA revenues were \$108,273 in FY 11-12. Revenues were composed of property taxes (99 percent) and reimbursements for homeowner exemptions (one percent). There is no interest revenue in spite of positive fund balances.

	CSA LIB-13		
	Actual FY 10-11	Actual FY 11-12	Budget FY 12-13
Fund Balance	\$74,641	\$76,828	NA
<b>Revenues</b>	<b>\$110,020</b>	<b>\$108,273</b>	<b>\$106,485</b>
Property Tax	\$108,845	\$107,139	\$105,925
Intergovernmental	\$1,175	\$1,134	\$560
<b>Expenditures</b>	<b>\$106,164</b>	<b>\$106,086</b>	<b>\$106,485</b>
Charges	\$1,164	\$1,086	\$1,125
Transfers	\$105,000	\$105,000	\$105,360

Expenditures were \$106,086 in FY 11-12. These consisted primarily of transfers to the County Library (99 percent) in addition to administrative costs (one percent). Transfers to the County Library are typically budgeted to reflect budgeted revenues.

By comparison, the County Library expenditures for operating the Ygnacio Valley Library amounted to \$1,442,564 in FY 11-12. By implication, CSA revenues financed approximately 7.4 percent of the operating costs of the Ygnacio Valley Library in FY 11-12. Other revenue sources supporting the library include City of Walnut Creek contributions for extra hours (which fund 12 percent of operating costs) and reimbursements for facility costs (which fund 10 percent of operating costs). The remainder of costs are funded by property taxes, fees, fines, grants and donations.

The CSA has no long-term debt.

The CSA had \$76,828 in fund balances at the end of FY 11-12, which made up 72 percent of expenditures in that year. In other words, the CSA maintained nine months of working reserves.

**LIBRARY**

The Ygnacio Valley Library is owned and operated by the Contra Costa County Library. County Library services are discussed in Chapter 5.

The Ygnacio Valley Library is 13,202 square feet in size, with 81 seats and 9 public internet terminals. Square footage per 1,000 residents in the service area amounts to 549; by comparison, the County Library as a whole offers 352 square feet per 1,000 residents.

The Ygnacio Valley Library is in good condition. It lacks capacity to support additional power and data. However, the Library needs to be remodeled and expanded. The \$6.3 million improvement cost is not funded.

**GOVERNANCE ALTERNATIVES**

Governance alternatives for the CSA include annexation of the Rancho Paraiso area within the Ygnacio Valley library service area as well as realignment of the boundaries to match the area served. This area, which is depicted as an “area of interest” on Map 6-4, is a high-end equestrian community that was recently developed in the 1990s. There are approximately 200 homes in the area of interest; the market value of homes in this area is approximately \$1.0-1.5 million in 2012. Although the area is within the City of Walnut Creek boundaries and within the Ygnacio Valley service area (see Map 3-2), it is outside the present CSA LIB-13 bounds.

The financial impact of annexation is unknown at this time; however, annexation would not likely have dramatic impacts on property tax allocations to the CSA. That said, the County did pursue annexation of the Round Hill community (in unincorporated Alamo) to CSA R-7 to reallocate a portion of the future property taxes (i.e., growth not base) from Round Hill to CSA R-7. The County Administrator's Office developed a master tax sharing agreement; following the annexation, the County Auditor's implemented the Master Tax Sharing Agreement and adjusted the property tax allocation for all agencies within the TRA (except schools) to allow the CSA to receive a small portion of future property tax growth.

Realignment of the boundaries to reflect the actual library service area is an option. There are areas not within CSA bounds that appear to be located closer to the Ygnacio Valley Library than to other libraries. In particular, portions of southeast Concord are located closer to the Ygnacio Valley Library than to neighboring libraries in Concord and Clayton.

If the County Library or other affected agencies intended to propose additional assessments or other taxes from the Ygnacio Valley service area in the future, realignment of the boundaries to more accurately match the service area would certainly be appropriate. Presently the City of Walnut Creek contributes funding for extended library hours and for facility costs at the Ygnacio Valley Library; CSA residents in the City of Concord and unincorporated North Gate and Shell Ridge do not contribute. The County has not proposed any special assessments or taxes in this CSA.<sup>74</sup> The County has not proposed any special assessments or taxes in this CSA.<sup>75</sup>

## **MSR DETERMINATIONS**

### Growth and population projections

- 1) The estimated residential population within the CSA bounds is approximately 20,402.
- 2) Growth in the CSA is projected to be moderate.

### Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI

- 3) There are no disadvantaged unincorporated communities within or contiguous to the SOI.

### Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies

- 4) The Ygnacio Valley Library has \$6.3 million in unfunded infrastructure needs. The facility needs to be expanded and remodeled, although capital improvements there are not presently funded or planned. The CSA is not directly responsible for financing these facility needs, and its present revenue sources would not cover a significant portion of associated costs.

### Financial ability of agencies to provide services

- 5) The CSA funds seven percent of operating costs at the Ygnacio Valley Library. The remainder of the operating costs are funded by City of Walnut Creek contributions, donations, grants and property taxes.

<sup>74</sup> California State Library, *Thirty Years of California Library Ballot Measures: 1980-2009*, April 2010.

<sup>75</sup> California State Library, *Thirty Years of California Library Ballot Measures: 1980-2009*, April 2010.

LIBRARY MSR

- 6) The current level of financing for the Ygnacio Valley Library is minimally adequate to finance services, and not adequate to finance facility needs.
- 7) Financing opportunities for presently unfunded needs at the library include grants and future revenue sources that would require voter approval.

Status of, and opportunities for, shared facilities

- 8) The CSA does not directly own or operate facilities, but simply contributes funding for library operations and facilities.
- 9) No facility sharing opportunities were identified.

Accountability for community service needs, including governmental structure and operational efficiencies

- 10) Accountability for CSA residents in unincorporated areas is limited because there are presently no advisory bodies in which they might participate.
- 11) The CSA demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.

**SOI RECOMMENDATIONS AND DETERMINATIONS**

The existing SOI for CSA LIB-13 is coterminous with its bounds. The SOI for the district was affirmed by LAFCO in 2004.

Agency Proposal

The County Library has not proposed to change the coterminous SOI.

SOI Options

Given the considerations addressed in the MSR, two options are identified for the CSA LIB-12 SOI:

*SOI Option #1 – Retain existing coterminous SOI*

If LAFCO determines that the existing government structure is appropriate, then the existing SOI should be retained.

*SOI Option #2 – Increase SOI to include the Rancho Paraiso area of interest*

If LAFCO determines that the CSA should reflect the area served, then the SOI for the CSA should be increased to include the Rancho Paraiso area of interest. Such an SOI would signal that LAFCO anticipates that the area will eventually be annexed to the CSA.

Recommendation

It is recommended that LAFCO increase the SOI for CSA LIB-12 at this time to include the Rancho Paraiso area of interest.

Further, it is recommended that LAFCO request that the County Library and the CSA assess the Ygnacio Valley Library service area, particularly the Concord portion. Then LAFCO will be better positioned to adopt a more appropriate SOI for the CSA in the next MSR/SOI update cycle.

*Table 6-12: CSA LIB-13 SOI Analysis*

Issue	Comments
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COUNTY SERVICE AREAS

SOI update recommendation	Increase the SOI to include the Rancho Paraiso area of interest.
Services provided	CSA LIB-13 provides modest funding to the County Library for Ygnacio Valley Library operations and facilities.
Present and planned land uses in the area	Present land uses are residential, commercial, institutional, and open space.
Projected growth in the District/Recommended SOI	Growth within in the CSA is anticipated to be modest.
Present and probable need for public facilities and services in the area	There is a present and probable need for library facilities and services in the area. The SOI increase area is already served by the Ygnacio Valley Library.
Opportunity for infill development rather than SOI expansion	The CSA SOI has no impact on infill development in the area.
Service capacity and adequacy	The Ygnacio Valley Library has unfunded infrastructure needs. Library services are minimally adequate.
Social or economic communities of interest	The primary communities of interest are the areas within bounds and adjacent areas served by the Ygnacio Valley Library.
Effects on other agencies	An SOI increase would have no significant effect on other agencies.
Potential for consolidations or other reorganizations when boundaries divide communities	There is no potential for consolidation at this time. There are no adjacent Library CSAs
Location of facilities, infrastructure and natural features	The Ygnacio Valley library facility is located in the center of the CSA. The neighboring Walnut Creek, Pleasant Hill, Concord, and Clayton libraries are farther from the CSA than the Ygnacio Valley Library.
Willingness to serve	The CSA is willing to continue providing library funding.
Potential effects on agricultural and open space lands	No potential effects on agricultural or open space lands were identified.
Potential environmental impacts	Although no potential environmental impacts were identified in the MSR, the LAFCO counsel and planner should make CEQA determinations.

