

California
Public
Library
Organization
2013



CALIFORNIA PUBLIC LIBRARY ORGANIZATION 2013
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INTRODUCTION

From Yreka in the north, where rural poets gather at a workshop to improve their craft, to Calexico in the south, where residents come to learn new computer skills, local public libraries play a critical role in the lives and learning of all Californians.

Libraries promote the free flow of information – one of the pillars of freedom in American society. Libraries disseminate ideas and information, encourage a life-long pursuit of knowledge and discovery, and inspire people of all ages, cultures, and economic circumstances to broaden their understanding of our world. California’s public libraries are in the midst of exciting transformations, adapting and innovating in creative ways, while at the same time staying true to who they’ve always been: institutions of learning, advancement, and community revitalization. Local libraries confer profound and wide-ranging benefits on our modern society by:

- Connecting residents to information, ideas and people around the globe by supplying access to books, magazines, newspapers, the Internet and online resources;
- Providing a valued service of free access to the Internet and computers;
- Informing and enriching people’s lives by tutoring students and teaching English language learners;
- Creating community by promoting civic engagement through speakers, programs, workshops, and maker spaces;
- Supporting early childhood literacy and encouraging love of reading in children with story times, educational programs, and access to resources to support the formal educational process;
- Supporting economic and workforce development in our communities through resources, programs and partnerships;
- Engaging mid-life adults with new services and resources matched to their interests and abilities;
- Providing a local community gathering place for seniors’ lifelong learning;
- Preserving and expanding our culture by collecting and providing access to resources highlighting our music, literature, and films; and,
- Sharing services and knowledge and public-private partnerships.

How is it that libraries succeed in enriching our society in these and so many other ways?

Each of our diverse local libraries shares a common reliance on a limited number of state laws and constitutional provisions that outline their governance, funding, services, and service area. Identifying and understanding these laws is important not only for local officials and library staff, but residents and patrons as well. Each library type has its own unique form of organization, affecting resources and services. Some library types, such as county libraries, demonstrate efficiencies in serving larger populations, while others, such as city and special district libraries, exhibit a greater sense of local control. A library’s legal authority, combined with its historical and political circumstances, shapes who controls the library and makes decisions about its activities, which revenues will support library services and facilities and how library funds will be spent, as well as how, when and where each library will provide services.

In 1994, the California State Library published the original California Public Library Organization. Written by Linda Wood, the Alameda County Librarian, the report provided an overview of the different types of libraries, described their commonalities and statistical characteristics, and identified relevant policy issues. In 2007 the document was updated to reflect changes in legislation and statistical data, with the assistance of an Advisory Group of public library directors. This new document updates and modernizes the 2007 report. Specifically, this publication identifies the different types of local public libraries and compares their characteristics, operations, service area, services, and revenues. An organizational outline highlights the essential legal authority, formation, governing board, local financing, and service area of each library type. Statistics, charts, graphs and examples highlight the variations in results that these factors produce.

As libraries evolve to meet the public's always changing needs and preferences, this document will help citizens and policymakers gain a better understanding of how local libraries organize, operate, and provide services in California's diverse communities. It may also help educate and inspire Californians to participate in and improve their own local public libraries.

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California State Library

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All data in the report is from FY 2011/12, available at <http://library.ca.gov/lds/librарystats.html>. Copies of this publication are available on the California State Library website at www.library.ca.gov, or by contacting the California State Library at 916-653-8443.

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CALIFORNIA'S PUBLIC LIBRARIES: ORGANIZATION, FUNDING & SERVICE AREA

A handful of state statutes and constitutional provisions dictate local public libraries' formation procedures, governance structures, local financing, and service area. This report classifies library agencies into one of four categories, based on their legal authority and administrative structure: county libraries, city libraries, independent special district libraries, and joint powers of authority (JPA) libraries. It also summarizes the provisions associated with each library type and notes additional variations that may occur within each category. For a list of the statutory code sections and constitutional citations for each type of library agency, see Appendix A, page 20.

LEGAL AUTHORITY

County Libraries

County libraries are organized under the County Free Library Law. In addition, the County Service Area (CSA) Law allows for the creation of a separate legal entity for library services, or a mechanism to provide financing flexibility within an existing county library system.

City Libraries

City libraries are organized under the Municipal Library Law or, for charter cities, under the constitutional "municipal affairs doctrine," and pursuant to a charter adopted by the city's voters.

Independent Special District Libraries

Independent special district libraries may be organized under the following laws:

- The Library District Law
- The Library and Museum District Law;
- The Union and Unified High School District Library District Law; and
- The Community Services District (CSD) Law.

Joint Powers Of Authority (JPA) Libraries

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

FORMATION

County Libraries

Under the County Free Library Law, county supervisors must publish notice of their intent to establish a county free library system and must vote on the proposal at a public meeting.

To form a CSA, voters, landowners, or local officials must initiate the formation and the county Local Agency Formation Commission (LAFCO) must approve the proposal. In some cases, an election is required.

City Libraries

Under the Municipal Library Law, a city council can create a city library system by adopting an ordinance. If 25% of the city's voters petition to create a city library, council members must establish a library system.

Libraries in charter cities may also be formed according to the provisions contained within the city's charter.

A city cannot withdraw from a county library system to form its own municipal library before giving notice to the county board of supervisors (before January 1), negotiating a division of property tax revenues, and publishing two newspaper notices of its intent to withdraw. In 2011, a requirement was added for any city or library district that intended to withdraw from a county library, which also intended to operate the library with a private contractor, that it must meet certain requirements regarding demonstrated cost savings and other operational issues.

Formation of a city library requires a city council vote at a public meeting.

Independent Special District Libraries

Although each law is unique, forming a new independent special district usually requires the following four steps:

- Initiation by voters, landowners, or local officials;
- Local Agency Formation Commission (LAFCO) review and approval;
- Public protest hearing; and
- Election.

Joint Powers of Authority (JPA) Libraries

JPA's are formed when the governing boards of two or more governmental entities agree to jointly manage a library system. A JPA contract may be limited to certain organizational or operational aspects of a library system while also maintaining some separate functions within the participating entities, or it may form a new entity to handle all aspects of library organization and operation.

GOVERNING BOARD

County Libraries

County supervisors govern libraries established under the County Free Library Law or as a CSA.

City Libraries

Libraries formed under the Municipal Library Law are managed by a five-member board of trustees appointed by the mayor or city manager, with the city council's consent. The city council may appoint its own members as the library trustees and then may also create an advisory board to help govern the library system.

