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SANDRA D. BRIGGS
Library Services Director
sandra.briggs@cityofwoodland.org

To: Woodland Library Board of Trustees
From: Sandy Briggs, Library Services Director
Date: April 22, 2010
Subject: Summary Report on Library Services District Research

In response to direction provided by the Woodland Library Board of Trustees, the Library Services Director introduced an initial report on May 18, 2009 entitled "Consideration of Library Services District" and included as Attachment A as well as a print copy of a 2007 booklet entitled *California Public Library Organization* which analyzes the four types of legal authority for library operations (county, city, independent special district, joint powers of authority) and summarizes the formation, governing board, advisory board, local financing, library generated revenues, capital funding, and service area of each type. In addition, comparisons of revenue, capital costs, expenditures, and usage are provided. The full text is available at http://www.library.ca.gov/lds/docs/CAPubLibOrgRpt.pdf

Numerous related documents were cited in the report and reviewed during the meeting, including

1. California Elections Code (2009). Municipal Elections. *Initiatives.* Retrieved May 18, 2009 from http://law.justia.com/california/codes/elec/9200-9226.html . Sections 9200-9226 relate specifically to legal requirements for petitions, ordinances and initiatives.

2. California Public Library Organization Project Advisory Group (2007). California Public Library Organization. Retrieved May 18, 2009 from http://www.library.ca.gov/lds/docs/CAPubLibOrgRpt.pdf . An online PDF version of the distributed print booklet.

3. California Secretary of State Debra Bowen (2009). Initiative Guide. Retrieved May 18, 2009 from http://www.sos.ca.gov/elections/initiative_guide.htm. The *Initiative Guide* discusses the entire initiative process in the State of California including writing the text of the law, request for title and summary (including fiscal estimate), and circulation of petitions (timelines and required number).

4. California Secretary of State Debra Bowen (2009). Sample Petition. Retrieved May 18, 2009 from http://www.sos.ca.gov/elections/init_guide_samplepet_01-02.pdf . Formal, legal petition sample for registered voters including a declaration of circulator.

5. California State Library (2009). California Library Laws 2009, *Municipal Libraries.* Retrieved May 18, 2009 from http://www.library.ca.gov/publications/librlaw_2009_A.pdf . Education Code, Title 1, Division 1, Part 11,Chapter 5, Articles 1-4, Sections 18900-18965 cover California State Law for Municipal Libraries (such as Woodland Public Library) including establishment, trustees, support of libraries, and government.

6. California State Library (2009). California Library Laws 2009, *Library Districts.* Retrieved May 18, 2009 from http://www.library.ca.gov/publications/librlaw_2009_A.pdf. Education Code, Title 1, Division 1, Part 11,Chapter 8, Articles 1-6, Sections 19400-19532-18965 cover California State law for Library Districts including formation, annexation, dissolution, trustees, powers, claims, biennial election of trustees, and bonds.

On May 18, 2009, the Woodland Library Board of Trustees voted unanimously to request an analysis of alternatives related to library special districts from LAFCO. On May 20, 2009, President Alain Traig formally requested the analysis from Yolo LAFCO Executive Officer Elizabeth Kemper (included as Attachment B).

On June 22, 2009, Woodland Public Library received the draft report from Yolo LAFCO as well as Patty Wong, Elisa Carvalho, and Terri Tuck (Attachment C) which details two alternatives for special district status—annexation and formation. The report was reviewed at the July 6, 2009 Library Board of Trustees, and the following corrections/clarifications were emailed to Elizabeth Kemper on July 15, 2009 with an invitation to meet with the Board of Trustees (See Attachment D for complete communication):

- Pg. 3: City of Woodland Library Provided Services section to include children and adult programming activities to support reading and lifelong learning and formal adult literacy program.
- Pg. 3: City of Woodland Governing Information: Library Board meetings (by formal action on July 6, 2009) have been changed from 1st and 3rd Mondays at 7:30 PM to 1st and 3rd Thursdays at 4:00 PM.
- Pg. 3: City of Woodland Library Financing: Sentence one states "The budget of the library is overseen and approved by the City Council as a city department." The Library Board noted that the City Council has the power to set the budget amount for the library. However, as an administrative board, the Woodland Library Board of Trustees approves and oversees the library budget. (Education Code, Title 1, Division 1, Part 11, Chapter 5, Articles 1-4. Sections 18900-18965).

On August 6, 2009, Yolo LAFCO Executive Officer Elizabeth Kemper and Executive Assistant Elisa Carvalho attended the Woodland Library Board of Trustees. The revised June 22, 2009 report was distributed along with Government Code 56810 (included as Attachment E—highlights added by author). In reviewing the report, Yolo LAFCO officials clarified several noteworthy issues:

1. Neither the formation nor the annexation of a special district requires voter approval; it is at the sole discretion of the LAFCO commission whose purpose is to reflect the "will of the community."
2. Formula for revenues only applies to formation of a district. In annexation, the amount must be negotiated by the parties involved.
3. Revenue by formula will not exceed the previous year's allocation as defined in Government Code 56810.
4. In the absence of support from local elected officials, a petition of 5% of the registered voters who voted in the last gubernatorial election is required for LAFCO to consider.
5. A formal application is required, and fees of $2,000 do apply.

Although the capped formula identified in #3 was a stunning blow, the Board reviewed the LAFCO process at the August 20, 2009 meeting including the application guide (Attachment F), Notice of Intent to Circulate Petition (Attachment G), Instructions for Preparing an Application (Attachment H), and Application (Attachment I). *The Guide to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000* prepared by Assembly Committee on Local Government was also made

available and can be viewed in its entirety at http://www.calafco.org/docs/CKH/2009_CKH_Guide-main_body.doc . This is the law which governs the formation and annexation of special districts under LAFCO and as stated in the report by Yolo LAFCO, is the most applicable legislation. Pages 89 through 118 addressing fiscal provisions and proceeds for special districts is of most value. At the August 20, 2009 meeting, the Board identified a City Council/Library Board 2 x 2 as the next step.

On September 3, 2009, Board President Alain Traig and Bud Goding met with Mayor Skip Davies and Vice Mayor Art Pimentel along with City staff Mark Deven and Sandy Briggs in a 2 x 2 regarding the fiscal stability of the Woodland Public Library. Mayor Davies suggested consideration of a temporary tax measure to raise approximately $350,000 to augment the library's general fund allocation. City Manager Mark Deven stated unequivocally that he would vehemently oppose any attempt to form a special library district. The mayor instructed staff to meet with the City Attorney to explore revenue generation alternatives. Board members reported on the 2 x 2 at the Board meeting immediately following.

On September 22, Library Services Director met with City Attorney Andy Morris and City Manager Mark Deven to explore revenue generation alternatives. On September 25, 2009, a report of the meeting was prepared by the Library Services Director and sent to Board members with specific information regarding the need for a general versus specific tax, the non-binding nature of advisory measures in the face of changing council make-up, and an update on Measure E. The full director's report is included as Attachment J. The City Attorney indicated that he would be preparing a report related to alternatives.

On September 28, 2009, Yolo LAFCO received the amended report on the Woodland Pubic Library research including questions posed by the Library Board with responses which are included as Attachment K. The library Services Director notified the Board by email on September 29, 2009 of the LAFCO report and findings (Attachment L).

Beginning on October 14, 2009 and continuing regularly through April 7, 2010, I have repeatedly requested by both telephone and email the actual allocation amounts based upon the formula in special district formations--first from Elisa Carvalho of Yolo LAFCO and then from Doug Olander of Yolo County Auditor's Office. To date, I have received no reply.

After numerous prompts, the long anticipated report by was received by email from the City Attorney on November 14, 2009 and dated November 16, 2009. The attorney's full report is included as Attachment M. It was reviewed at the November 19, 2009 Library Board meeting where it was noted that there was no new information. Since this process had been directed by the mayor at the September 2 x 2 meeting, the Library Services Director inquired regarding the distribution to the City Manager. The correspondence is included as Attachment N where December 15, 2009 was noted as the appropriate venue for follow up. On December 15, 2009, Mark Deven provided the City Council with a report entitled "Status Report on the Fiscal Year 2010 General Fund and Update on the Development of the Fiscal Year 1011 Budget. The full report may be accessed at http://web.cityofwoodland.org/civica/filebank/blobdload.asp?BlobID=7417 . Although the report referenced and included the City Attorney's report as an attachment, it was by no means encouraging in regard to additional revenue generation through increased taxes.

On December 10, 2009, Yolo County Supervisor Matt Rexroad met with the Woodland Library Board of Trustees. He was extremely pessimistic regarding additional tax measure passage and further advised that the recent incremental decreases to the library budget allocation would negatively impact any allocation in special district formation.

On January 12, 2010, Library Board President Alain Traig and Tom Pavao met with Mayor Skip Davies and Vice Mayor Art Pimentel along with staff Mark Deven and Sandy Briggs for a second 2 x 2. Council members made clear their belief that additional revenue generation via tax measure would be necessary to offset the worst of the ever growing budget deficit. Board members made clear that a combined department with recreation was not feasible and that a Library Services Director must be hired. It was agreed to utilize an Interim until July 1, 2010 while recruitment efforts went forward.

On January 21, 2010, Woodland Library Board of Trustees meet in Special Session with the library staff to discuss the eight alternative courses of action for the future including the pros and cons of annexation or formation of a special library district as well as contracting with Yolo County or Sacramento Public Library for library services. The slides of the presentation are included as Attachment O.

On February 4, 2010, former County Counsel Charles Mack attended the Library Board meeting at the Board's request, having researched various aspects of special district formation. His legal opinion strongly discouraged the pursuit of formation of a special district, citing post-Prop 13 changes that would limit the newly formed district's allocation to only the property tax portion; thereby eliminating access to all sales tax revenue, dispelling the misinformation put forward in the City Attorney's response to Doug Olander on February 3, 2010 (Attachment P) regarding the application of Section 19473 of the Education Code as a pre-Prop 13 application.

Based upon a request on February 3, 2010 from LAFCO staff Elisa Carvalho regarding the assumption that Yolo County would lose special district status if Woodland were annexed and revert to County Free Library general fund system, I agreed to request permission from Yolo County Library to obtain copies of the previous documentation; as a former staff person, the location was known to me. On Friday, February 19, 2010 I made copies of the central file related to the previous Woodland/Yolo County mergers and made an appointment with the archives for further research the following week. Among the documents copied on February 19, 2010 is a letter directed to the Yolo County Board of Supervisors from then County Counsel Charles Mack dated March 13, 1979. The letter contains the following quotes:

> "The ninety-nine year term of the present agreement is one of the issues in the current litigation…In adopting the enclosure [amended joint exercise of power agreement between the County and the City of Woodland concerning library facilities reducing the term from 99 years to 55 years], I also recommend that the Board of Supervisors declare clearly its intention to act under the Joint Exercise of Powers Act and Education Code Section 19107 and to disclaim acting under Education Code Section 19103. The former section specifically authorizes agreements between a county and a city; whereas, the latter section permits a city to become a part of the county system. The parties intentionally desire to avoid the latter section because of adverse consequences relating to allocation of revenue sharing and property tax revenues to the city and securing to the county a substitute for property taxes the county could have levied inside the city under Section 19103 before Proposition 13…"

On February 22, 2010, I received a telephone message from County Librarian Patty Wong, indicating that the research, including all documentation from the Archives, had been turned over to County Counsel Robyn Drivon who would be conducting any further research and would issue a legal opinion at the conclusion. As a result, I was advised that no documentation was available to me for the scheduled appointment.

In follow up with LAFCO Elisa Carvalho in March, she indicated that legal research was in progress, and no opinion had been issued. Among the many complexities of the issue, it was discovered that Yolo County Library does not have legal status as a special district itself. It is among the 22

grandfathered library systems which were able to retain their dedicated tax post Proposition 13. A copy of the opinion is promised when available.

Consultations in April 2010 with California State Library Consultants Ira Bray and Gerry Magginity reinforced the following facts:

- There are 181 libraries in the State of California organized by the following methodologies:

Type of Library	Number in California
Municipal (includes Woodland)	117
County Library	24
Dedicated Tax (includes Yolo County)	22
Special District	12
Joint Powers Authority	6
Total California Libraries	181

- Only twelve legal Library Special Districts exist and include Altadena, Banning, Beaumont, Buena Park, Coalinga, Del Norte, Dixon, Lassen, Palo Verde Valley, Palos Verdes, Placentia, and Santa Paula. Only Susanville/Lassen has been formed since Proposition 13, and it is not recommended as a model as there were a number of documented irregularities in the formation.
- Yolo County is not a Special District; however, it is among 22 library systems which were "grandfathered" and retained its dedicated property tax post Proposition 13.