## 7. SOURCES

### INTERVIEWS AND CORRESPONDENCE

Agency	Name/Title
Association of Bay Area Governments	Hing Wong, Senior Regional Planner
California State Library	Darla Gunning, State Data Coordinator
City of Antioch	Scott Buenting, Associate Engineer
City of Antioch	Dawn Merchant, Finance Director
City of Antioch	Ryan Graham, Leisure Services
City of Concord	Alton Baxley, Internal Services
City of Danville	Elizabeth Hudson, Finance Director
City of El Cerrito	Geoff Thomas, Finance Director
City of Hercules	Nickie Mastay, Finance Director
City of Hercules	Amanda Gutierrez, Accounting Technician
City of Lafayette	Gonzalo Silva, Finance Director
City of Martinez	Cathy Spinella, Finance Director
City of Martinez	Mercy Cabral, Deputy City Clerk
City of Moraga	Edric Kwan, Public Works Director
City of Moraga	Dan Bernie, Public Services
City of Oakley	Nancy Marquez, Assistant City Manager
City of Orinda	Susan Mahoney, Interim Finance Director
City of Pinole	Richard Loomis, Finance Director
City of Pittsburg	Tina Olson, Finance
City of Pittsburg	Don Buchanan, Maintenance Services Mngr
City of Pleasant Hill	Mary McCarthy, Finance Director
City of Richmond	Katy Curl, Library Director
City of San Pablo	Bradley Ward, Finance Director
City of San Ramon	Karen McNamara, Public Services
City of San Ramon	Candace Daniels, Finance
City of Walnut Creek	Lorie Tinfow, Assistant City Manager
Contra Costa County Administrator's Office	Barbara Riveira, Sr. Management Analyst
Contra Costa County Auditor-Controller's Office	Robert Campbell, Auditor-Controller
Contra Costa County Auditor-Controller's Office	Bobby Romero
Contra Costa County Library	Barbara Flynn, County Librarian
Contra Costa County Library	Carolyn Avalon, Finance Director
Contra Costa County Library	Gail McPartland, Deputy County Librarian
Liberty Union High School District	Debra Fogarty, Chief Business Officer
Mount Diablo Unified School District	Bryan Richards, Finance

**RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION  
ADOPTING DETERMINATIONS FOR THE  
2013 LIBRARY SERVICES MUNICIPAL SERVICES REVIEW**

**WHEREAS**, Government Code §56430 requires the Commission to conduct municipal service reviews (MSRs) in order to prepare and update spheres of influence (SOIs) pursuant to Government Code §56425; and

**WHEREAS**, the Commission previously authorized the *Library Services MSR* to be prepared; and

**WHEREAS**, the *Library Services MSR* covers services provided by Contra Costa County, the City of Richmond, and County Service Areas (CSAs) LIB-2, LIB-10, LIB-12, and LIB-13; and

**WHEREAS**, on July 11, 2012, the Commission held a workshop to receive a preliminary overview of the *Library Services MSR*, received and provided comments, and directed staff to circulate the draft MSR for public review; and

**WHEREAS**, the Public Review Draft MSR was circulated for a 21-day public comment period; and

**WHEREAS**, on December 12, 2012, the Commission received an overview of the Public Review Draft MSR report and provided comment; and

**WHEREAS**, on January 9, 2013, received the Final Draft MSR report, considered all comments, written and oral, received prior to and during the meeting on January 9, 2013, and accepted the Final MSR report; and

**WHEREAS**, the MSR report and determinations are Categorical Exempt from the California Environmental Quality Act (CEQA) pursuant to §15306 Class 6 of the CEQA Guidelines.