Libraries formed according to a city charter are governed according to the provisions of the charter.

Independent Special District Libraries

Under the Library District Law, libraries are governed by a three- or five-member board of trustees which is directly elected by the district's voters.

Under the Library and Museum District Law, libraries are governed by a five-member board of trustees elected by the district's voters.

Under the Union and Unified High School District Library District Law, libraries are governed by the high school district's trustees.

Under the CSD Law, libraries are governed by a five-member board of directors elected by CSD voters.

Joint Powers of Authority (JPA) Libraries

The JPA contract specifies the structure and terms of the governing board.

For example, the San Mateo County Library JPA designates a twelve member governing board, with one member appointed by the governing body of each of the twelve participating jurisdictions, including eleven cities and the County of San Mateo.

ADVISORY BOARD

In addition to the governing board that runs the library, many libraries also have a community advisory board that provides advice and assistance for library governance and operations. In some county libraries which serve several cities, there may be multiple community advisory boards.

LOCAL FINANCING FOR OPERATIONS

County Libraries

County library systems are divided into two separate categories for purposes of local operational funds: general fund libraries, and libraries with a dedicated property tax rate. This distinction is very important because it profoundly affects the amount and predictability of funds received by county library agencies.

County General Fund Libraries. The twenty-two county general fund libraries rely primarily on allocations from the county General Fund. Because of this, County General Fund libraries compete with other local service priorities, such as public safety, roads, and health services, for funding. To give libraries more certainty or increased revenues, county supervisors or voters may earmark a percentage of the county general fund, or a portion of a particular local revenue source, for county libraries.

County Dedicated Property Tax Libraries. Twenty-three counties imposed a separate property tax for libraries prior to voter approval of Proposition 13 in 1978. Post-Proposition 13, these libraries initially received the same percentage of the 1% property tax rate as they received prior to 1978. However, these percentages were further reduced by the State when it established the "Educational Revenue Augmentation Fund" ("ERAF") in 1992, which shifts a portion of city, county and special district property taxes, including County dedicated property tax libraries property taxes, to schools. The property tax rate still generates revenues, which are dedicated to county library services. Because a substantial portion of their revenues are guaranteed and cannot be spent on other county activities, county dedicated property tax libraries enjoy a somewhat greater degree of financial independence and certainty.

Voter-Approved Taxes. In addition to county libraries' reliance on the general fund or dedicated property tax revenue, their budgets can be increased by voter-approved special taxes for library services. All special taxes imposed specifically for library services, including sales, hotel, utility use, and parcel taxes (flat rate property taxes), require 2/3 voter approval. Many voter approved taxes include a Maintenance of Effort (MOE) provision which requires a continuing base level of funding from the jurisdiction in order for the new tax to be levied. If a county's voters want to generate additional income for the county General Fund (for the

support of any county function, and which may or may not be spent on libraries), the voters can impose the general tax by a simple majority vote.

County libraries can also generate revenues by providing library services to other jurisdictions.

County Service Area (CSA) Funding Though CSA's can be created as legally separate library providers, in practice, they are used to divide an existing county library system into different funding zones. Using a CSA, the county board of supervisors can propose a parcel tax within some or all of the library zones. After the election requiring a 2/3 vote, new and enhanced library services can then be targeted specifically to the zones that approved the taxes.

CSA's used for library funding rely primarily on special (parcel) taxes imposed within parts or all of their service area, but county supervisors can also allocate the local (non-property tax) revenues generated within the district's boundaries to the CSA.

Community Facility District (CFD) Funding An additional option for voter approved financing is through a Community Facilities District (CFD), frequently referred to as a Mello-Roos District. CFD's allow local jurisdictions (cities, counties, library districts, JPA's) to finance needed facilities and services through the levy of voter approved special taxes. All such voter approved taxes require an election with a 2/3 vote approval.

City Libraries

Municipal libraries rely primarily on allocations from the city General Fund, competing with other local service priorities, such as public safety, roads, and parks for funding.

City council members can fund library services from any source of revenue in the city General Fund. To provide greater resources or revenue certainty for libraries, city council members and voters can earmark a portion of the city's general revenues, or a portion of a specific revenue source, to support the city library. In charter cities, this earmarking can be placed into the city charter.

Council members may also ask voters to impose or increase taxes to provide additional revenues for the city library. If council members want to impose or increase a tax specifically for library services, including a parcel tax, 2/3 of the city voters must concur. If city voters want to generate additional income for the city general fund (for the support of any city activity, including libraries), the voters can impose a general tax with a simple majority vote.

City libraries can also utilize CFD funding for library services, with any such special tax requiring an election with a 2/3 vote approval.

City libraries can also generate revenues by providing library services to other jurisdictions.

Independent Special District Libraries

Independent library districts that existed and imposed a property tax prior to Proposition 13 in 1978 receive a share of local property tax revenues based on their percentage of property taxes prior to 1978 (and subject to additional ERAF shifts of property taxes to schools) . Independent districts created after 1978 do not receive property taxes.

Library district governing boards may enhance local library funding by asking their voters to approve a special (parcel) tax for library service. Parcel taxes require 2/3 voter approval.

CSD's, like library CSA's in counties, are usually formed in areas with existing library services, as a way to divide library service areas into different funding zones in order to better target services to the communities that want additional or enhanced services and are willing to pay for them. Alternately, CSD's can be used as a mechanism to raise money to provide facilities or purchase services from other library entities.

District libraries can also generate revenues by providing library services to other jurisdictions.

Joint Powers of Authority (JPA) Libraries

JPA libraries may be funded by any revenues streams available to its member agencies. Funding for JPA libraries is specified in the JPA agreement.

For example, the San Mateo County Library JPA is funded through a dedicated property tax rate imposed by the County in 1915, and also from state revenues, fines, fees, City and County contributions, gifts and grants, interest, and other sources that its member agencies allocate to the JPA.

Library JPA governing boards, if authorized in the enabling agreement, may enhance local library funding by asking voters to approve a special tax for library service, which requires 2/3 voter approval.

Library JPA governing boards, if authorized in the enabling agreement, can also utilize CFD funding for library services, with any such special tax requiring an election with a 2/3 vote approval.

LIBRARY GENERATED REVENUES

Most libraries of all types charge fines and fees for materials that are lost or returned late. Some libraries also engage in more entrepreneurial activity such as renting out meeting rooms and reception halls and selling library merchandise, such as coffee mugs and book bags. Community support groups, such as Friends of the Library and library foundations, provide important sources of additional funding for libraries, as do direct donations from residents, patrons, and businesses.