Although somewhat dated, I am including (as Attachment Q) a document provided by California Library Consultant Ira Bray which was created in 1994 by Cy Silver, a former consultant at California Development Services.

Summary
The information is provided as a review of the research, actions, and decisions over the past eleven months related to formation of a Special Library District. It has seemed unnecessarily complex and convoluted. The summary provided will hopefully save the Board and a new Library Services Director from the need for repetition and will allow future efforts to break new ground.

Attachment A

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SANDRA D. BRIGGS
Library Services Director
sandra.briggs@cityofwoodland.org

To: Woodland Library Board of Trustees
From: Sandy Briggs, Library Services Director
Date: May 18, 2009
Re: Consideration of Library Services District

Background

The Woodland Library Board of Trustees has directed research and requested a report on the elements, requirements, and implications of pursuing the formation of a special library district for the City of Woodland. The County of Yolo established Yolo County Library District on July 12, 1910 which includes all areas of the county excepting the City of Woodland which had a preceding municipal library charter for Woodland Free Public Library. Despite collocation at 250 First Street, Woodland has never been included in the Yolo County Library District, and agreements between the City of Woodland and the County of Yolo were terminated in 1915 and again by voter referendum in 1979 with Measure A which stated that the City of Woodland "shall own and operate the [Woodland Library] to the extent permitted by law without occupancy by financial or other participation or involvement of the County of Yolo."

As a result of the formation of Yolo County Library District, the administrative offices and seven branches are almost entirely independent from General Fund revenues. The extent of the County's General Fund contribution is limited to the payment of the County Librarian's salary. Otherwise, all salaries/benefits, operations and materials are funded by property tax designation as specified in the formation of the Yolo County Special Library District.

The most recent budgetary crisis at the national, state and local level has demonstrated the vulnerability of General Fund-dependent services. Consequently, this report is intended to outline preliminary considerations in the formation of a Special Library District.

LAFCO

The Yolo County Local Agency Formation Commission (LAFCO) is an independent agency empowered to review, approve or deny boundary changes, city annexations, consolidations, special district formations, incorporations for cities and special districts, and to establish local "Spheres of Influence". The Sphere of Influence for each governmental agency is a plan for its future boundary and service area. The LAFCO function is outlined in Government Code, Section 56000 et seq., known as the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Yolo County LAFCO membership includes two county supervisors appointed by the Board of Supervisors, two City Council members appointed by the City Selection Committee, and one public member appointed by LAFCO. Preliminary exploration with LAFCO Executive Officer Elizabeth Kemper reveals two possible alternatives—both of which will require an election:

- Annexation of the Woodland Public Library into the existing Yolo County Library District.
- Creation of a new Library Services District exclusively for City of Woodland Public Library.

Staff Recommendation

Staff recommends that the Woodland Library Board of Trustees formerly request an impartial analysis of both alternatives to be prepared by Yolo County LAFCO staff and authorize the President of the Board to sign the request. There is no charge for the analysis. A report will be issued in approximately two weeks following the request. Elizabeth Kemper has expressed a willingness to be present at a future meeting at the Board's request.

A number of documents are available for review:

California Elections Code (2009). Municipal Elections. *Initiatives.* Retrieved May 18, 2009 from http://law.justia.com/california/codes/elec/9200-9226.html

California Public Library Organization Project Advisory Group (2007). California Public Library Organization. Retrieved May 18, 2009 from http://www.library.ca.gov/lds/docs/CAPubLibOrgRpt.pdf
.

California Secretary of State Debra Bowen (2009). Initiative Guide. Retrieved May 18, 2009 from http://www.sos.ca.gov/elections/initiative_guide.htm

California Secretary of State Debra Bowen (2009). Sample Petition. Retrieved May 18, 2009 from http://www.sos.ca.gov/elections/init_guide_samplepet_01-02.pdf

California State Library (2009). California Library Laws 2009, *Municipal Libraries.* Retrieved May 18, 2009 from http://www.library.ca.gov/publications/librlaw_2009_A.pdf

California State Library (2009). California Library Laws 2009, *Library Districts.* Retrieved May 18, 2009 from http://www.library.ca.gov/publications/librlaw_2009_A.pdf

Attachment B

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Library Board of Trustees
Alain Traig, President
Kay Hodges, Secretary
Bud Goding
Tom Pavao
Jorel Difuntorum

May 20, 2009

Ms. Elizabeth Kemper, Executive Officer
Yolo LAFCO
625 Court Street, Suite 107
Woodland, CA 95695

Dear Ms. Kemper:

In recognition of the precarious nature of continued reliance upon ever shrinking General Fund revenues, the Woodland Library Board of Trustees, as an administrative board, is interested in exploring the possibility of establishing a Special Library District for the City of Woodland Library. We understand that Yolo LAFCO is the independent agency empowered to review, approve or deny special districts. Library Services Director, Sandy Briggs, has reported your willingness to prepare an analysis of the alternatives. The Board voted unanimously on Monday, May 18, 2009 to request the analysis, and we look forward to your report.

The Library Board is anxious to obtain your report at your earliest convenience. Following our review, we would be most appreciative if you are able to join us for a regular meeting on either July 6 or July 20, 2009 at 7:30 PM in the Woodland Library Leake Conference Room located at 250 First Street in Woodland. Please advise Sandy Briggs of your availability at (530) 661-5984. Thank you for your assistance in this matter.

Regards,

Alain Traig, President
Woodland Public Library Board of Trustees

Attachment C

Woodland Library
Summary of Organization Options

June 22, 2009

Issue: Woodland Library Board of Trustees has requested information on possible alternative structures for the library organization.

History:

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

The contract with the Woodland Library was terminated in 1915. Woodland and Yolo County entered into a joint powers agreement in late 1978 to provide consolidated library services. On July 10, 1979, the citizens of Woodland voted to cancel the Joint Powers Agreement between the City and the County for the County operation of the Woodland Library. The measure stated that the City "shall own and operate the [Woodland Library] to the extent permitted by law, without occupancy by financial or other participation or involvement of the County of Yolo." The effective date of cancellation of the Joint Powers Agreement was July 27, 1979. Subsequent to the voters' decision to separate library operations from the County, the citizens of Woodland also authorized Certificates of Participation, which provided lease financing to renovate and expand the Woodland Public Library.

The Yolo County Free Library District and Woodland Public Library continue to be the entities that provide library services in Yolo County.

City of Woodland Library

Built in 1905, the Woodland Public Library is housed in a Carnegie built library. Although previously administered with the Yolo County library district it is currently governed under the State Education Code (Title 1, Division 1, Part 11, Chapter 5, Articles 1-4, Sections 18900-18965): "The public library shall be managed by a board of library trustees, consisting of five members, to be appointed by the mayor... with the consent of the legislative body of the municipality." In this case, the Woodland City Council is the approving legislative body. The Woodland Public Library is structured as a department within the City of Woodland.

Provided Services:

The library includes a collection of fiction and nonfiction books, magazines and newspapers, large print books, local government publications, talking books, DVDs and CDs for public borrowing. In addition, personal computers with high speed internet connections are also available, as is wireless access. These are the primary services provided by the city library to the public.

Governing Information:

Library Board members are residents of Woodland serving 3 year terms of which they can serve a second term. Twice a month meetings occur on the first and third Mondays at 7:30 p.m. By state law the Library board must meet at least once a month.

The Board oversees the staffing, organization, holdings and management of the library. A volunteer group known as "The Friends of the Woodland Public Library" helps the Woodland Public Library through both volunteer staffing efforts and holding fundraisers.

Financing:

The budget of the library is overseen and approved by the city council as a city department. The primary source of the library operating revenue is city general funds. There are also revenues derived from fines and fees assessed for late returns or damages to collection items. The library also receives state funds through the Public Library Fund. In addition, the Friends of the Library organize fundraisers for additional revenue used primarily for specific programs such as those for children.

Yolo County Free Library District

The District was established on July 12, 1910. As previously described, the Yolo County library district has been combined with Woodland in the past. However, currently the Yolo County Library District has seven library branches located in Davis, West Sacramento, Winters, Clarksburg, Esparto, Knights Landing, and Yolo. The Yolo County Library's Central Administration is located in Woodland. Woodland is the only City in Yolo County outside the Yolo County Library system.

Provided Services:

The Yolo County Library designates three library service level categories: neighborhood, community, and resource level. The service level categories are based on the size of the community population to be served through the year 2020. In this case, calculations will be based on the (approximate) population within school district boundaries to more accurately represent the service population, especially in unincorporated areas of the county. Neighborhood libraries are the smallest level designation and include the Clarksburg, Knights Landing and Yolo Branches. These libraries will include a service population of up to 5,000. Community libraries are mid-range and include Esparto and Winters. These libraries will include a service population of between 5,000 and 50,000. Resource libraries are the largest level designation and include the branch libraries of Davis and West Sacramento. These libraries will include a service population of over 50,000.

The Library District provides educational materials, programs, and information to the community including collections of fiction and nonfiction books, magazines and newspapers, large print books, local government publications, talking books, DVDs and CDs. Also, personal computers with high speed internet connections are also available, as is wireless access in all the branches. Various

programs concerning literacy, children's reading, homework tutoring are provided by grants, library funds and private donations. In addition to general library services, the Library oversees and supports the archive, record, and other community resource services such as the Adult Literacy program and YoloLINK.

Governing Information:

The principal act for the library district is the California Education Code (sections 19400 – 19532). The Library District is a dependent special district. The Yolo County Board of Supervisors (BOS) is the District's governing body and appoints members to the Library Advisory Board, which advises the BOS on library issues. The Library Advisory Board consists of eight representatives: one representative for each of the three participating cities of Davis, West Sacramento, and Winters and one representative for each of the five Supervisor's Districts. The Library Advisory Board meets at 7:00 p.m. on the 2nd Wednesday of every other month at Library Central Services, 226 Buckeye Street, Woodland.

Financing:

The Yolo County Free Library's primary revenue source is a share of the property tax received from within its boundaries. In addition, it receives revenue from the state Public Library Fund, bond revenues, grants, fines and fees and interest earnings. In addition, the Yolo Library is building new libraries in the cities of Winters and West Sacramento. The Davis branch library is currently under renovation. All the construction projects are financed through outside sources of revenue including assessments, grants, development impact fees, state bond money, private and public donations.

Organizational Options

The Woodland Public Library has two primary options to consider for restructuring possibilities: annexation to the Yolo Library District or formation of a new library district. Either alternative provides the opportunity for revenue directly from property tax. In either case the library has the power to receive bond money and special taxes as approved by voters. They also still receive grants, loans, state Public Library funds and donations. The Board of Supervisors is the governing body for the Yolo County Fee Library District. The City Council would be the governing body for a new library district including just Woodland city limits. In both cases there is a Library Advisory Committee that reports to the governing board. The major difference between these options and the current situation is the property tax revenue sources and the size of the entities.

Annexation

Action:

The Woodland Library could be annexed to the Yolo County Free Library District (Education Code 19401):

"**19401**. The library district may include incorporated or unincorporated territory, or both, in any one or more counties, so long as the territory of the district consists of contiguous parcels and the territory of no city is divided."

However, since the City of Woodland citizens voted in 1979 to be formally separate from the County of Yolo library district it is possible annexation would require another election to void the 1979 vote. This is a legal question that will require additional research if annexation is an option to be pursued.

Process:

The entire city limits of Woodland would be annexed into the county library district. The boundary change would be processed through Government Code 56000 et. al., which is LAFCO law. The Yolo Local Agency Formation Commission (LAFCO) processes the application and oversees the analysis of the request. The Commission determines the approval or denial of the annexation, unless an election is required.

The annexation application can be initiated by a resolution of an affected governmental agency, such as the City Council or Board of Supervisors (Government Code 56654).

The proposal can also be started through (Government Code 56864):

1. a petition of not less than 25% of registered voters within the annexation area,

2. a petition of not less than 25% of the number of landowners owning land within the territory proposed to be annexed who also own not less than 25% of the assessed value of land in the annexation area.