**NOW, THEREFORE, BE IT RESOLVED** that the Contra Costa Local Agency Formation Commission does hereby resolve, determine and order as follows:

*The Library Services Municipal Services Review determinations attached hereto as Exhibit A and incorporated herein by reference are hereby adopted.*

\* \* \* \* \*

PASSED AND ADOPTED THIS 9<sup>th</sup> day of January 2013, by the following vote:

- AYES:
- NOES:
- ABSTENTIONS:
- ABSENT:

\_\_\_\_\_  
DON TATZIN, CHAIR, CONTRA COSTA LAFCO

*I hereby certify that this is a correct copy of a resolution passed and adopted by this Commission on the date stated above*

Dated: January 9, 2013

\_\_\_\_\_  
Lou Ann Texeira, Executive Officer

**EXHIBIT A**  
**LIBRARY SERVICES**  
**MUNICIPAL SERVICE REVIEW DETERMINATIONS**

***Growth and Population Projections***

- 1) There were 1,065,117 residents in Contra Costa County in 2012, according to the California Department of Finance. The estimated residential population within the County Costa County Library (CCCL) service area is approximately 960,230.
- 2) Population has grown fastest in the Brentwood, San Ramon, Oakley and Hercules library service areas in the last decade. Population is expected to grow most rapidly in the next 20 years in the CCCL service areas in Brentwood, Hercules, Pinole and Pittsburg.
- 3) Library visitation has increased dramatically in recent years due in part to the availability of internet stations in libraries. CCCL library visits have increased more rapidly than in the State as a whole in the last five years, and Richmond library visits have increased even more dramatically.
- 4) Demand is also affected by growth among population segments with higher library visitation rates such as younger and higher-income people.
- 5) The estimated residential population within the City of Richmond is approximately 104,887.
- 6) Population is expected to grow fairly rapidly (26 percent) in Richmond compared with the County as a whole (17 percent) through 2030.
- 7) The primary growth areas in Richmond are the downtown area, Hilltop area and Marina Bay. The City of Richmond encourages growth near major activity centers and transportation corridors, and around the central city area.
- 8) The estimated residential population within CSA LIB-2 bounds is approximately 14,211. Projected growth is likely to be minimal as the area is built-out.
- 9) The estimated residential population within CSA LIB-10 bounds is approximately 28,146. Growth in this CSA is projected to be moderately strong.
- 10) The estimated residential population within CSA LIB-12 bounds is approximately 125. Growth in this CSA is projected to be minimal; the area is outside the urban limit line.
- 11) The estimated residential population within CSA LIB-13 bounds is approximately 20,402. Growth in this CSA is projected to be moderate.

***Disadvantaged Unincorporated Communities***

- 12) Bay Point, Bethel Island, North Richmond, and east Pacheco are disadvantaged unincorporated communities within the CCCL service area. North Richmond is adjacent to the City of Richmond.
- 13) Bay Point is an unincorporated area west of the City of Pittsburg. There were 21,349 residents there in 2010. Median household income in Bay Point is about 69 percent of the statewide median income level. Bay Point is located closest to the Bay Point Library.

- 14) Bethel Island is an unincorporated area located in the northeast corner of the County. There were 2,137 residents there in 2010. Median household income on Bethel Island is about 60 percent of the statewide median income level. Bethel Island is located closest to the Oakley Library, although the library is more than five miles distance from the community.
- 15) North Richmond is an unincorporated island area surrounded by the City of Richmond and the Pacific Ocean. There were 3,717 residents in North Richmond in 2010. Median household income in North Richmond is about 61 percent of the statewide median income level. North Richmond is located closest to the San Pablo Library.
- 16) East Pacheco is an unincorporated community located east of the City of Martinez. There were 3,685 residents in Pacheco in 2010. Pacheco is located closest to the Concord Library.
- 17) There are no disadvantaged unincorporated communities within or contiguous to the SOIs of CSAs LIB-2, LIB-10, LIB-12 or LIB-13.