CAPITAL FUNDING

County Libraries

To finance capital facilities, such as a new library building, a bookmobile, or large equipment purchase, county supervisors may ask the voters to approve a general obligation bond. General obligation bonds are secured by property taxes and require 2/3 voter approval. Counties may also utilize Certificates of Participation, a tax exempt lease financing agreement for capital projects, which can be issued by a vote of the Board of Supervisors. County Certificates of Participation are repaid by the county's existing revenues, and because they do not rely upon new taxes, do not require voter approval.

In areas with significant growth, developers may be required to provide funding, via development mitigation impact fees, for the cost of the portion of the library that is attributable to the future growth population. A Development Agreement, if approved by a developer and the governing board, may be used to increase the developer's fair share of the cost of a library facility. Community Facility Districts (CFD) can also be a condition of a Development Agreement to provide capital funding.

Counties can also use other capital funding mechanisms such as revenue bonds, or direct allocations from other one time or ongoing revenue sources.

Counties can also use CSA's to divide the county into separate zones for general obligation voter-approved bond measures.

City Libraries

To fund capital facilities, council members can ask the city's voters to approve a general obligation bond. General obligation bonds require 2/3 voter approval. Cities may also utilize Certificates of Participation, a tax exempt lease financing agreement for capital projects, which can be issued by a vote of the City Council. City Certificates of Participation are repaid by the city's existing revenues, and because they do not rely upon new taxes, do not require voter approval.

In areas with significant growth, developers may be required to provide funding, via development mitigation impact fees, for the cost of the portion of the library that is attributable to the future growth population. A Development Agreement, if approved by a developer and the governing board, may be used to increase the developer's fair share of the cost of a library facility. Community Facility Districts (CFD) can also be utilized with Developer Agreements to provide capital funding.

Cities can also use other capital funding mechanisms such as revenue bonds, or direct allocations from other one time or ongoing revenue sources.

Independent Special District Libraries

Library district governing boards can propose a general obligation bond for funding library capital facilities. General obligation bonds require 2/3 voter approval.

Library CSD's can also create several different zones for voter-approved general obligation bond measures.

Joint Powers of Authority (JPA) Libraries

Capital funding options for a JPA depend on the specific authority provided in the Joint Exercise of Powers Agreement for each JPA, and cannot exceed the authorities allowed under law for the individual JPA members.

SERVICE AREA

County Libraries

County libraries serve unincorporated areas and cities, or areas within cities, which are neither served by a city library nor within the boundaries of independent library districts.

Cities and library districts can ask to become part of the county library system. A county library may also contract with city or other county libraries to provide services. County libraries that contract to provide services to city residents are sometimes called city-county libraries.

Although in practice CSA's are used as a financing tool, they can provide separate library services and facilities throughout the boundaries set by the LAFCO during the CSA's formation. CSA boundaries can

include all of the county's unincorporated area or just one or more small communities. Cities can pass a resolution asking to be included within a CSA's boundaries.

City Libraries

City libraries serve within the city's boundaries but can contract with neighboring city or county libraries to provide services. City libraries that contract to provide services to county residents are sometimes called city-county libraries.

Independent Special District Libraries

Independent special district libraries provide service within the boundaries set by LAFCO at the time of their formation.

Library districts created under the Library and Museum District Law serve in unincorporated areas. This law also allows districts to contract with cities, counties, and other districts to provide services.

Library districts formed under the Library District Law and the Union or Unified High School District Library District Law may serve incorporated and/or unincorporated service areas (and need not be coterminous with the school district's boundaries). The districts may contract with neighboring city, county, and district libraries to provide services.

CSD libraries can serve in incorporated and/or unincorporated areas. CSD libraries may contract with other public agencies to provide services.

Joint Powers of Authority (JPA) Libraries

The JPA agreement designates the library service area. For example, the Santa Cruz City-County Library JPA specifies a service area that includes the County's unincorporated area and the cities of Capitola, Santa Cruz, and Scotts Valley, but not the City of Watsonville.

EXAMPLES

County Libraries

Libraries governed by the County Free Library Law include Alpine and Kern Counties (general fund libraries), and dedicated property tax libraries in Fresno and San Bernardino Counties.

In addition to their county free libraries, library CSA's exist in El Dorado and Solano counties to provide additional funding flexibility.

City Libraries

Municipal libraries include the Berkeley Public Library (Alameda County), the Los Angeles Public Library (Los Angeles County), and the Woodland Public Library (Yolo County).

The San Francisco Public Library is organized and operated under the City's charter, which reflects a consolidated city-county form of governance.

Independent Special District Libraries

Libraries formed as independent special districts include:

- The Palo Verde Valley Library District (Riverside County).
- The Buena Park Library District (Orange County).
- The Altadena Library District (Los Angeles County).

In addition, CSD's exist in Glenn and Siskiyou Counties to provide facilities or funding for library services provided by other library entities.

Joint Powers of Authority (JPA) Libraries

In addition to those JPA libraries previously mentioned, the Sacramento Public Library, the Santa Clara County Library District, the Sonoma County Library and the Belvedere-Tiburon Library are JPA libraries.

The Santa Clara County Library District includes additional CFD financing for library services.

LIBRARIES IN OUR COMMUNITIES:

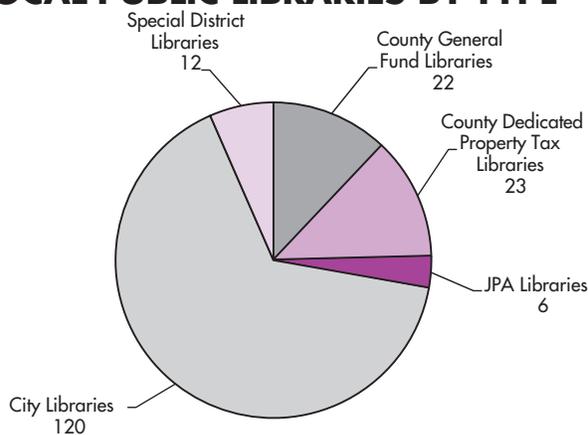
POPULATIONS SERVED, LOCAL FINANCING, AND EXPENDITURES, BY LIBRARY TYPE

California's 183 local public libraries serve over 37 million people. Libraries are organized in one of four different categories: county libraries, city libraries, independent special district libraries, and Joint Powers of Authority (JPA) libraries. A library's organization, coupled with its historical, political, and community influences, determines the library's service area, funding, and spending levels.