The application would require a map and legal description of the annexation area, in this case the entire City of Woodland. LAFCO staff processes the request for annexation provides research, analysis and a report to the Commission with recommendations for action at a public hearing. The Commission then determines approval, denial or approval with conditions. If approved, the LAFCO Commission will then hold a protest public hearing.

If sufficient written protest is received at the protest hearing, (more than 25% and less than 50% from registered voters or landowners) the Yolo LAFCO will call an election. If Yolo LAFCO receives 50% or more written protest from registered voters or landowners at the protest hearing the proposal is automatically terminated.

Fiscal Aspects

Property tax negotiations would occur between the City and County to determine any property tax allocated to the Yolo County library for the Woodland area. There would be no new property tax added to the existing rate. A portion of the property tax for the existing entities (in this case the city and county) would have to be reapportioned to a lower percentage so that the new share for the library could be included. There is no requirement that any property tax be exchanged between the city and the county for this annexation. If no agreement can be approved between the two entities, the application is terminated. If an agreement is approved but does not provide sufficient revenue to maintain a Woodland Library the Yolo LAFCO would have to consider that fiscal aspect in their deliberations. If an annexation were successful, the Yolo County Library would have the ability to identify a larger branch area of interest for bonds, loans and assessments based on the direct benefit to the area.

At the time any election is held for the annexation, the question of additional revenue, either through bonds, assessments or other revenue could be included on the ballot. The success of the annexation could be tied to the success of new revenue approval.

Formation

Action:

Application can be made to form a free library district including the same boundaries as the existing city limits.

Process:

A petition to form a new district must be signed by 5% of registered voters equal to 5% of the voters casting votes at the last election for governor within the proposed district. The petition must designate if the district will be governed by a 3 or 5 member Board of Trustees and provide the proposed boundaries of the new district in a map with a legal description. The petition is then is presented to the Yolo LAFCO for analysis and determinations.

After receipt by the Yolo LAFCO the application is processed and analysis is prepared for the Commission. At a noticed public hearing the Commission receives public input and determines the approval, denial or modification of the proposal. If approved, the Commission adopts terms and conditions and sets a conducting authority public hearing to receive written protest.

At the protest hearing if written protest is received that is:

- more than 50% protest is received from either the majority of landowners owning 50% of the assessed value or 50% of the registered voters, the proposal is ended;
- if between 25% and 50% of the landowners or registered voters protest the formation an election will be called;
- if less than 25% written protest the district will be formed without an election.

Fiscal Aspects

As set in Government Code section 56810 (a)(2) the Yolo LAFCO commission will determine the amount of property tax to be exchanged by the affected agency to the new district. The determination is made by formula outlined in government code section 56810. et. al. and calculated by the county auditor. In this process there is no negotiation of property tax shares, it is determined by the formula outlined in the government code. In addition, the Commission must determine a provisional appropriations limit as required by section 7902.7 and Article XIIIB of the California Constitution.

At the time any election is held for the formation, the question of additional revenue, either through bonds, assessments or other revenue could be included on the ballot.

Conclusion

This summary report outlines the differences between annexation to, or formation of, a library district. A more in-depth review will be done if the community decides to pursue one of these

options. Either process results in the Woodland Library functioning separate from the City of Woodland and eliminates the reliance on the City general fund revenues. On the other hand, the library would then be responsible solely for its own functions without the support of the city. If annexation occurs, the Woodland library would most likely become a branch of the Yolo County Library District and, although managed as a distinct section, would be a part of a larger whole. In either situation, the Woodland library entity would only be affected by library revenues, requirements and concerns which could be prioritized accordingly.

There are positive and negative aspects to each action. There would be definite economies of scale that could improve the situation of the Woodland Library, if annexed to the Yolo County Library District. However, the formula used for a specific allocation of property tax to a new district is a positive fiscal aspect of formation. There is also the option of maintaining the status quo and remaining a department of the City of Woodland.

This summary is only meant to provide general considerations to those interested in the question of the library structure. Detailed financial and structural review would have to be done to determine the specific impacts or possible results of any action. In any case, community self-determination is the key attribute and the citizens and their local governments will have to determine the best approach, if any, to pursue.

References:

City of Woodland library website, Yolo County Free Library District Municipal Service Review and Sphere of Influence Study, Yolo County Free Library District website, Cortese-Knox-Hertzberg Local Reorganization Act of 2000, California Education Code, LAFCO procedures guide (San Diego LAFCO).

Attachment D

From: Sandra Briggs <Sandra.Briggs@cityofwoodland.org>
To: Mark Deven <Mark.Deven@cityofwoodland.org>; Alain Traig <atraig39@sbcglobal.net>; Bud Goding <gagoding@ucdavis.edu>; Jorel Difuntorum <jorel@cisco.com>; Kay Hodges <kay_hodges@sbcglobal.net>; Tom Pavao <tpavao@sbcglobal.net>
Cc: Elizabeth Kemper
Sent: Wed Jul 15 17:59:45 2009
Subject: FW: Woodland Library Report

For your information, I am forwarding the following correspondence related to the request for information regarding formation of Special District.

Hi Elizabeth,
Thank you for the excellent Summary Report. As you know, the Woodland Library Board of Trustees is simply fact-finding at this point, and any request for action regarding either annexation or formation will necessarily originate from the Woodland City Council. We anticipate a 2 x 2 meeting in the future between Library Board and City Council members to discuss this issue. However, at this point, the Library Board of Trustees is continuing in the fact-finding mode in order to be prepared during future discussions.

The Library Board reviewed your report on July 6, 2009 and would like to submit the following three comments/suggestions for your consideration :

- Pg. 3: City of Woodland Library Provided Services section to include children and adult programming activities to support reading and lifelong learning and formal adult literacy program.
- Pg. 3: City of Woodland Governing Information: Library Board meetings (by formal action on July 6, 2009) have been changed from 1st and 3rd Mondays at 7:30 PM to 1st and 3rd Thursdays at 4:00 PM.
- Pg. 3: City of Woodland Library Financing: Sentence one states "The budget of the library is overseen and approved by the City Council as a city department." The Library Board noted that the City Council has the power to set the budget amount for the library. However, as an administrative board, the Woodland Library Board of Trustees approves and oversees the library budget. (Education Code, Title 1, Division 1, Part 11, Chapter 5, Articles 1-4. Sections 18900-18965).

In continuing the necessary research, the Library Board identified a number of questions related to process, procedure, formula application, and property tax allocation. You indicated earlier that you are available to answer any questions. The next Library Board Meeting is Augusts 6, 2009 at 4 PM in the Leake Room of the Woodland Public Library, located at 250 First Street in Woodland. The Library Board has instructed me to place the item on the agenda and to schedule you at that time if it is convenient with your schedule. Please let me know. I will be preparing the agenda during the week of July 27-31.

Thank you again.

Regards,
Sandy Briggs, Library Services Director
Woodland Public Library
250 First Street
Woodland, CA 95695
(530) 661-5984
sandra.briggs@cityofwoodland.org

Government Code 56810.

(a) (1) If the proposal includes the incorporation of a city, as defined in Section 56043, the commission shall determine the amount of property tax revenue to be exchanged by the affected local agency pursuant to this section and Section 56815.

(2) If the proposal includes the formation of a district, as defined in Section 2215 of the Revenue and Taxation Code, the commission shall determine the amount of property tax to be exchanged by the affected local agency pursuant to this section.

(b) The commission shall notify the county auditor of the proposal and the services which the new jurisdiction proposes to assume within the area, and identify for the auditor the existing service providers within the area subject to the proposal.

(c) If the proposal would not transfer all of an affected agency's service responsibilities to the proposed city or district, the commission and the county auditor shall do all of the following:

(1) The county auditor shall determine the proportion that the amount of property tax revenue derived by each affected local agency pursuant to subdivision (b) of Section 93 of the Revenue and Taxation Code bears to the total amount of revenue from all sources, available for general purposes, received by each affected local agency in the prior fiscal year. For purposes of making this determination and the determination required by paragraph (3), "total amount of revenue from all sources available for general purposes" means the total amount of revenue which an affected local agency may use on a discretionary basis for any purpose and does not include any of the following:

(A) Revenue which, by statute, is required to be used for a specific purpose.

(B) Revenue from fees, charges, or assessments which are levied to specifically offset the cost of particular services and do not exceed the cost reasonably borne in providing these services.

(C) Revenue received from the federal government which is required to be used for a specific purpose.

(2) The commission shall determine, based on information submitted by each affected local agency, an amount equal to the total net cost to each affected local agency during the prior fiscal year of providing those services which the new jurisdiction will assume within the area subject to the proposal. For purposes of this paragraph, "total net cost" means the total direct and indirect costs that were funded by general purpose revenues of the affected local agency and excludes any portion of the total cost that was funded by any revenues of that agency that are specified in subparagraphs (A), (B), and (C) of paragraph (1).

(3) The commission shall multiply the amount determined pursuant to paragraph (**2**) for each affected local agency by the corresponding proportion determined pursuant to paragraph (1) to derive the amount of property tax revenue used to provide services by each affected local agency during the prior fiscal year within the area subject to the proposal. The county auditor shall adjust the amount described in the previous sentence by the annual tax increment according to the procedures set forth in Chapter 6 (commencing with Section 95) of Part 0.5 of Division 1 of the Revenue and Taxation Code, to the fiscal year in which the new city or district receives its initial allocation of property taxes.

(4) For purposes of this subdivision, in any county in which, prior to the adoption of Article XIIIA of the California Constitution, and continuing thereafter, a separate fund or funds were established consisting of revenues derived from the unincorporated area of the county and from which fund or funds services rendered in the unincorporated area have been paid, the amount of property tax revenues derived pursuant to paragraph (3), may, at the discretion of the commission, be transferred to the proposed city over a period not to exceed 12 fiscal years following its incorporation. In determining whether the transfer of the amount of property tax revenues determined pursuant to paragraph (3) shall occur entirely within the fiscal year immediately following the incorporation of the proposed city or shall be phased in over a period not to exceed 12 full fiscal years following the incorporation, the commission shall consider each of the following:

(A) The total amount of revenue from all sources available to the proposed city.

(B) The fiscal impact of the proposed transfer on the transferring agency.

(C) Any other relevant facts which interested parties to the exchange may present to the commission in written form.

The decision of the commission shall be supported by written findings setting forth the basis for its decision.

(d) If the proposal would transfer all of an affected agency's service responsibilities to the proposed city or district, the commission shall request the auditor to determine the property tax revenue generated for the affected service providers by tax rate area, or portion thereof, and transmit that information to the commission.

(e) The executive officer shall notify the auditor of the amount determined pursuant to paragraph (3) of subdivision (c) or subdivision (d), as the case may be, and, where applicable, the period of time within which and the procedure by which the transfer of property tax revenues will be effected pursuant to paragraph (4) of subdivision (c), at the time the executive officer records a certificate of completion pursuant to Section 57203 for any proposal described in subdivision (a), and the auditor shall transfer that amount to the new jurisdiction.

(f) The amendments to this section enacted during the 1985-86 Regular Session of the Legislature shall apply to any proposal described in subdivision (a) for which a certificate of completion is recorded with the county recorder on or after January 1, 1987.

(g) For purposes of this section, "prior fiscal year" means the most recent fiscal year for which data on actual direct and indirect costs and revenues needed to perform the calculations required by this section are available preceding the issuance of the certificate of filing.

(h) An action brought by a city or district to contest any determinations of the county auditor or the commission with regard to the amount of property tax revenue to be exchanged by the affected local agency pursuant to this section shall be commenced within three years of the effective date of the city's incorporation or the district's formation. These actions may be brought by any city that incorporated or by any district that formed on or after January 1, 1986.

(i) This section applies to any city that incorporated or district that formed on or after January 1, 1986.

(j) The calculations and procedures specified in this section shall be made prior to and shall be incorporated into the calculations specified in Section 56815.

Local Agency Formation Commission
of Yolo County
625 Court Street, Suite 107, Woodland, CA 95695
Phone (530) 666-8048 Fax (530) 662-7383
lafco@yolocounty.org www.yololafco.org

DISTRICT CHANGE OF BOUNDARIES
AN APPLICANT'S GUIDE
Part A

These pages are a generalized outline of the basic steps to annex land to or detach land from a district. Interested persons should also refer to the California Government Code Section §56000 *et seq*. for specific legal requirements.