### ***Present and Planned Capacity of Public Facilities and Infrastructure Needs***

- 18) Major infrastructure needs and deficiencies exist at Richmond's Main Library. The facility is undersized, outdated and lacks electrical and data capacity to expand public computers. A proposed \$50 million replacement facility is unfunded.
- 19) Most of the seven County-owned library facilities are in fair to poor condition. Remodeling and data/electric capacity improvements are needed at El Sobrante, Kensington, and Pinole libraries. Ygnacio Valley library needs remodeling and expansion. Antioch, Pleasant Hill and Rodeo libraries need replacement. None of the associated capital needs is funded.
- 20) The privately-owned Crockett Library is in poor condition. The privately owned library in San Pablo is undersized and needs replacement. Associated capital needs are not funded.
- 21) The two libraries located in school district facilities – Bay Point and Oakley – were reported to be in poor and fair condition, respectively. Both facilities need replacement. The City of Oakley is developing a ballot measure that would authorize a financing mechanism for the proposed new library there.
- 22) Among the 15 City-owned libraries, five are in excellent condition (Dougherty Station, Hercules, Lafayette, Prewett, and Walnut Creek), and five are in good condition (Clayton, Danville, Martinez, Orinda and San Ramon). Four libraries are in fair condition (Brentwood, Concord, Moraga and Pittsburg); capital projects in Brentwood and Pittsburg are funded while Concord and Moraga capital needs are unfunded. The El Cerrito library is in poor condition and needs replacement; the capital needs are unfunded.
- 23) The El Sobrante Library has \$6.8 million in unfunded infrastructure needs. The facility needs to be remodeled and expanded, although capital improvements there are not presently funded or planned. CSA LIB-2 is not directly responsible for financing these facility needs, and its present revenue sources would not cover a significant portion of associated costs.
- 24) The Pinole Library has unfunded infrastructure needs. The facility needs to be improved and remodeled, although capital improvements there are not presently funded or planned. CSA LIB-10 is not directly responsible for financing these facility needs, and its present revenue sources would not cover a significant portion of associated costs.

- 25) The Moraga Library has unfunded infrastructure needs. The facility needs to be improved and remodeled, although capital improvements there are not presently funded or planned. CSA LIB-12 is not directly responsible for financing these facility needs, and its present revenue sources would not cover a significant portion of associated costs.
- 26) The Ygnacio Valley Library has \$6.3 million in unfunded infrastructure needs. The facility needs to be expanded and remodeled, although capital improvements there are not presently funded or planned. CSA LIB-13 is not directly responsible for financing these facility needs, and its present revenue sources would not cover a significant portion of associated costs.

### ***Adequacy of Public Services***

- 27) Library service levels on the whole are relatively low in the County. Many of the cities pay for extended library hours. Cities with less funding receive lower service levels.
- 28) All of the service providers are professionally managed and generally follow best management practices. All providers perform annual employee evaluations on at least an annual basis, prepare timely annual budgets, and maintain current financial records. CCCL does not conduct long-term library capital improvement plans.

### ***Financial Ability of Agencies to Provide Services***

- 29) The financial ability of both Richmond and CCCL to provide services is minimally adequate to deliver basic service levels.
- 30) Funds are not sufficient for the County to address capital needs at the libraries owned by the County. The cities of El Cerrito, Concord and Moraga have significant capital needs at their libraries, and lack funds to address them.
- 31) Funds are not sufficient for Richmond to replace its Main Library.
- 32) Property taxes are the primary funding stream for library services.
- 33) CSA LIB-2 funds approximately 12 percent of operating costs at the El Sobrante Library. Locally-generated property taxes fund about 38 percent of operating costs; the remainder of the operating costs is funded by donations, grants and property taxes generated elsewhere in the County. The current level of financing for the El Sobrante Library is minimally adequate to finance services, and not adequate to finance facility needs. Financing opportunities for presently unfunded needs at the El Sobrante library include grants and future revenue sources that would require voter approval.
- 34) CSA LIB-10 funds an inconsequential portion of operating costs at the Pinole Library. Locally-generated property taxes fund about 41 percent of operating costs; the remainder of the operating costs is funded by donations, grants and property taxes generated elsewhere in the County. The current level of financing for the Pinole Library is minimally adequate to finance services, and not adequate to finance facility needs. Financing opportunities for presently unfunded needs at the library include grants and future revenue sources that would require voter approval.
- 35) CSA LIB-12 funds only one percent of operating costs at the Moraga Library. Locally-generated property taxes fund about 49 percent of operating costs; the remainder of the operating costs is funded by donations, grants and property taxes generated elsewhere in the County. The current level of financing for the Moraga Library is minimally adequate to

finance services, and not adequate to finance facility needs. Financing opportunities for presently unfunded needs at the library include grants and future revenue sources that would require voter approval.