The following pages highlight the number and types of California local public libraries and examine the specific service areas, funding levels, and expenditure patterns associated with each library type. The accompanying charts allow readers to compare and contrast the characteristics and challenges that typify the different library types.

1. How Many Libraries and What Type?

LOCAL PUBLIC LIBRARIES BY TYPE



Given the limited number of statutory and constitutional options provided for local library organization, it is surprisingly difficult to quantify and classify the number and types of local libraries. The California State Library recognizes 183 distinct local public libraries agencies. Other local library agencies that exist are either obsolete, exercise a ministerial role in approving a contract with another library agency, or serve as a financing mechanism.

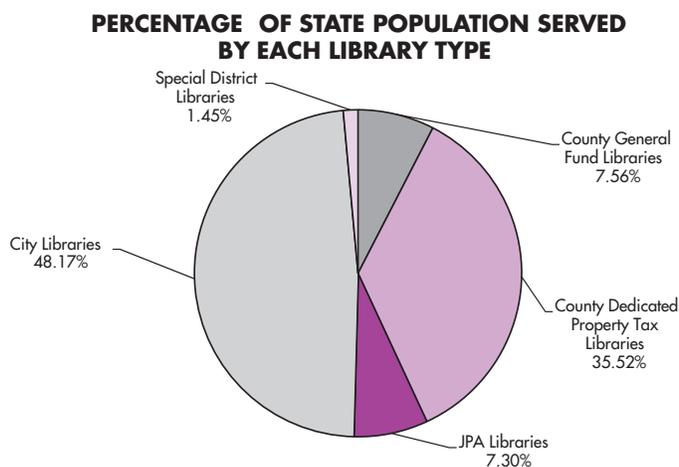
This document organizes local public library agencies into different categories depending on the library's underlying statutory or constitutional authority and the governing board that administers its operations. Using the state's list of local libraries, and applying this framework, there are: 120 city libraries, 45 county libraries (22 county general fund libraries, 23 county dedicated property tax libraries), 12 independent special district libraries, and 6 JPA libraries. A complete list of local public libraries by type is found in Appendix B on pages 21-22.

For the most part, public libraries fall clearly within a single category, such as a municipal library formed to serve city residents, such as those in Berkeley and Long Beach, or a county library created to provide service to residents in unincorporated areas, as in Alpine and Trinity Counties. In some cases, however, a library's organization and operation is more complicated. For example, the Stockton-San Joaquin County Library, classified as a city library, provides library services to the City of Stockton, the unincorporated area of the County of San Joaquin, as well as others cities within the county. The City of Stockton is the operating entity and the County of San Joaquin contracts with Stockton for library services. In recent years, as city and counties have experienced fiscal challenges in funding libraries, innovative models relating to governance and funding have emerged to ensure the continuing provision of library services to residents. In Siskiyou County, the County continues to operate the County Library but has taken on the primary role of providing backbone support services to local libraries, such as computer system services, with the cities or special districts taking on the funding and operating responsibility for local library services. In Shasta County, the City of Redding provides library services to the cities and

the County, with the County contracting with the City for such services, and the City contracting with a private library services provider for all library services.

II. Libraries and Their Communities

Each library’s permissible service area is defined under the statutory authority used to create that type of library system. However, all library formation laws contain flexibility which allows libraries, once formed, to contract or combine with other agencies, including private entities, for the provision of library services. For a list of state laws and constitutional provisions authorizing the formation of library agencies, see Appendix A on page 20.

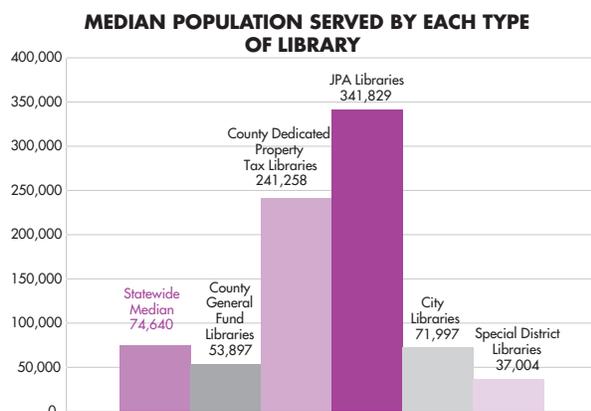


In reality, library service areas are based on the library’s authorizing law, historical and political influences, and citizen preferences. For example, the Santa Barbara Public Library is organized under the city’s charter, but provides services by contract with surrounding communities. Alternately, in Glenn County, the Board of Supervisors contracts with other government entities to provide library services to local residents, rather than operating a county library system. For a list of libraries by type, see Appendix B on pages 21-22.

City and county library systems serve more than 90% of California residents, with city libraries serving about 48% and county libraries serving about 43%. JPA and special district libraries provide services to a much smaller segment of the population: 7.3% and 1.45%, respectively.

Examining the median number of people served by each library type shows JPA libraries, which are regional by nature, have the biggest service populations (about 342,000 people per JPA library system). County dedicated property tax libraries, with their relatively large boundaries, serve a median of 241,000 people. City libraries, with relatively smaller boundaries, serve about 72,000 people, on median. And special district libraries, with their very small service areas, provide service to a median of only 37,000 people.

III. Focus on Local Funding



California libraries rely on a variety of federal, state, and local sources, as well as private contributions.

Federal funds come primarily in the form of grants to individual libraries that meet specified criteria, generally through the federal Library Services and Technology Act.

At the state level, the Public Library Fund (PLF) has historically provided per capita allocations to public libraries and the California Library Services Act (CLSA)

provided partial reimbursements for direct and interlibrary loans, as well as funding for regional library systems and services. Additionally, some targeted funding has been available for adult and family literacy services provided through public libraries. All of these funding sources are dependent on an annual allocation in the state budget; these allocations have significantly decreased in recent years.

Locally, libraries receive revenues very differently depending on their type. City and county general fund libraries follow one pattern, while special district and county dedicated property tax revenue libraries tend to exhibit a different trend. JPA libraries generally include a blend of both funding patterns. Because there are two distinct financial patterns associated with the state's 45 county libraries, the following discussion of revenues and expenditures examines county general fund libraries and county dedicated property tax libraries separately.