☐ *Step 1.* Prospective applicant requests a pre-application conference with LAFCO staff to discuss merits of proposal. LAFCO staff will review proposal and advise applicant of potential barriers to completing the application within the required 180-day time line.

Examples of Barriers:

a. Proposal area requires a land use action through the County Planning Commission such as a tentative parcel map, parcel split, or use permit.

b. The proposal area is not within Sphere of Influence of the district.

c. The district is not in favor of the annexation/detachment.

☐ *Step 2.* Applicant files Notice of Intent to Circulate Petition with Executive Officer (see part A1).

NOTE: The applicant has 180 days from the date a Petition/Resolution of Application is received by LAFCO to complete the application. A complete application requires that steps 2-9 are performed and certificate of filing is issued.

☐ *Step 3.* Applicant files Petition/Resolution of application at LAFCO office and pays appropriate fee or deposit (see attached Fee Schedule)

☐ *Step 4.* LAFCO notifies the County Surveyor, who reviews the proposal for compliance to map format requirements and accuracy of legal description and boundaries.

☐ *Step 5.* The Assessor and Auditor are notified of receipt of the application. Those departments begin the property tax exchange process. All affected agencies are notified of the proposal.

NOTE: Property Tax Negotiations must be completed within 60 days of issuance of County Auditor report on status of property taxes. If negotiations are not completed by that date the change of boundary application is terminated. A terminated proposal will require a new application be submitted to LAFCO to further the proposed reorganization. In the case of special district negotiations, the County Board of Supervisors determines the property tax split after contact with the affected district(s).

☐ *Step 6.* Upon completion of Property Tax Agreement, the balance of the LAFCO fee will be paid. If property tax negotiations are not completed within legal timeframe the application is terminated, and the deposit is not refunded.

☐ *Step 7.* LAFCO transmits forms for the preparation of the District Services Plan to the district (if not already complete).

☐ *Step 8.* If LAFCO is the lead agency staff begins appropriate environmental review process.

☐ *Step 9.* District completes District Services Plan and returns it to LAFCO.

☐ *Step 10.* County Planning Commission actions, such as tentative parcel map, parcel split, use permit must be completed.

☐ *Step 11.* County transmits final action information on proposal to LAFCO Executive Officer.

☐ *Step 12.* LAFCO Executive Officer completes processing.

☐ *Step 13.* When adequate information and documentation has been received to accept the application as complete, LAFCO Executive Officer issues a Certificate of Filing and sets public hearing date.

☐ *Step 14.* Executive Officer prepares report for recommendations to LAFCO Commission, provided five days prior to hearing.

☐ *Step 15.* LAFCO conducts appropriate hearing on reorganization request and acts on proposal.

Note: LAFCO denial stops proposal.

☐ *Step 16.* If LAFCO approves the proposal, LAFCO then sets a protest hearing (In the case if 100% landowner consent, if certain criteria are met, the protest hearing may be waived). If insufficient protest is received to end the proceeding, or require election, the proposal receives final approval.

☐ *Step 17.* The final payment of County Recorder and State Board of Equalization fees and any other remaining fees are required at the conclusion of the protest hearing if the proposal is approved and all conditions required by the commissions have been met. If sufficient protest is made, the proposal either goes to vote, or is terminated.

☐ *Step 18.* The LAFCO Executive Officer completes a Certificate of Completion once all LAFCO conditions are met.

☐ *Step 19.* Certificate of Completion is recorded at the office of the County Recorder by LAFCO. LAFCO notifies affected agencies of effective date of change.

☐ *Step 20.* LAFCO files a Statement of Boundary Change with State Board of Equalization.

☐ *Step 21.* LAFCO notifies affected agencies of State Board of Equalization filing once complete.

The Yolo County LAFCO Staff encourages the applicant, and any interested city or district representatives to review this process together at a meeting prior to submittal. Arrangement for such a meeting can be made by calling (530) 666-8048 or e-mailing lafco@yolocounty. org

Print Form

Local Agency Formation Commission of Yolo County

625 Court Street, Suite 107, Woodland, CA 95695
Phone (530) 666-8048 Fax (530) 662-7383
lafco@yolocounty.org www.yololafco.org

Notice of Intent to Circulate Petition
Part A1

Government Code §56700.4 - (a) Before circulating any petition for change of organization, the proponent shall file with the Executive Officer a notice of intention that shall include the name and mailing address of the proponent and a written statement, not to exceed 500 words in length, setting forth the reasons for the proposal. The notice shall be signed by a representative of the proponent. (b) After the filing required pursuant to subdivision (a), the petition may be circulated for signatures.

Name:

Address:

Notice is hereby given of the intention to circulate a petition proposing to:

The reason(s) for the proposal are:

Signature:_____ Date:_____

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INSTRUCTIONS FOR PREPARING AN APPLICATION TO LAFCO TO MAKE A CHANGE OF ORGANIZATION TO A DISTRICT
Part B

The applicant is responsible for the submission of the following items for a change of organization to a district:

☐ *Item 1.* A fully completed and signed Petition for Proceedings. The applicant may designate up to three persons to be furnished with copies of appropriate information, Executive Officer's Report and Notice of Hearing. Verification of Signator's authority to sign as, or for, landowner should be included with application (for Partnerships or Corporations a Power of Attorney or other documentation of authority to sign). *Landowner must own a minimum of 5% of assessed value of land only.*

☐ *Item 2.* Five (5) blueline copies of the map showing the effected territory and one (1) full size Mylar map of the territory. The Mylar map shall be a direct print photo Mylar with black lines and 4 millimeters in thickness. The surveyor's signature on the Mylar map shall be original signature and surveyor's stamp is also required on the map.

***Map Format**:* Maps showing territory involved in a LAFCO action are required to use the following format: Size 18" x 26"; a marginal line should be drawn around each sheet, leaving an entire blank margin of 1". The legal description of the affective territory should appear on the map. A signature line and space for LAFCO number should appear on the lower portion of the map. The surveyor's stamp and signature shall also be on the map.

☐ *Item 3.* A legal description of the affected territory, separate of the map, on an 8½" x 11" sheet of paper.

☐ *Item 4.* One (1) reproducible copy (8½" x 11" in size) of the map of the affected territory.

☐ *Item 5.* Eight (8) copies of the required environmental document(s), if LAFCO is not the lead agency.

☐ *Item 6.* The LAFCO fee for proposal (make check payable to the "Yolo LAFCO"). The Yolo County LAFCO Fee Schedule is attached

The applicant will submit the completed application and the required materials to the Executive Officer of the Yolo County Local Agency Formation Commission (LAFCO) 625 Court Street, Suite 107, Woodland, CA 95695.

Government Code and LAFCO polices requires that proposals to reorganize land to a district will be submitted to the affected districts for review. It is advisable, because the LAFCO Commissioners are interested in the districts opinions of proposed annexations and detachments, that the applicant discuss the proposal in advance with the district. Also, as a practical matter, this step will expedite the total process. If the District Service Plan is not part of the original application, LAFCO staff will request the District or Planning Commission to complete it.

Upon receipt, the application will be sent to the Surveyor for verification of the legal description and the map (the applicant should consider contacting the County Surveyor prior to making application). The Assessor and Auditor will be asked to prepare the information for negotiation of the property tax exchange. The agencies involved will be notified of this action. If agreement is not reached within 60 days of the issuance date of the Auditor's report, the application will be terminated. Signed resolutions from the transferring agencies must be provided to the Executive Officers by the 60th day for legal completion. If the transfer agreement is completed, the proposal will be transmitted to the necessary departments and agencies for review and input. When the Executive Officer has received all necessary information, a Certificate of Filing will be issued to the applicant and a Public Hearing date will be set before LAFCO.

Once the proposal is complete all fees are due. The proposal must be filed with a Notice of Completion. This fee will vary with the number of pages to be recorded. The current County Clerk Recorder fee is $8.00 for the first page and $3.00 for each page thereafter. In addition, there may be a fee for confirming the environmental review of the document at LAFCO.

The final fee for completion is for the State Board of Equalization (see attached Fee Schedule). The fee is based on the acreage involved in the proposal and paid with a check payable to the State Board of Equalization.

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PETITION FOR PROCEEDING PURSUANT TO THE CORTESE-KNOX-HERTZBERG LOCAL GOVERNMENT REORGANIZATION ACT OF 2001

Section I

The undersigned hereby petition(s) the Yolo County Local Agency Formation Commission for approval of a proposed change of organization or reorganization, and stipulate(s) as follow:

This proposal is made pursuant to Part 3, Division 2, Title 5 of the California Government Code (commencing with §56000, Cortese-Knox-Hertzberg Local Government Reorganization Act of 2001).

1. Short Title:

2. The specific change(s) of organization proposed is/are:

If other is selected please explain:

3. The boundaries of the territory(ies) included in the proposal are as described in Exhibit(s) attached.

4. The territory(ies) included in the proposal is/are:

5. This proposal is ☐ is not ☐ consistent with the Sphere of Influence of the affected city and/or district(s).

6. The reason(s) for the proposal is/are:

7. The proposal is requested to be made subject to the following terms and conditions:

8. Give a general description of the territory's natural and manmade features:

9. List the Assessor's Parcel Number(s) for the affected parcels in the proposal (use additional sheet if necessary.

10. Provide (separately) mailing labels for all landowners and registered voters within 300' of outside proposal boundary (may provide *WORD/EXCEL* computer disc with label list instead).

11. Have alternatives to this proposal been considered?

○ Yes ○ No If so, please list and explain:

12. Describe the proposed changes in land use for this proposal (if applicable).

13. If a change in land use will occur if the proposal is accepted, what is your expected time-table for the completion of the changes?

14. Is there 100% written landowners consent for this proposal?

○ Yes ○ No (Please attach consent).

15. Name and identify all affected counties, cities, or districts:

16. The following are names of persons (not to exceed three (3) in number) who are to be furnished copies of the Executive Officer's Report, and who are to given Notice of Hearing.

1. Name:
Street:
Other:
City / Zip:
Telephone:
Email:
Date:

2. Name:
Street:
Other:
City / Zip:
Telephone:
Email:
Date:

3. Name:
Street:
Other:
City / Zip:
Telephone:
Email:
Date:

17. Signature for Petition Designee (use addition sheets if needed)

Signature

Print Name

Address

Email:

City/Zip Code

○ Resident Voter

○ Landowner-voter

○ Landowner

Date:

Identify parcels owned by APN

Signature

Print Name

Address

Email:

City/Zip Code

○ Resident Voter

Landowner-voter

○ Landowner

Date:

Identify parcels owned by APN

Signature

Type or Print Name

Address

Email:

City/Zip Code

○ Resident Voter

○ Landowner-voter

○ Landowner

Date:

Identify parcels owned by APN

Attachment J

To: Woodland Public Library Board of Trustees
From: Sandy Briggs, Library Services Director
Date: September 25, 2009
Subject: Report Regarding Follow up Meeting with City Attorney Andy Morris and Mark Deven

Overview

As instructed by Mayor Skip Davies at the conclusion of the September 3, 2009 2 x 2 meeting between City Council and Library Board of Trustees, I met with City Attorney Any Morris and Mark Deven on Tuesday, September 22, 2009 to discuss the possible ballot initiative(s) proposed by City Council and City Manager instead of the attempts at formation of a Special Library District. Mark stated again his unequivocal opposition to the formation of a Special Library District; Andy suggested he did not think is could be successful at any rate based on his experience as attorney for Orange County LAFCO where the trend is toward consolidation versus creation of additional districts. I reiterated Yolo LAFCO's consistent stance, both verbally and in writing, that community self-determination is the key to the decision-making process. I indicated that the Board is fully aware of the City's position and of its legal options, repeating the mantra that I heard in the original meeting—"The Library Board of Trustees is interested in any and all options that would assure the future financial stability of the library."

Having arrived at an obvious impasse, we focused upon the ballot initiative alternatives instead of the Special District. The figure $350,000 surfaced and was repeated throughout the meeting by the City Manager as the potential needed additional revenue to keep the library "whole" (i.e., not sustain additional cuts in light of the looming $2.5 million deficit anticipated for next fiscal year). Andy identified the ballot initiative alternatives described below regardless of the type of tax (utility, sales, property, etc.:

- Super Majority (66%) is the only alternative for a specifically designated tax for a distinct purpose or service that has the force of law. Interestingly, Andy suggested that popular specified purposes tend to garner the most support from a tax weary and distrustful public and so consequently the threshold is higher. The library was the recipient of a designated utility tax up until 2005. The City choose to not seek a renewal of the sun setting assessment in favor of including the library the citywide sales tax assessment in 2006 (Measure E).
- Simple Majority (50% plus one vote) has the greatest chances of passing; however, no simple majority vote can be specifically designated with the force of law. The only alternative in simple majority is a citizen's advisory measure (i.e., shall the City of Woodland ….) I pointed out the difficulty in embracing the concept based upon the library's experience with Measure E—an exact example. I reminded Mark that the library was the recipient of a specified utility tax which was allowed to sunset with no attempt at renewal in order to obtain voter support for Measure E from Library supporters.