- 36) CSA LIB-13 funds seven percent of operating costs at the Ygnacio Valley Library. Locally generated property taxes fund about 51 percent of the operating costs; the remainder of the operating costs is funded by City of Walnut Creek contributions, donations, and grants. The current level of financing for the Ygnacio Valley Library is minimally adequate to finance services, and not adequate to finance facility needs. Financing opportunities for presently unfunded needs at the library include grants and future revenue sources that would require voter approval.

### ***Status of, and Opportunities For, Shared Facilities***

- 37) Library service providers practice extensive facility sharing in Contra Costa County. Both Richmond and CCCL offer access to materials at 44 other library systems through interlibrary loan.
- 38) CCCL operates library outlets owned by 14 cities, two school districts and two private companies. The County Library collaborates with non-profit library auxiliaries and a community college for library services, and conducts literacy outreach in collaboration with daycare providers and health clinics.
- 39) Richmond facility sharing practices include access to training and research sharing through Bay Area Library and Information System and Pacific Library Partnership. The City's bookmobile serves 16 schools that lack their own library facilities.
- 40) Library-related facility sharing opportunities include opportunities for community-based schools to share resources with the Richmond Library.
- 41) The City provided the building site for the El Sobrante Library 50 years ago in recognition that the library there would serve Richmond residents. The City is not presently funding the El Sobrante Library, and none of its territory lies within the associated County Service Area (CSA).
- 42) In western Contra Costa County, there are several County-owned library facilities located in close proximity to another facility. The Kensington and El Cerrito libraries are two miles apart, as are the El Sobrante and San Pablo libraries. All four of these libraries operate at a deficit with locally generated revenues not covering respective library costs. Given the significant capital needs at these facilities, there are opportunities to combine facilities.
- 43) CSA LIB-2 does not directly own or operate facilities, but simply contributes funding for library operations and facilities. The El Sobrante Library is located less than two miles from the San Pablo Library. Both libraries have significant unfunded facility needs. There may be opportunities for the service areas to be combined and for the areas to share in a future replacement facility.
- 44) CSA LIB-10 does not directly own or operate facilities, but simply contributes funding for library operations and facilities. The Pinole Library is located less than three miles from the Hercules Library, and three miles from the El Sobrante Library. While the Hercules Library is new and in excellent condition, the El Sobrante Library has significant unfunded facility needs. There may be opportunities for the Pinole and El Sobrante service areas to be combined and for the areas to share in a future replacement facility.

- 45) CSA LIB-12 does not directly own or operate facilities, but simply contributes funding for library operations and facilities. No facility sharing opportunities were identified.
- 46) CSA LIB-13 does not directly own or operate facilities, but simply contributes funding for library operations and facilities. No facility sharing opportunities were identified.

### ***Accountability for Community Service Needs***

- 47) Accountability is best ensured when there is sufficient constituent interest to maintain full governing boards or advisory committees, constituent outreach is conducted to promote accountability and ensure that constituents are informed and not disenfranchised, and public agency operations and management are transparent to the public.
- 48) Accountability to constituents is constrained in the library CSAs, as there are no advisory bodies for these CSAs. In order to improve constituent interest and involvement within the CSAs, the County may wish to consider forming advisory committees in the CSAs to provide a means for residents to voice community preferences.
- 49) All agencies prepare and post meeting agendas and make minutes available as required. The service providers perform significant outreach in addition to legally required activities.
- 50) All of the agencies reviewed demonstrated accountability in disclosure of information and cooperation with LAFCO during the MSR process.
- 51) The City of Richmond's library-related constituent outreach activities include advertising meetings and special events on its website, on the City-owned TV station, and through press releases, flyers and community events. The City conducted extensive constituent outreach in its 2007-9 library needs assessment project.
- 52) The County Library's constituent outreach activities include advertising meetings and special events on its website, in the local newspaper and in newsletters. The County seeks constituent input on its services, most recently by surveying customers on their satisfaction with library collections in 2011.