Allocations from Local Governments. City libraries and the 22 county general fund libraries depend primarily on allocations from local governments: the city council, in the case of cities, and the county board of supervisors, for county general fund library systems. Library allocations come from the city or county general fund, as well as additional other local funding sources. In most cases, this means that libraries must compete each year with other local services to obtain funds. In cities, libraries compete with overall public safety, parks, streets, and other programs. In counties, the competition for resources is even greater; in addition to local county needs, federal and state government mandates require counties to spend significant percentages of their budget on national or state programs.

To give libraries some budget certainty, some city and county governing boards, or voters, have voted to set aside a portion of local revenues, such as a percentage of the general fund or a portion of their property tax revenues, exclusively for library purposes.

JPA libraries, made up of city, county and/or special district members, also rely on their members' allocations for funding. A JPA agreement may call for participating members to pay a certain amount annually, or it may require the governing boards of its members to commit a certain revenue stream to the JPA library. As an example, for the Sacramento Public Library Authority, primary funding comes from an annual allocation from the City of Sacramento general fund, a City of Sacramento voter approved special tax for enhanced services in the City of Sacramento, and a dedicated share of the property tax in the County of Sacramento for library services in the unincorporated area and other incorporated cities, exclusive of the City of Sacramento.

Dedicated Property Tax Revenues. Special districts created prior to Proposition 13 and the 23 county dedicated property tax libraries rely on the revenues generated from the agencies' percentage of the property tax rate imposed prior to Proposition 13 in 1978, and as further reduced by ERAF shifts to schools. These historical property tax revenues are restricted for library uses only. With this guaranteed revenue source, special district and county dedicated property tax libraries have somewhat more predictable funding, but their funding is still subject to local economic conditions (such as property values). Some of these libraries also receive some general fund revenues that also can be affected by local economic conditions. These local economic conditions which may affect library funding for all types of libraries include recessionary impacts, housing market downturns, and, historically, state changes in property tax allocation formulas.

Voter-Approved Taxes. In addition to local government allocations and historical property tax rates, local libraries of all types also rely on voter-approved tax increases to expand library budgets. Voter-approved measures can include sales, hotel, utility use, and parcel taxes (flat rate property taxes). Revenue from local library tax measures constitutes a significant portion, and in some cases, a majority of, local library funding. A list of library tax measures is available on the California State Library website at <http://library.ca.gov/lids/lids.html#Ballot>.

Proposition 13 in 1978, a series of court cases, and Proposition 218 in 1996 tightened the requirement for local tax proposals, requiring library special tax measures to achieve 2/3 voter approval and prohibiting the use of library property assessments that do not require voter approval.

Libraries are not only dependent on local voters' willingness to impose library taxes, but they are also dependent on the taxing authority and local tax base available to libraries of each particular library type.

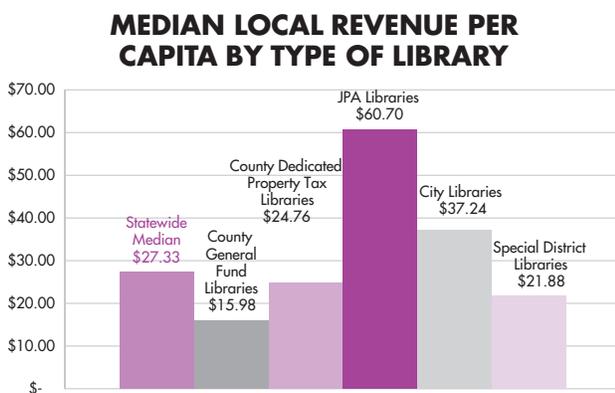
Cities and counties have the broadest taxing powers, with the ability to impose taxes on businesses, utilities, hotels, sales, property, and other sources to fund library services. This broad taxing authority can benefit city and county libraries that receive allocations from the city or county governments. And because cities and counties create and fund JPA libraries, these libraries also benefit from these broad taxing powers.

Complementing their broad tax powers is cities' more expansive tax base. Cities also tend to have the most concentrated economic activity within their boundaries, and therefore, a more productive and diverse tax base. This tax base enables cities, and the JPA's in which they participate, to broaden and diversify their tax structure to produce the best mix and amount of revenues. Some urbanized counties also enjoy this robust tax base, whereas rural counties do not.

Conversely, library special districts have narrow taxing power and a limited tax base. When utilizing voter approved taxes, special districts rely almost exclusively on parcel taxes (flat rate property taxes) to support library operations. And since special districts tend to have smaller boundaries than other library agencies, there are relatively fewer parcels to tax.

Per Capita Revenue

Statewide, median local library revenue per capita is \$27.33.



JPA libraries enjoy the highest per capita local revenues of all the library types at \$60.70 per capita. Several reasons may account for this. All JPA's have city participants and can therefore take advantage of the municipal revenues, taxing power and broader tax bases. Five of the six JPA's include the membership of county dedicated property tax libraries, which brings a guaranteed revenue source. The combination of multiple funding sources, large population base and some historically well-funded libraries helps create the significant local funding base.

City libraries have the second highest per capita local income at \$37.24 per capita. City libraries' relatively high level of funding reflects their revenue capacity and expansive tax base. Support for libraries may also be stronger in cities because voters may view libraries as a core function of city government.

County libraries per capita revenues are in a range, with substantial differences based on their financial status. County dedicated property tax libraries receive significantly more funds on a per capita basis (\$24.76 per capita) than county general fund libraries (\$15.98 per capita) that must face competing demands for the county's resources.

Special district libraries per capita local revenues fall in the middle range of public libraries at \$21.88 per capita. District libraries benefit from a relatively small population (slightly more than 1% of the state) and few competing service demands, but are limited by their narrow taxing authority and base.

IV. Capital Costs

Libraries need facilities in which to house their materials, to provide spaces for patrons, as well as the ever-increasing array of services and resources, such as computers, that today's library patrons need and want. To provide, upgrade, and equip those facilities, they turn to various funding mechanisms.

At the State level, libraries have taken advantage of two state bond measures providing matching funds for public library construction and renovation. The State Library Bond Act Board provided 65% of a local project's costs, and the local jurisdiction provided the remaining 35% of the costs from their own funds. Proposition 85, a \$75 million bond approved by the voters in 1988, funded 24 libraries. Proposition 14, the California Reading and Literacy Improvement and Public Library Construction and Renovation Bond Act of 2000, authorized the sale of \$350 million of state bonds for public libraries and 45 library projects were funded.

Locally, library jurisdictions of all types have the authority to issue general obligation bonds for capital expenditures. General obligation bonds, secured by ad valorem (value-based) property taxes, require 2/3 voter approval. Library jurisdictions may use general obligation bonds to finance the acquisition and improvement of real property and to furnish and equip facilities.