Measure E Discussion

Noting our receipt to date of <$300,000 for the exterior renovation despite the voter advisory for the 10,000 SF expansion. We engaged in a fast paced interchange whereby I asserted that we would never see the 14% share of Measure E because of the historical cash pooling and subsequent annual debt service which is being paid by Measure E. Mark asserted that we would build the library expansion—that it was a moral obligation to the voters. I agreed but insisted it was impractical since the project was placed "below the line" in an unfunded capacity and appeared nowhere in the 10-year Capital Budget Plan by which time Measure E would have expired. Mark said he was going to make it happen; I asked how; he said he would remove the City Hall project; I reminded him that City Hall has already been removed and is in the same status as the library so nothing is to be gained. He stated that he is putting the library back in this year; I asked how. As a confidential city matter, he told me he is working with finance for the annual Measure E report to the City Council. Originally scheduled for October, it has been delayed until December in order to obtain more complete financial information. He states that he has identified a "surplus" in the collection

based upon the number of projects moved “below the line,” and that it is his intention return the library expansion to the funded status. I stated frankly that I was more concerned with next year’s survival than the expansion and asked about the possibility of diverting the library’s collection of Measure E to operations. Although he originally seemed neutral and stated that the only barrier was a 4/5 vote of the City Council, he seemed to cool to the idea, raising other potential barriers such as possibly reconvening the Measure E Advisory Board or returning to the voters for a referendum to change the designation from capital to operations.

Relief to Current Economic Threat

The discussion returned to ballot initiatives for $350,000 to augment library budget. There is no possibility of a binding resolution that sets the level of the general fund contribution as City Councils change. However, $350,000 continues to percolate to the top so I anticipate that is the level of cuts being considered for the library for next year. Mark suggested a June 2010 ballot; however, I seriously doubt the feasibility of such a timeline. There are legally specified deadlines that must be met, and Andy is preparing an overview for the Library Board of Trustees regarding ballot possibilities and timelines. I will forward the report as soon as I receive it.

LAFCO

Yolo County Local Agency Formation Commission
625 Court Street, Suite 107, Woodland, CA 95695
(530) 666-8048 (office) (530) 662-7383 (fax)
lafco@yolocounty.org (email) www.yololafco.org (web)

To: Olin Woods, Chair, and Members of the
Yolo County Local Agency Formation Commission

From: Elizabeth Castro Kemper, Executive Officer
Elisa Carvalho, Assistant Executive Officer

Date: September 28, 2009

Subject: Woodland Library Summary Report of Organization Options

Recommended Action

Receive for information an analysis report requested by Woodland Library Board of Trustees on possible alternative structures for the library organization.

Fiscal Impact

None, staff has provided in-house expertise to affected agencies and interested parties concerning options, legal requirements and public considerations.

Reason for Recommended Action

The Yolo LAFCO directed staff to work with the agencies and individuals interested in researching possible alternative structures for the library organization. This report is an update on that project.

Background

Library Services Director Sandy Briggs notified LAFCO staff in May of the Woodland Public Library Board of Trustees interest regarding possible alternative structures for the library organization, including forming a special library district; and, on May 20, 2009, we received a letter from Alain Traig, President of the Woodland Public Library Board of Trustees asking staff to prepare an analysis report outlining the alternatives.

COMMISSIONERS
★ *Public Member* Olin Woods, Chair ★
★ *County Member* Matt Rexroad, Vice Chair ★
★ *City Members* Tom McMasters-Stone, Stephen Souza ★ *County Member* Helen M. Thomson ★
ALTERNATE COMMISSIONERS
★ *Public Member* Robert Ramming ★ *City Member* Skip Davies ★ *County Member* Jim Provenza ★
STAFF
★ *Executive Officer* Elizabeth Castro Kemper ★ *Asst. Executive Officer* Elisa Carvalho ★
★ *Commission Clerk* Terri Tuck ★ *Commission Counsel* Robyn Truitt Drivon ★

The Woodland Public Library is considered a department of the City of Woodland, and as such, is funded by general fund revenues. The latest budget constraints have caused the library board to investigate alternative structures. To this end they contacted the Yolo LAFCO concerning organizational changes.

This summary report outlines the differences between annexation to, or formation of, a library district. It also discusses the differences in financing and property tax allocation. A more in-depth review will be done if the community decides to pursue one of these options. Either process results in the Woodland Library functioning separate from the City of Woodland and eliminates the reliance on the City general fund revenues.

This summary is only meant to provide general information on organizational changes to those interested in the question of the library structure. Detailed financial and structural analysis would have to be done to determine the specific impacts or possible results of any action. In any case, community self-determination is the key attribute and the citizens and their local governments will have to determine the best approach, if any, to pursue.

Library Questions

On August 6, 2009, Yolo County LAFCO staff met with the City of Woodland Library Board of Trustees to provide greater clarification on library organization alternatives. The Trustees were most interested in exploring an independent library district and had questions about how to initiate formation, how an independent Board would be selected, and how the City of Woodland would be involved in the process. In response to these inquiries the following information is provided and incorporated into the attached report.

Independent Library District Question Responses

The Education Code, which is the principal act for independent library districts, and the Cortese-Knox-Hertzberg (CKH) Act, the primary principal government code for LAFCO actions have inconsistent sections relative to formation procedures. However, staff has analyzed the two referenced codes and determined that CKH is the appropriate code to use for the formation process. CKH is the more recently updated code and more consistent and inclusive in public process. LAFCO staff recommends that the Commission follow the CKH process for formation, but include applicable principal act requirements that insure all aspects of both codes are met. This would include the involvement of the City of Woodland, which is not a part of the Education Code.

Under Cortese-Knox-Hertzberg, the formation process would be:

1. The Board of Supervisors would pass a Resolution of Application based on a verified registered voter petition, which is then conveyed to LAFCO for processing. The petition for the proposal shall specify whether the proposed library district shall be governed by a three- or five-member board of trustees and the boundaries of the new district.

2. The Commission at a public hearing and after due consideration will rule on the formation.

3. If formation is approved, a LAFCO protest hearing will be held and a determination for formation or termination will be decided based on the number of protests from registered voters or landowners in the area. An election will be required if the Commission receives protests from between 25 and 50 percent of registered voters or from at least 25 percent of the number of landowners who own at least 25 percent of the assessed value of land. If 50% or more protest, the formation is terminated.

If the proposal is approved, the Board of Supervisors shall appoint the required number of library trustees from the district at large. The trustees shall hold office in four year staggered terms, the first of which will expire after two years. A vacancy in the board of library trustees shall be filled for the unexpired term by appointment of the Board of Supervisors. Each library trustee shall hold office until his or her successor is elected and qualified. An election shall be held biennially in each library district on the same day as the school district election. Any new library district would be responsible for financing its own election. As a comparison, the last election in the City of Davis, which is slightly larger in size to the City of Woodland, cost an estimated $200,000.

To provide the City and other affected agencies a greater opportunity for input and participation, the Commission may also consider referring the proposal to a reorganization committee for study, report, and recommendation. LAFCO may provide for a public hearing and resolution on the matter. The Commission designates the "subject districts" and the maximum number of members to represent each.

Other Agency Involvement

Staff will continue to work with the Woodland library to provide information on potential reorganization options and processes. The attached report will be amended with a detailed description of the formation process, with code references, and posted on the internet as well as provided in hard copy to all requesting parties.

Attachment:

Woodland Library Summary of Organizational Options

cc. Woodland Library Board of Trustees
Sandra Briggs, Woodland Library Librarian
Mark Devon, City Manager, City of Woodland
Patty Wong, Yolo Library District County Librarian
Robyn Drivon, Interim Yolo County Administrator

Woodland Library
Summary of Organization Options

June 22, 2009
Amended September 28, 2009

Issue: Woodland Library Board of Trustees has requested information on possible alternative structures for the library organization.

History:

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

The contract with the Woodland Library was terminated in 1915. Woodland and Yolo County entered into a joint powers agreement in late 1978 to provide consolidated library services. On July 10, 1979, the citizens of Woodland voted to cancel the Joint Powers Agreement between the City and the County for the County operation of the Woodland Library. The measure stated that the City "shall own and operate the [Woodland Library] to the extent permitted by law, without occupancy by financial or other participation or involvement of the County of Yolo." The effective date of cancellation of the Joint Powers Agreement was July 27, 1979. Subsequent to the voters' decision to separate library operations from the County, the citizens of Woodland also authorized Certificates of Participation, which provided lease financing to renovate and expand the Woodland Public Library.

The Yolo County Free Library District and Woodland Public Library continue to be the entities that provide library services in Yolo County.

City of Woodland Library

Built in 1905, the Woodland Public Library is housed in a Carnegie built library. Although previously administered with the Yolo County library district it is currently governed under the State Education Code (Title 1, Division 1, Part 11, Chapter 5, Articles 1-4, Sections 18900-18965): "The public library shall be managed by a board of library trustees, consisting of five members, to be appointed by the mayor... with the consent of the legislative body of the municipality." In this case, the Woodland City Council is the approving legislative body. The Woodland Public Library is structured as a department within the City of Woodland.

Provided Services:

The library includes a collection of fiction and nonfiction books, magazines and newspapers, large print books, local government publications, talking books, DVDs and CDs for public borrowing. The City of Woodland Library also provides children and adult programming activities to support reading and lifelong learning and formal adult literacy program. In addition, personal computers with high speed internet connections are also available, as is wireless access. These are the primary services provided by the city library to the public.

Governing Information:

Library Board members are residents of Woodland serving 3 year terms of which they can serve a second term. Twice a month meetings occur on the first and third Thursdays at 4 p.m. By state law the Library board must meet at least once a month.

The Board oversees the staffing, organization, holdings and management of the library. A volunteer group known as "The Friends of the Woodland Public Library" helps the Woodland Public Library through both volunteer staffing efforts and holding fundraisers.

Financing:

The city council sets the annual budget amount for the library. However, as the administrative board, the Woodland Library Board of Trustees approves and oversees the library budget. (Education Code, Title 1, Division 1, Part 11, Chapter 5, Articles 1-4. Sections 18900-18965).

The primary source of the library operating revenue is city general funds. There are also revenues derived from fines and fees assessed for late returns or damages to collection items. The library also receives state funds through the Public Library Fund. In addition, the Friends of the Library organize fundraisers for additional revenue used primarily for specific programs such as those for children.

Yolo County Free Library District

The District was established on July 12, 1910. As previously described, the Yolo County library district has been combined with Woodland in the past. However, currently the Yolo County Library District has seven library branches located in Davis, West Sacramento, Winters, Clarksburg, Esparto, Knights Landing, and Yolo. The Yolo County Library's Central Administration is located in Woodland. Woodland is the only city in Yolo County outside the Yolo County Library system.

Provided Services:

The Yolo County Library designates three library service level categories: neighborhood, community, and resource level. The service level categories are based on the size of the community population to be served through the year 2020. In this case, calculations will be

based on the (approximate) population within school district boundaries to more accurately represent the service population, especially in unincorporated areas of the county. Neighborhood libraries are the smallest level designation and include the Clarksburg, Knights Landing and Yolo Branches. These libraries will include a service population of up to 5,000. Community libraries are mid-range and include Esparto and Winters. These libraries will include a service population of between 5,000 and 50,000. Resource libraries are the largest level designation and include the branch libraries of Davis and West Sacramento. These libraries will include a service population of over 50,000.

The Library District provides educational materials, programs, and information to the community including collections of fiction and nonfiction books, magazines and newspapers, large print books, local government publications, talking books, DVDs and CDs. Also, personal computers with high speed internet connections are also available, as is wireless access in all the branches. Various programs concerning literacy, children's reading, homework tutoring are provided by grants, library funds and private donations. In addition to general library services, the Library oversees and supports the archive, record, and other community resource services such as the Adult Literacy program and YoloLINK.