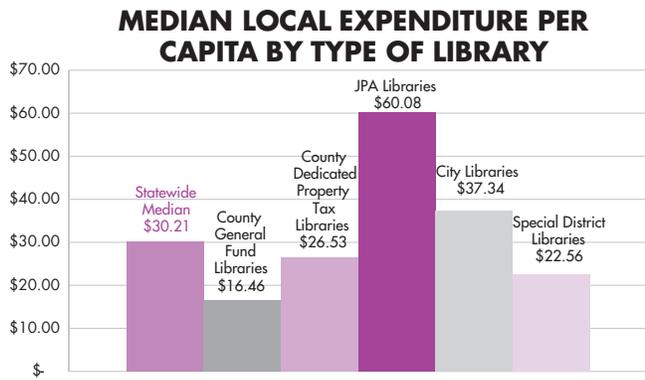
Library jurisdictions may also utilize Certificates of Participation, a tax exempt lease financing agreement for capital projects, which can be issued by a vote of the governing board. Certificates of Participation are repaid by the agency's existing revenues, and because they do not rely upon new taxes, do not require voter approval.

In areas with significant growth, developers may be required to provide funding, via development mitigation impact fees, for the cost of the portion of a library that is attributable to the future growth population. A Development Agreement, if approved by a developer and a City or County, may be used to increase the developer's fair share of the cost of a library facility. Community Facility Districts (CFD) can also be utilized with Developer Agreements to provide capital funding.

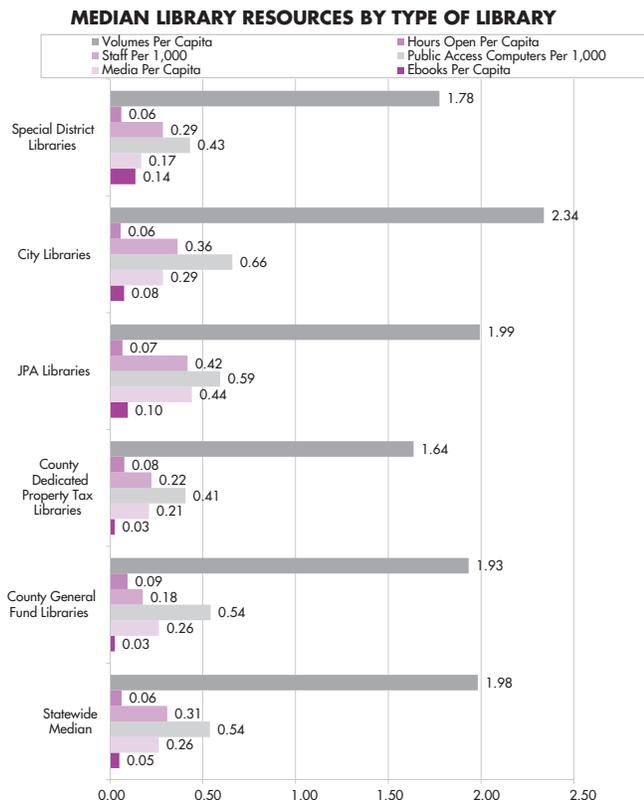
Cities and counties can also use other capital funding mechanisms such as direct allocations from other one time or ongoing revenue sources

V. Examining Expenditures

Each library type has daily operational expenses including employee salaries, materials, supplies, utilities, technology, and other items. Comparative expenditures can vary widely in libraries as other jurisdictional departments, such as IT departments, may absorb library related operating costs, or other jurisdictions served, e.g. cities served by a county library, may pay for all or a portion of facility related costs. These expenditures are reflected in the number of service hours a library provides, the number and type of materials available, access to digital and online resources, and staff, all of which shapes the community's library experience.



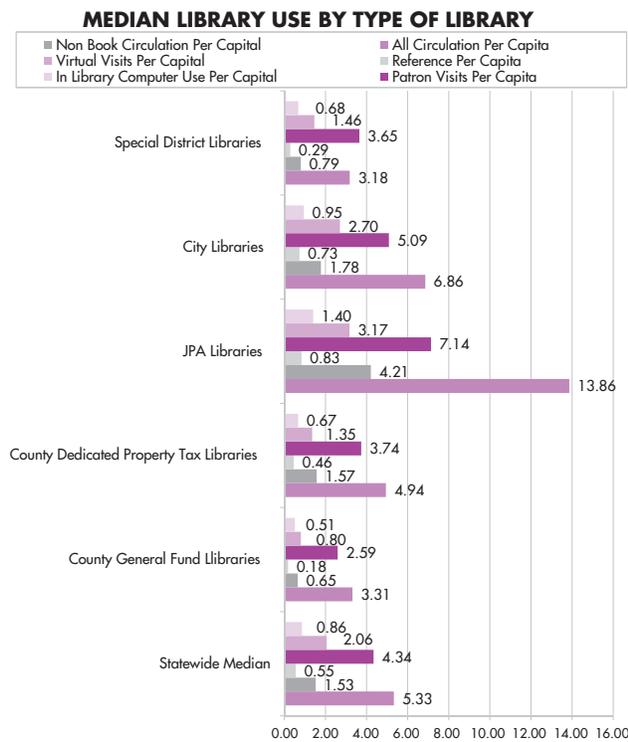
Statewide, the median expenditure per capita is \$30.21. Libraries' per capita operational expenditure levels mirror the pattern established by per capita revenue with JPA (\$60.08) and city libraries (\$37.34) expenditures per capita reaching the highest levels, special district (\$22.56) and county dedicated property tax libraries (\$26.53) per capita expenditures in the middle range, and county general fund libraries (\$16.46) with the lowest per capita expenditures. This pattern is not surprising, for the more money a library can generate, the more it can spend in support of its activities.



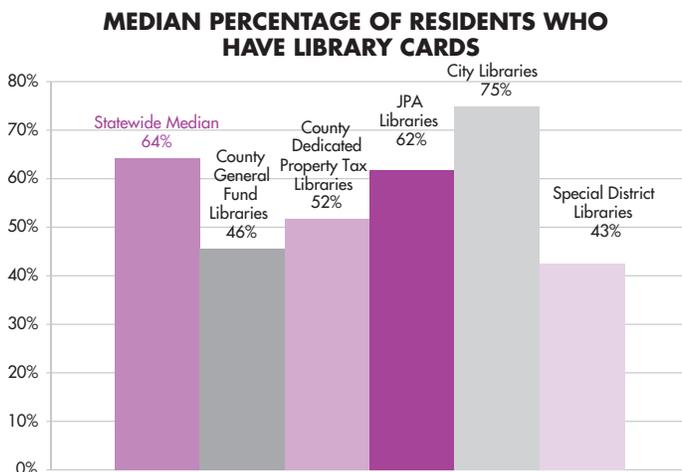
Library spending levels have a direct impact on the types and amounts of resources and services they provide, and the resulting use.

JPA and city libraries have the largest median collections per capita, as well as number of staff. In the last decade, libraries have also increased expenditures on technology, online and digital resources. The statewide median for public access computers per 1,000 residents is 0.54 with city libraries having the highest median number (0.66); the state wide median for media (non-print resources) per capita is 0.26 with JPA libraries having the highest median number (0.44). The resulting use levels reflect the resource levels, with city and JPA libraries again having the highest median total circulation and reference use per capita. The same pattern holds for use of digital resources, with JPA libraries having the highest median non-book circulation per capita (4.21) and highest median in library computer use per capita (1.40).

Californians visit their libraries in increasing numbers, with a statewide median of 4.34 patron visits per capita. As libraries have enhanced their presence through their websites, digital offerings and virtual branches, Californians have become virtual visitors to their libraries, with a statewide median of 2.06 patron visits per capita.



City libraries show a much higher percentage of the population holding library cards than any other type of library. However, under California’s universal borrowing system, library users are not necessarily residents of the library jurisdiction from which they hold a library card. The higher percentage of library card holders in city libraries may be a result of the higher funding and associated resources of city libraries, as well as the business base in cities, attracting users and workers from surrounding, less well funded library jurisdictions. However, with the decreased state funding for universal borrowing, some libraries of differing types have chosen to implement user fees for residents of other jurisdictions.



In addition to libraries’ operating expenses, they also have capital costs, including expenses associated with land, buildings, remodeling, vehicles, and equipment that costs more than \$5,000. Libraries finance their capital costs with a mix of allocations from local governments (for city, JPA, and county general fund libraries), bonds approved by the voters, and other financing mechanisms. For some county libraries, capital costs are funded by cities being served by the library. Local capital expenditures for libraries are difficult to quantify and compare since they are not accounted for or reported uniformly across the state. In city, county, and JPA libraries, capital spending is sometimes accounted for in the larger city or county budget, making comparisons between library capital spending more challenging and less useful.

FY 11/12 TYPE OF LIBRARY COMPARATIVE DATA

	State	County General Fund	County Dedicated Property Tax	JPA	City	Special District
TYPE/POPULATION						
Number of Libraries	183	22	23	6	120	12
Population						
Median	74,640	53,897	241,258	341,829	71,997	37,004
Low	120	1,097	14,391	11,149	120	26,332
High	3,825,297	850,006	3,344,311	1,362,428	3,825,297	81,460
% of State Population Served		7.56%	35.52%	7.30%	48.17%	1.45%
FUNDING/EXPENDITURES						
Local Revenue Per Capita						
Median	\$27.33	\$15.98	\$24.76	\$60.70	\$37.24	\$21.88
Low	\$3.39	\$5.19	\$7.20	\$21.74	\$4.56	\$3.39
High	\$308.31	\$212.13	\$95.90	\$127.71	\$308.31	\$87.70
Total Expenditures Per Capita						
Median	\$30.21	\$16.46	\$26.53	\$60.08	\$37.34	\$22.56
Low	\$3.66	\$5.19	\$6.33	\$23.05	\$3.94	\$3.66
High	\$301.38	\$213.50	\$88.56	\$160.46	\$301.38	\$110.97
RESOURCES						
Staff Per 1,000						
Median	0.31	0.18	0.22	0.42	0.36	0.29
Low	0.07	0.08	0.11	0.20	0.07	0.10
High	4.94	2.28	0.82	1.39	4.94	0.50
Hours Open Per Capita						
Median	0.06	0.09	0.08	0.07	0.06	0.06
Low	0.01	0.02	0.05	0.04	0.01	0.03
High	2.56	2.56	0.72	0.27	1.41	0.18
Volumes Per Capita						
Median	1.98	1.93	1.64	1.99	2.34	1.78
Low	0.41	1.16	0.90	1.11	0.41	1.02
High	21.99	21.99	7.27	5.11	15.71	2.83
Ebooks Per Capita						
Median	0.05	0.03	0.03	0.10	0.08	0.14
Low	0.0002	0.001	0.002	0.01	0.01	0.01
High	7.59	3.73	0.45	0.58	7.59	0.92

	State	County General Fund	County Dedicated Tax Property Tax	JPA	City	Special District
Media Per Capita						
Median	0.26	0.26	0.21	0.44	0.29	0.17
Low	0.03	0.03	0.03	0.14	0.04	0.05
High	4.10	4.10	1.15	1.48	2.80	0.50

Public Access Computers Per 1,000

Median	0.54	0.54	0.41	0.59	0.66	0.43
Low	0.09	0.16	0.23	0.32	0.09	0.13
High	8.47	7.29	4.86	2.06	8.47	0.73

USE

All Circulation Per Capita

Median	5.33	3.31	4.94	13.86	6.86	3.18
Low	0.71	0.99	0.76	5.61	1.09	0.71
High	44.25	28.50	14.48	28.45	44.25	11.30

Non Book Circulation Per Capita

Median	1.53	0.65	1.57	4.21	1.78	0.79
Low	0.04	0.21	0.04	0.98	0.05	0.04
High	22.60	8.10	4.89	13.80	22.60	2.10

Reference Per Capita

Median	0.55	0.18	0.46	0.83	0.73	0.29
Low	0.01	0.01	0.07	0.16	0.02	0.01
High	8.64	0.95	1.15	3.02	8.64	1.07

Patron Visits Per Capita

Median	4.34	2.59	3.74	7.14	5.09	3.65
Low	0.63	0.63	0.83	2.98	0.78	1.25
High	30.38	30.38	10.61	18.66	29.80	9.05

Virtual Visits Per Capita

Median	2.06	0.80	1.35	3.17	2.70	1.46
Low	0.02	0.19	0.25	0.26	0.02	0.03
High	50.02	3.03	4.18	5.09	50.02	6.10

% of Residents Who Are Registered Borrowers

Median	64%	46%	52%	62%	75%	43%
Low	16%	18%	16%	48%	19%	18%
High	235%	215%	93%	93%	235%	74%