Governing Information:

The principal act for the library district is the California Education Code (sections 19400 – 19532). The Library District is a dependent special district. The Yolo County Board of Supervisors (BOS) is the District's governing body and appoints members to the Library Advisory Board, which advises the BOS on library issues. The Library Advisory Board consists of eight representatives: one representative for each of the three participating cities of Davis, West Sacramento, and Winters and one representative for each of the five Supervisor's Districts. The Library Advisory Board meets at 7:00 p.m. on the 2nd Wednesday of every other month at Library Central Services, 226 Buckeye Street, Woodland.

Financing:

The Yolo County Free Library's primary revenue source is a share of the property tax received from within its boundaries. In addition, it receives revenue from the state Public Library Fund, bond revenues, grants, fines and fees and interest earnings. In addition, the Yolo Library is building new libraries in the cities of Winters and West Sacramento. The Davis branch library is currently under renovation. All the construction projects are financed through outside sources of revenue including assessments, grants, development impact fees, state bond money, private and public donations.

Organizational Options

The Woodland Public Library has two primary options to consider for restructuring possibilities: annexation to the Yolo Library District or formation of a new library district. Either alternative provides the opportunity for revenue directly from property tax. In either case the library has

the power to receive bond money and special taxes as approved by voters. They also still receive grants, loans, state Public Library funds and donations. The Board of Supervisors is the governing body for the Yolo County Fee Library District. The City Council would be the governing body for a new library district including just Woodland city limits. In both cases there is a Library Advisory Committee that reports to the governing board. The major difference between these options and the current situation is the property tax revenue sources and the size of the entities.

Annexation

Action:

The Woodland Library could be annexed to the Yolo County Free Library District (Education Code 19401):

"**19401**. The library district may include incorporated or unincorporated territory, or both, in any one or more counties, so long as the territory of the district consists of contiguous parcels and the territory of no city is divided."

However, since the City of Woodland citizens voted in 1979 to be formally separate from the County of Yolo library district it is possible annexation would require another election to void the 1979 vote. This is a legal question that will require additional research if annexation is an option to be pursued.

Process:

The entire city limits of Woodland would be annexed into the county library district. The boundary change would be processed through Government Code 56000 et. al., which is LAFCO law. The Yolo Local Agency Formation Commission (LAFCO) processes the application and oversees the analysis of the request. The Commission determines the approval or denial of the annexation, unless an election is required.

The annexation application can be initiated by a resolution of an affected governmental agency, such as the City Council or Board of Supervisors (Government Code 56654).

The proposal can also be started through (Government Code 56864):

1. a petition of not less than 25% of registered voters within the annexation area,
2. a petition of not less than 25% of the number of landowners owning land within the territory proposed to be annexed who also own not less than 25% of the assessed value of land in the annexation area.

The application would require a map and legal description of the annexation area, in this case the entire City of Woodland. LAFCO staff processes the request for annexation provides research, analysis and a report to the Commission with recommendations for action at a public hearing. The Commission then determines approval, denial or approval with conditions. If approved, the LAFCO Commission will then hold a protest public hearing.

If sufficient written protest is received at the protest hearing, (more than 25% and less than 50% from registered voters or landowners) the Yolo LAFCO will call an election. If Yolo LAFCO receives 50% or more written protest from registered voters or landowners at the protest hearing the proposal is automatically terminated.

Fiscal Aspects

Property tax negotiations would occur between the City and County to determine any property tax allocated to the Yolo County library for the Woodland area. There would be no new property tax added to the existing rate. A portion of the property tax for the existing entities (in this case the city and county) would have to be reapportioned to a lower percentage so that the new share for the library could be included. There is no requirement that any property tax be exchanged between the city and the county for this annexation. If no agreement can be approved between the two entities, the application is terminated. If an agreement is approved but does not provide sufficient revenue to maintain a Woodland Library the Yolo LAFCO would have to consider that fiscal aspect in their deliberations. If an annexation were successful, the Yolo County Library would have the ability to identify a larger branch area of interest for bonds, loans and assessments based on the direct benefit to the area.

At the time any election is held for the annexation, the question of additional revenue, either through bonds, assessments or other revenue could be included on the ballot. The success of the annexation could be tied to the success of new revenue approval.

Formation

Action:

Application can be made to form a free library district including the same boundaries as the existing city limits.

Process:

A petition to form a new district must be signed by 5% of registered voters equal to 5% of the voters casting votes at the last election for governor within the proposed district. The petition must designate if the district will be governed by a 3 or 5 member Board of Trustees and provide the proposed boundaries of the new district in a map with a legal description. The petition is then presented to the Yolo LAFCO for analysis and determinations.

After receipt by the Yolo LAFCO the application is processed and analysis is prepared for the Commission. At a noticed public hearing the Commission receives public input and determines the approval, denial or modification of the proposal. If approved, the Commission adopts terms and conditions and sets a conducting authority public hearing to receive written protest.

At the protest hearing if written protest is received that is:

- more than 50% protest is received from either the majority of landowners owning 50% of the assessed value or 50% of the registered voters, the proposal is ended;
- if between 25% and 50% of the landowners or registered voters protest the formation an election will be called;
- if less than 25% written protest the district can be formed without an election.

Fiscal Aspects

As set in Government Code section 56810 (a)(2) the Yolo LAFCO commission will determine the amount of property tax to be exchanged by the affected agency to the new district. The determination is made by formula outlined in government code section 56810. et. al. and calculated by the county auditor. In this process there is no negotiation of property tax shares, it is determined by the formula outlined in the government code. In addition, the Commission must determine a provisional appropriations limit as required by section 7902.7 and Article XIIIB of the California Constitution. (Attachment 1)

At the time any election is held for the formation, the question of additional revenue, either through bonds, assessments or other revenue could be included on the ballot.

Code Consistency Aspects

The Education Code, which is the principal act for independent library districts, and the Cortese-Knox-Hertzberg (CKH) Act, the primary principal government code for LAFCO actions have inconsistent sections relative to formation procedures. However, staff has analyzed the two referenced codes and determined that CKH is the appropriate code to use for the formation process. CKH is the more recently updated code and more consistent and inclusive in public process. LAFCO staff recommends that the Commission follow the CKH process for formation, but include applicable principal act requirements that insure all aspects of both codes are met. This would include the involvement of the City of Woodland, which is not a part of the Education Code.

Under Cortese-Knox-Hertzberg, the formation process would be:

1. The Board of Supervisors would pass a Resolution of Application based on a verified registered voter petition, which is then conveyed to LAFCO for processing. The petition for the proposal shall specify whether the proposed library district shall be governed by a three- or five-member board of trustees and the boundaries of the new district.

2. The Commission at a public hearing and after due consideration will rule on the formation.

3. If formation is approved, a LAFCO protest hearing will be held and a determination for formation or termination will be decided based on the number of protests from registered voters or landowners in the area. An election will be required if the Commission receives protests from between 25 and 50 percent of registered voters or from at least 25 percent of the number of landowners who own at least 25 percent of the assessed value of land. If 50% or more protest, the formation is terminated.

If the proposal is approved, the Board of Supervisors shall appoint the required number of library trustees from the district at large. The trustees shall hold office in four year staggered terms, the first of which will expire after two years. A vacancy in the board of library trustees shall be filled for the unexpired term by appointment of the Board of Supervisors. Each library trustee shall hold office until his or her successor is elected and qualified. An election shall be held biennially in each library district on the same day as the school district election. Any new library district would be responsible for financing its own election. As a comparison, the last election in the City of Davis, which is slightly larger in size to the City of Woodland, cost an estimated $200,000.

To provide the City and other affected agencies a greater opportunity for input and participation, the Commission may also consider referring the proposal to a reorganization committee for study, report, and recommendation. LAFCO may provide for a public hearing and resolution on the matter. The Commission designates the "subject districts" and the maximum number of members to represent each.

Conclusion

This summary report outlines the differences between annexation to, or formation of, a library district. A more in-depth review will be done if the community decides to pursue one of these options. Either process results in the Woodland Library functioning separate from the City of Woodland and eliminates the reliance on the City general fund revenues. On the other hand, the library would then be responsible solely for its own functions without the support of the city. If annexation occurs, the Woodland library would most likely become a branch of the Yolo County Library District and, although managed as a distinct section, would be a part of a larger whole. In either situation, the Woodland library entity would only be affected by library revenues, requirements and concerns, which could be prioritized accordingly.

There are positive and negative aspects to each action. There would be definite economies of scale that could improve the situation of the Woodland Library, if annexed to the Yolo County Library District. However, the formula used for a specific allocation of property tax to a new district is a positive fiscal aspect of formation. There is also the option of maintaining the status quo and remaining a department of the City of Woodland.

This summary is only meant to provide general considerations to those interested in the question of the library structure. Detailed financial and structural review would have to be done to determine the specific impacts or possible results of any action. In any case, community self-determination is the key attribute and the citizens and their local governments will have to determine the best approach, if any, to pursue.

References:

City of Woodland library website, Yolo County Free Library District Municipal Service Review and Sphere of Influence Study, Yolo County Free Library District website, Cortese-Knox-Hertzberg Local Reorganization Act of 2000, California Education Code, LAFCO procedures guide (San Diego LAFCO).

Attachment L

From: Sandra Briggs
Sent: Tuesday, September 29, 2009 4:39 PM
To: 'Alain Traig'
Subject: Update on LAFCO and forward of information from Elisa Carvalho (attachment and bottom)

To: Woodland Public Library Board of Trustees
From: Sandy Briggs, Library Services Director
Date: September 29, 2009
Subject: Issues Related to Formation of Library Services District

Overview

Yolo LAFCO met on Monday, September 28, 2009 where they considered the report previously prepared by LAFCO staff regarding Special District options for Woodland Public Library. I have obtained the cover letter and the updated report that was presented and will provide you with copies.

Although no library staff or board member was present, I understand through inquiry to LAFCO staff that Mayor Skip Davies served in his capacity as alternate in the absence of City Council Member Tom McMasters-Stone. Not surprisingly, Mayor Davies expressed his previously stated concerns, reiterating the threat to the City of Woodland resulting from loss of property tax revenue to the commission.

Answer to Question Related to Appointment/ Election Process for Special Library Board Members Raised at August 6, 2009 meeting

The following is taken directly from the cover letter dated September 28, 2009 to LAFCO (p. 2):

Library Questions

On August 6, 2009, Yolo County LAFCO staff met with the City of Woodland Library Board of Trustees to provide greater clarification on library organization alternatives. The Trustees were most interested in exploring an independent library district and had questions about how to initiate formation, how an independent Board would be selected, and how the City of Woodland would be involved in the process. In response to these inquiries the following information is provided and incorporated into the attached report.

Independent Library District Question Responses

The Education Code, which is the principal act for independent library districts, and the Cortese-Knox-Hertzberg (CKH) Act, the primary principal government code for LAFCO actions have inconsistent sections relative to formation procedures. However, staff has analyzed the two referenced codes and determined that CKH is the appropriate code to use for the formation process. CKH is the more recently updated code and more consistent and inclusive in public process. LAFCO staff recommends that the Commission follow the CKH process for formation, but include applicable principal act requirements that insure all aspects of both codes are met. This would include the involvement of the City of Woodland, which is not a part of the Education Code.

Under Cortese-Knox-Hertzberg, the formation process would be:

1. *The Board of Supervisors would pass a Resolution of Application based on a verified registered voter petition, which is then conveyed to LAFCO for processing. The petition for the proposal shall specify*

whether the proposed library district shall be governed by a three- or five-member board of trustees and the boundaries of the new district.

2. The Commission at a public hearing and after due consideration will rule on the formation.

3. If formation is approved, a LAFCO protest hearing will be held and a determination for formation or termination will be decided based on the number of protests from registered voters or landowners in the area. An election will be required if the Commission receives protests from between 25 and 50 percent of registered voters or from at least 25 percent of the number of landowners who own at least 25 percent of the assessed value of land. If 50% or more protest, the formation is terminated.