In Library Computer Use Per Capita

Median	0.86	0.51	0.67	1.40	0.95	0.68
Low	0.04	0.16	0.29	0.58	0.04	0.24
High	12.46	12.46	4.89	3.07	10.66	1.83

RESOURCES PER CAPITA								
	LOCAL REVENUE PER CAPITA	TOTAL EXP PER CAPITA	STAFF PER 1,000	HOURS OPEN	VOLUMES	EBOOKS	MEDIA	PUBLIC ACCESS COMPUTERS PER 1,000
Statewide Median	\$27.33	\$30.21	0.31	0.06	1.98	0.05	0.26	0.54
County General Fund	\$15.98	\$16.46	0.18	0.09	1.93	0.03	0.26	0.54
County Dedicated Property Tax	\$24.76	\$26.53	0.22	0.08	1.64	0.03	0.21	0.41
JPA	\$60.70	\$60.08	0.42	0.07	1.99	0.10	0.44	0.59
City	\$37.24	\$37.34	0.36	0.06	2.34	0.08	0.29	0.66
Special District	\$21.88	\$22.56	0.29	0.06	1.78	0.14	0.17	0.43

USE PER CAPITA							
	ALL CIRCULATION	NON BOOK CIRCULATION	REFERENCE	PATRON VISITS	VIRTUAL VISITS	BORROWERS	IN LIBRARY COMPUTER USE
Statewide Median	5.33	1.53	0.55	4.34	2.06	64%	0.86
County General Fund	3.31	0.65	0.18	2.59	0.80	46%	0.51
County Dedicated Property Tax	4.94	1.57	0.46	3.74	1.35	52%	0.67
JPA	13.86	4.21	0.83	7.14	3.17	62%	1.40
City	6.86	1.78	0.73	5.09	2.70	75%	0.95
Special District	3.18	0.79	0.29	3.65	1.46	43%	0.68

NOTE: = Highest library type; = Lowest library type

APPENDIX A: CONSTITUTIONAL AND STATUTORY PROVISIONS AUTHORIZING LOCAL PUBLIC LIBRARY ORGANIZATION

Charter City “municipal affairs doctrine”	California Constitution, Article II, §3
Community Services District Law	Government Code §61000 et seq.
Community Facility District Law	Government Code §53311 et seq.
County Free Library Law	Education Code §19100 et seq.
County Service Area Law	Government Code §25210.1 et seq.
Joint Powers of Authority Law	Government Code §6500 et seq.
Library District Law	Education Code §19400 et seq.
Library and Museum District Law	Education Code §19600 et seq.
Municipal Library Law	Education Code §18900 et seq.
Union and Unified High School District Library District Law	Education Code §18300 et seq.

APPENDIX B: CALIFORNIA PUBLIC LIBRARIES BY

COUNTY LIBRARIES (45)

Alameda County*	Los Angeles County*	San Benito County
Alpine County	Madera County	San Bernardino County*
Amador County	Marin County*	San Diego County*
Butte County	Mariposa County	San Luis Obispo County*
Calaveras County	Mendocino County*	Siskiyou County
Colusa County	Merced County	Solano County*
Contra Costa County**	Mono County*	Stanislaus County
El Dorado County	Monterey County*	Sutter County
Fresno County*	Modoc County	Tehama County
Humboldt County*	Napa County*	Trinity County
Imperial County*	Nevada County	Tulare County*
Inyo County	Orange County*	Tuolumne County
Kern County	Placer County*	Ventura County*
Kings County*	Plumas/Sierra County	Yolo County*
Lake County*	Riverside County*	Yuba County

* = dedicated property tax libraries (see page 5).

** = operated as a dedicated property tax library.

MUNICIPAL LIBRARIES (120)

Alameda	Glendale	Ontario	San Marino
Alhambra	Glendora	Orange	San Mateo
Anaheim	Hayward	Orland	San Rafael
Arcadia	Hemet	Oxnard	Santa Ana
Azusa	Huntington Beach	Pacific Grove	Santa Barbara
Benicia	Imperial	Palm Springs	Santa Clara
Berkeley	Inglewood	Palmdale	Santa Clarita
Beverly Hills	Irwindale	Palo Alto	Santa Fe Springs
Brawley	Larkspur	Pasadena	Santa Maria
Burbank	Lincoln	Paso Robles	Santa Monica
Burlingame	Livermore	Pleasanton	Sausalito
Calabasas	Lodi	Pomona	Shasta Public Libraries ¹
Calexico	Lompoc	Porterville	Sierra Madre
Camarillo	Long Beach	Rancho Cucamonga	Signal Hill
Carlsbad	Los Angeles	Rancho Mirage	South Pasadena
Carmel	Los Gatos	Redlands	South San Francisco
Cerritos	Menlo Park	Redondo Beach	St. Helena
Chula Vista	Mill Valley	Redwood City	Stockton-San Joaquin County Library ²
Colton	Mission Viejo	Richmond	Sunnyvale
Commerce	Monrovia	Riverside	Thousand Oaks
Corona	Monterey	Roseville	Torrance
Coronado	Monterey Park	Salinas	Tulare
Covina	Moorpark	San Anselmo	Upland
Daly City	Moreno Valley	San Bernardino	Vernon
Downey	Mountain View	San Bruno	Victorville
El Centro	Murrieta	San Diego	Watsonville
El Segundo	National City	San Francisco	Whittier
Escondido	Newport Beach	San Jose	Willows
Folsom	Oakland	San Juan Bautista	Woodland
Fullerton	Oceanside	San Leandro	Yorba Linda

¹ Shasta Public Libraries is operated by the City of Redding, and as such is classified as a Municipal Library; however, it provides services to Shasta County and cities therein by contract.

² Stockton-San Joaquin County Library is operated by the City of Stockton, and as such is classified as a Municipal Library; however, it provides services to San Joaquin County and cities therein by contract.

INDEPENDENT SPECIAL DISTRICT LIBRARIES (12)

Altadena Library District
Banning Unified School District Library District
Blanchard/Santa Paula Public Library District
Beaumont Library District
Buena Park Library District
Coalinga-Huron Unified School District Library District
Del Norte County Library District
Dixon Public Library District
Lassen Library District
Palo Verde Valley Library District
Palos Verdes Library District
Placentia Library District

JPA LIBRARIES (6)

Belvedere-Tiburon Library
Sacramento Public Library
San Mateo County Library
Santa Clara County Library District
Santa Cruz Public Libraries
Sonoma County Library