If the proposal is approved, the Board of Supervisors shall appoint the required number of library trustees from the district at large. The trustees shall hold office in four year staggered terms, the first of which will expire after two years. A vacancy in the board of library trustees shall be filled for the unexpired term by appointment of the Board of Supervisors. Each library trustee shall hold office until his or her successor is elected and qualified. An election shall be held biennially in each library district on the same day as the school district election. Any new library district would be responsible for financing its own election. As a comparison, the last election in the City of Davis, which is slightly larger in size to the City of Woodland, cost an estimated $200,000.
To provide the City and other affected agencies a greater opportunity for input and participation, the Commission may also consider referring the proposal to a reorganization committee for study, report, and recommendation. LAFCO may provide for a public hearing and resolution on the matter. The Commission designates the "subject districts" and the maximum number of members to represent each.

Clarification Provided by LAFCO Assistant Executive Officer Elisa Carvalho

The election cost estimate of $200,000 would hold for the initial election of library trustees and any subsequent election. Although many special districts never hold elections because there is no opposition or competition, it is no guarantee. For example, Esparto Community Services District will be holding an unprecedented election. The reality is there is no predicting the actual frequency of a special district election. However, by law, it could be a biennial expense of $200,000. I confirmed the estimate independently with Freddie Oakley, Yolo County Elections Clerk Recorder.

Process

The application process requirements resulting from both Education Code and Cortese-Knox-Hertzberg (CKH) Act have been outlined previously. For clarification, the protest hearing is applicable only if the application is approved. If the application is denied, the decision holds, and there is a one-year waiting period before a new application may be filed.

From: Elisa Carvalho [mailto:Elisa.Carvalho@yolocounty.org]
Sent: Tuesday, September 29, 2009 12:52 PM
To: Sandra Briggs

Cc: Elizabeth Kemper
Subject: Library Memo and Summary

Sandy,

Per your request I have attached the most recent Woodland Library Memo and Study that went to our Commission on Monday and the email from the Contra Costa LAFCO Executive Officer discussing their experience with potential library district formation. As you'll see in the email attachment, the entities seeking to be made independent library districts were indeed cities. The EO also provided some contacts and other information you might find useful.

Additionally, I highlighted a couple of sections in the Commission memo and library summary that pertain to the additional information we just discussed over the phone. In the summary, the additional information can be found under the section titled: "Code Consistency Aspects", which is *under* the "Formation" section.

Let me know if you have any questions.

Best Regards,

Elisa Carvalho
Yolo County Local Agency Formation Commission
Assistant Executive Officer
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Woodland, CA 95695
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MEMORANDUM

ATTORNEY WORK PRODUCT
ATTORNEY-CLIENT PRIVILEGE

TO: Sandy Briggs, Library Services Director, City of Woodland

FROM: Best Best & Krieger LLP

DATE: November 16, 2009

RE: Library Funding Options

BACKGROUND INFORMATION

The City of Woodland is currently evaluating its options for raising revenue for the Woodland Public Library. As a municipal library, the library is operated by an appointed board of trustees. However, funding for the library comes out of the City's general fund, with the board having no control over the amount of funding allocated. In light of the current economic climate, the City has reduced library funding. To ensure the City's library remains a valuable resource for City residents, the City is evaluating its options for increasing library funding.

QUESTION PRESENTED

What revenue measures may be enacted to increase library funding?

BRIEF ANSWER

Generally, there are three types of revenue measures that the City could implement: a general tax, special tax, or a general obligation bond. Imposing or increasing general or special taxes requires voter approval, as does issuing a general obligation bond. Specifically, all general taxes must be approved by 50% of the voters while special taxes require a two-thirds vote. The specific types of general or special taxes the City could impose are discussed below. Although assessments are an alternative means of generating revenue for public facilities, it is unlikely that an assessment district could be created to fund the library.

ANALYSIS

FREE USE OF MUNICIPAL LIBRARIES

As an initial matter, municipal libraries are subject to special rules that prevent the City from imposing user fees on patrons to fund library services. In light of the public nature of municipal libraries, Education Code section 18960 requires that municipal libraries remain free to "inhabitants and nonresident taxpayers." Unless a patron violates a library rule or regulation, he or she may not be charged for using library services. Accordingly, the City cannot simply impose a user fee to increase library funding.

PROP. 218 REQUIREMENTS

A. General and Special Taxes.

Before examining specific types of available funding mechanisms, it is important to note the substantive and procedural limitations imposed by Proposition 218. Among other things, Prop. 218 limits the power of local governments to impose taxes, which are classified as either general or special. (Cal. Const., article XIIIC, §§ 1-2.) Prop. 218 distinguishes between a general and special tax based on the purposes for which the revenue raised will be used. A general tax funds "general governmental purposes." (Cal. Const., article XIIIC, § 1(a).) By contrast, revenue from a special tax supports "specific purposes." (Cal. Const., article XIIIC, § 1(d); See Government Code, § 53717 [authorizing cities to impose special taxes consistent with Prop. 218 for library services].)

Prop. 218 imposes unique procedural requirements on the enactment of general and special taxes. General taxes must be approved by a two-thirds vote of the City Council and a majority vote of the voters. An election on a general tax must be consolidated with the regularly scheduled general election for City Council members unless the City Council unanimously declares an emergency.

Special taxes must be approved by a majority of the Council and a two-thirds majority of the electorate. (Government Code, § 53724.) An election regarding a special tax may be consolidated with a general, primary or regularly scheduled local election. However, the election may also be held on any other date permitted by law. In this case, the City must pay for the cost of the election.

These different voter thresholds create challenges for local agencies. On one hand, it is numerically easier to obtain a simple majority vote. On the other hand, it may be easier to generate sufficient public support for a special tax as voters can identify with a clearly identifiable purpose for the levy (i.e., public safety, a library or a sports arena). To avoid this problem, local governments sometimes utilize the "Measure A and B" approach. In this case, the local agency places two measures before the voters: Measure A – a general tax and Measure B – an advisory measure requesting the local legislative body use funds raised by Measure A for a specific purpose. As you may remember, Sacramento County recently used this approach in its attempt to secure funding for a new Sacramento Kings arena.[1] It is important to remember that while this approach may help garner voter support, the advisory measure is not legally binding. Even if the City passed a general tax increase with a corresponding advisory measure requesting that funds be used for the library, a future City Council could decide that funds should be allocated differently.

B. Assessments.

Prop. 218 also constrains local governments' ability to impose special assessments. (Cal. Const., article XIIID, § 2.) An assessment is defined as "any levy or charge upon real property by an agency for a special benefit conferred upon the real property." To qualify as a special benefit, the property must receive a benefit from the service being funded that is above and beyond the general benefits conferred on all property within the City or to the public at large. (Cal. Const., article XIIID, § 2(i).)

The California Supreme Court recently clarified what qualifies as a "special benefit" under Prop. 218. In *Silicon Valley Taxpayers Association v. Santa Clara County Open Space Authority* (2008) 44 Cal.4th 431, the court considered whether an "open space" assessment complied with Prop. 218. The court concluded that it did not, in part, because the assessment did not provide a special benefit to the assessed parcels. The benefits of the assessment, namely preserving open space and corresponding recreational and qualify of life benefits, were benefits enjoyed by the public at large and not special benefits accruing to the assessed parcels.

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[1] These measures were known as Measure Q and R. (See http://www.smartvoter.org/2006/11/07/ca/sac/meas/.) While the measures were soundly defeated in that case, the underlying approach is still valid.

In the present case, an assessment is probably not a viable potential revenue source for the library. The benefit from the library received by the parcels that would be subject to the assessment is most likely not any different from the general benefit received by all parcels within the City or by the general public. While not necessarily legal support for the conclusion that library services may not be funded by an assessment, a California Library Association fact-sheet regarding 2004 library-related local ballot measures identified a number of proposed tax increases to fund library services but not a single proposed assessment for these purposes.[2] In fact, two of the proposed taxes were parcel taxes designed to replace expiring assessments.[3] This is likely due to the issues identified above. Accordingly, the City would most likely be limited to imposing a general or special tax to fund library services.

POTENTIAL REVENUE SOURCES

In light of the constraints noted above, below is a discussion of each of the potential revenue measures the City may consider enacting to support the library. Unless otherwise noted, each of the following measures could be imposed as a general or special tax.

A. Transactions and Use Tax (Sales Tax).

A transactions and use tax is a tax that increases the sales tax within the City. There are actually two components to sales tax. The first is the standard state sales and use tax. This is currently 8.25%, .75% of which the City receives. The second is a local transactions and use tax.[4] Under the auspices of a special statute that applies only to Woodland, the City currently imposes a .50% transactions and use tax. (See Revenue and Taxation Code, § 7286.52.) The City could increase the transactions and use tax in .25% increments up to 2% total. (See Revenue & Taxation Code, §§ 7251.1, 7262.3.) Accordingly, the City could increase the transactions and use tax up to an additional 1.5% to fund the library.

B. Utility Users Tax.

The City may impose a tax on utilities such as gas, electricity, telephone, water and cable television. (Government Code, § 37100.5.) This tax is actually paid by the utility customer and may be targeted at specific types of utilities or levied on all utilities (i.e., telephone, electricity or both).

C. Transient Occupancy Tax.

The City may tax a person staying thirty (30) days or less in hotels, motels and similar lodgings, including mobile homes. (Revenue and Taxation Code, § 7280 *et seq*.) Although the tax is collected by the operator, the tax is imposed on the guest.

D. Parcel Tax.

The City may levy a parcel tax to support the library. A parcel tax is an annual tax which is based on either a flat per parcel rate or rate which varies depending on use or size and/or number of units on each parcel.

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[2] See http://www.cla-net.org/events/newsletter/oct04_measures.php. However, one of the measures was related to an assessment to pay for bonds used to finance library facilities under the state Library Bond Act of 2000. This would not be applicable in the present case. Similarly, the Mello-Roos Community Facility District Act of 1982 allows community facility districts ("CFD") to provide library services if a special tax is approved by the district's voters. (Government Code, § 53313(c).) It is important to note that the City could not form a CFD to provide library services at their current level. CFDs may not be formed to supplant services that are already provided to the district. (Government Code, § 53313.)

[3] These were Measure X in the City of Sacramento and Measure S in San Jose. (See http://www.cla-net.org/events/newsletter/oct04_measures.php.)

[4] Please note that a transactions and use tax is actually calculated slightly differently from a sales and use tax. Basically, the jurisdiction where the sale took place always receives the sales and use tax. However, the jurisdiction where the goods are delivered to the customer receives the transaction and use tax.

(See Government Code, § 53087.4.) Prop. 218 most likely requires that a parcel tax be adopted as a special tax. (Cal. Const., article XIIID, § 3.)

E. Business License Tax.

The City could impose a business license tax on businesses operating within the City. (Gov. Code, § 37101; Bus. & Prof. Code, §§ 16000 *et seq*.) A business license tax is different from a business license fee. A fee compensates the City for its costs of issuing and administering a business license program and is not intended to raise revenue for the City. A business license tax is imposed to raise revenue. Currently, the City's municipal code authorizes the City to impose both business license fees and taxes. (See WMC, §§ 13-1-7; 13-1-15.) While it is not entirely clear, it appears that the City currently imposes a combined business license fee and tax. The applicable business "fee" for most businesses increases as the number of employees or amount of annual revenue increases. For example, the City currently imposes a $52 per year fee on retail businesses within $100,000 or less in annual gross sales and $762 per year for retail businesses with sales of $4,000,001 or more. Under the definitions noted above, any portion of the applicable fee for each that exceeded the City's actual cost of administering the business license program would be a business license "tax." As it seems unlikely that the City's actual costs of administering the business license program for large retailers are $710 more than for small retailers, the City is likely currently imposing a business license tax. The City could increase this tax to generate revenue for the library.

F. Municipal Occupations Tax.

While the City may not levy an income or payroll tax, it may levy a tax upon employees measured by their gross income received within the City. (See Revenue & Taxation Code, § 17041.5.) If the City decides to impose this tax, it must ensure that the tax does not discriminate against non-residents. (Government Code, § 50026.) The tax should also not be graduated or allow deductions typical of an income tax. (*Weekes v. City of Oakland* (1978) 21 Cal.3d 386.)

In *Weekes*, the city imposed a "business license fee" that required all employees to pay one percent of all income earned in the city in excess of $1,625 per quarter with a credit for self-employed persons paying the traditional business license tax imposed on businesses within the city. The court determined that the tax was not an income tax but a valid municipal occupations tax. Essentially, the court concluded it was similar to a traditional business license tax. Instead of taxing businesses based on their gross receipts, the city taxed employees based on their gross income. The "business license fee" was a valid tax on the privilege of working within the city.

These types of taxes are relatively rare. Traditional business license taxes are much more common. However, the City could at least theoretically impose a municipal occupations tax.

G. Development Tax.

The City could levy a development tax. This is a tax on the privilege or activity of development and/or the availability or use of municipal services. The tax is generally imposed only on new construction. The tax rate is generally based on number of units, number of bedrooms or square footage.

It is important to remember that a development tax is different from a development impact fee. These fees are generally imposed to fund the cost of City infrastructure and services that the proposed development will require. (See *Centex Real Estate Corp. v. City of Vallejo* (1993) 19 Cal.App.4th 1358, 1364.) By contrast, a development tax is a tax on the privilege of allowing development to raise general revenue for the City. (*Centex*, at p. 1364.) For example, in *Centex*, the city imposed a development tax of $3,000 per residential unit and $.30 per square foot for nonresidential properties. The city also imposed various development impact fees. The court noted that the development tax was separate and distinct from the development impact fees.

As with municipal occupations taxes, development taxes are relatively rare. In light of the current real estate market, the City may face stiff opposition to any measure that taxes the cost of development. However, the City is empowered to levy this type of tax and revenue from it could be used to fund the library.

H. Other Excise Tax.

The City may also impose almost any other excise tax. An excise tax is essentially any tax, except a poll or property tax. The distinguishing feature of an excise tax is that the obligation to pay the tax is based upon the voluntary action of the person taxed in performing the act, enjoying the privilege or engaging in the occupation which is the subject to the tax. (See *Pesola v. City of Los Angeles* (1975) 54 Cal.App.3d 479.)

Accordingly, an excise tax is not a specific type of tax but a category of taxes. Sales and use taxes, business license taxes, utility user taxes, transient occupancy taxes, and development taxes are all types of excise taxes. For example, a development tax is an excise tax because the developer is required to pay the tax based on his or her voluntary decision to develop property. In addition, one relatively common type of excise tax not specifically discussed above is an admissions tax. An admissions tax is a tax imposed on consumers for the privilege of attending a show, performance, display or exhibition. The tax rate is generally based on either a flat rate per ticket, a percentage of the admission price, or on a sliding scale. Generally, the tax is included in the price of the ticket, collected by the ticket seller and remitted by the seller to the City.

CONCLUSION

We hope this memorandum has been helpful in explaining the various types of potential revenue measures the City could enact to fund library services. Please let us know if you have any questions or need any further assistance.

ANDY MORRIS
JOSH NELSON

From: Mark Deven
Sent: Monday, November 30, 2009 12:04 PM
To: Sandra Briggs
Subject: RE: Library funding options

Sandy

Please see my response below. In short, we will discuss funding measures in general a bit this afternoon and in more detail on December 15 when I provide a Status Report on our Fiscal Situation.

Mark G. Deven
City Manager
City of Woodland
ph. (530)661-5800
fax (530)661-5813
mark.deven@cityofwoodland.org

From: Sandra Briggs
Sent: Monday, November 30, 2009 11:40 AM
To: Mark Deven
Subject: FW: Library funding options

Hi Mark,
The Library Board reviewed Andy's memo at the November 19, 2009 meeting. The Board expressed confusion regarding next steps as they believed this was a request originating from the mayor at the 2 x 2 meeting for a city-supported action. The Board specifically asked me to follow up on the following:

1) Did you and the City Council also receive the communication? **No.**
2) What do you and/or the City Council recommend as next step? **At this point there is not a recommendation; however, more discussion of funding options is intended to generate a recommendation as part of the FY 2010-11 budget issues.**
3) Is a local voter approved measure an option to enhance the library's budget? If so, when? **This would need to be clarified with Andy and will be part of the report on fiscal matters.**
4) What is the next step? Who is responsible? What is the timeline? **Again, this will be in the fiscal issues report.**

I meet with the Board again on Thursday, December 3, 2009. Thank you for any clarification that I may provide. **Let's discuss how to present the above information to the Board. I was not aware of Andy's report. This is the first I have seen of it.**
Regards,
Sandy Briggs, Library Services Director
Woodland Public Library
250 First Street
Woodland, CA 95695
(530) 661-5984
sandra.briggs@cityofwoodland.org

From: Andrew Morris
Sent: Saturday, November 14, 2009 12:20 AM
To: Sandra Briggs
Cc: Andrew Morris; Joshua Nelson
Subject: Library funding options

Sandy,

Here is the memo you requested regarding options for funding the library. I'm afraid that we haven't any particularly good news. An assessment is probably not possible because of Prop. 218, so you're left with a variety of taxes. As we've

discussed, most taxes can either be a general tax and a special tax. The former is easier to pass but cannot be formally earmarked for the library, while the latter is much more difficult to pass but can be earmarked. Because there are so many different kinds of taxes, if the City were to consider a tax, careful consideration would need to be given to which type would be most likely to win voter support.

Please give me a call with any questions. 916.551.2836

Andy

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Slide 1

Woodland Public Library: The Future

OPTIONS AND ALTERNATIVES

JANUARY 11, 2010

Slide 2

Option 1: Wait and See: Do Nothing

Pros	Cons
• Easiest • Does not "rock the boat" • Retains best possible relationship with City • Possibility of relief from temporary tax measure in November	• Track record/past experience • Past recommendations (20 hours per week) $650,000 annual budget • Continued reductions to unsustainable level • Uncertainty. Lack of stability

Slide 3

Option 2: Repeat Last Year's Strategy Minimize Cuts by Mobilizing Community

Pros	Cons
• Doable • Past track record of effectiveness • Realistic expectation of community support • Show of support is heartening • Election Year	• Unpredictable • Labor intensive • Short term solution • Risk of "boy who cried wolf" • Added component of "Your City: Your Voice" strategy will change dynamic

Slide 4

Option 3: LAFCO Special District Annexation

Pros	Cons
• Seemingly positive initial response from LAFCO Board members • BoS history of strong support of libraries • Removed from highly volatile annual funding cycle of City • Less confusing for patrons • Perceived economies of scale	• Political opposition • Allocation not set by formula but negotiated by County & City • Legal barrier resulting from 1979 Measure A • Libraries have different catalogs, couriers, and processes/procedures

NOT POSSIBLE COUNTY ALL LOCAL SPECIAL DISTRICT STATES AND REVERT OF GENERAL AND LIBRARIES

Slide 5

Option 4: LAFCO: Formation of Special District

Pros	Cons
• Removed from highly volatile annual funding cycle of City • Allocation legally set by formula (higher) • Independent • Able to raise money via voter approved measures	• Political opposition • Uncertainty of LAFCO approval: tremendous public support necessary • Allocation not to exceed previous years budget • Election costs for Board • Need to set up administrative and technical systems

Slide 6

Option 5: Petition City to Contract with County for Administrative Operations for Limited Time

Pros	Cons
• Temporarily eliminate Director position • Have allocation set for period of contract • Support of colleagues • Economies of scale in purchasing	• Legal barrier resulting from 1979 Measure A • Libraries have different catalogs, couriers, and processes/procedures . Need for massive change or costly & confusing parallel systems. • Requires consent of County, County Librarian and City–County require revenue neutral or make money. • Loss of local control • Uncertainty of impact to Board

Slide 7

Option 6: Petition City to Contract with SPL for Administrative Operations for Limited Time

Pros	Cons
• Temporarily eliminate Director position • Have allocation set for period of contract • Support of colleagues • Already share catalog, courier and many processes • Precedent for technology partnership with Sutter • Economies of scale in purchasing	• Requires consent of SPL and City. SPL would require revenue neutral or make money. • Negotiations could be lengthy • Loss of local control • Uncertainty of impact to Board

Slide 8

Option 7: City Reorganization Combining Recreation and Library into Community Services Department

Pros	Cons
• Similarity of mission • Potential for library outlet in South area • Support of City Manager • Eliminate senior level director position • Pooled support	• Eliminate senior level director position 1. No voice at the table 2. Loss of Board control & authority 3. Shared cost of higher salaried position • Combination of most vulnerable rarely strengthens either • Potential dilution of library mission

Slide 9

Option 8: Contract/Outsource with Private Provider (LSSI)

Pros	Cons
• Provider assumes responsibility for all operations. With exception of director, complete new staffing at reduced costs. • Reportedly cheaper • Clean plate…	• All staff (except director) are laid off • Unclear relationship with Board and City • RFP process may be lengthy • Likely to garner high level of opposition

From: Andrew Morris
Sent: Wednesday, February 03, 2010 9:29 AM
To: Sandra Briggs; Douglas Olander
Cc: Mark Deven; Andrew Morris; Sarah R. Kleinberg
Subject: RE: Independent Library District funding - property tax estimates

Sandy and Doug,

In response to your emails indicating that there are special tax statutes for library districts, I've just discovered that library districts are governed by Sections 19400-19532 of the California Education Code. There are a few provisions in that group of statutes that deal with taxes, but they're a bit unusual. Section 19470 requires the board of trustees of the district to provide the County with an annual written estimate of the funding the library district needs for the year. Section 19473 apparently calls for the full amount of that funding to be collected on the tax roll and collected like other property taxes are collected. That's basically all there is.

It's a remarkable system if this is how it's still working, because it would appear on its face that a library district can essentially demand any amount of funding and it just gets added to the tax roll. It's not clear how this squares with the provisions in Rev & Tax Code Section 99 or Government Code Section 56810, because those statutes contemplate an allocation of the existing tax base, and the Education Code provisions seem to call for entirely new property taxes to be imposed to fund library districts.

The quickest and most direct way to sort through this tangle would be for someone to contact an existing independent library district and ascertain the particulars of how it's funded.

Andy

From: Sandra Briggs [mailto:Sandra.Briggs@cityofwoodland.org]
Sent: Wednesday, February 03, 2010 9:20 AM
To: Douglas Olander
Cc: Mark Deven; Andrew Morris
Subject: RE: Independent Library District funding - property tax estimates
Hi Doug,
City Manager Mark Deven suggested we coordinate our communication. Consequently, I am forwarding your question to City Attorney Andrew Morris. Thank you.
Regards,
Sandy Briggs, Library Services Director
Woodland Public Library
250 First Street
Woodland, CA 95695
(530) 661-5984
sandra.briggs@cityofwoodland.org

From: Douglas Olander [mailto:Douglas.Olander@yolocounty.org]
Sent: Wednesday, February 03, 2010 9:05 AM
To: Sandra Briggs
Subject: RE: Independent Library District funding - property tax estimates
Sandy:

When you and I spoke last week, you mentioned a specific code that establishes the rate for the formation of a new independent library district. The only code that I have been made aware of is Government Code section 56810. Is there another code that is applicable in this case?
Douglas K. Olander, CPA
Manager – Cost, Tax, Treasury
Yolo County Auditor-Controller
And Treasurer-Tax Collector

(530) 666-8158

From: Sandra Briggs [mailto:Sandra.Briggs@cityofwoodland.org]
Sent: Wednesday, January 27, 2010 11:31 AM
To: Elisa Carvalho
Cc: Douglas Olander
Subject: RE: Independent Library District funding - property tax estimates

Hi Doug,
Many thanks to Elisa for providing your contact information. The Board of Trustees for the Woodland Public Library is very anxious to obtain the actual property tax allocation figures for an independent library district. I left a voice mail as well. Please contact me at your earliest convenience at 661-6984 or sandra.briggs@cityofwoodland.org.
Regards,
Sandy Briggs, Library Services Director
Woodland Public Library
250 First Street
Woodland, CA 95695
(530) 661-5984
sandra.briggs@cityofwoodland.org

From: Elisa Carvalho [mailto:Elisa.Carvalho@yolocounty.org]
Sent: Wednesday, January 27, 2010 10:18 AM
To: Sandra Briggs
Cc: Douglas Olander
Subject: Independent Library District funding - property tax estimates

Hi Sandy,

Please contact Doug Olander in the Yolo County Auditor-Controller/Treasurer Tax Collector Office for information about property tax allocation figures for an independent library district. Doug's extension is 8158 and his email address is Douglas.Olander@yolocounty.org.

I am available to answer any questions you may have about Library reorganization options.

Regards,

Elisa Carvalho
Yolo County Local Agency Formation Commission
Assistant Executive Officer
625 Court Street, Room 107
Woodland, CA 95695
530-666-8058
elisa.carvalho@yolocounty.org

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OPTIONS FOR LIBRARY SERVICE IN CALIFORNIA GENERAL LAW CITIES

Cy Silver, Consultant,
California State Library, November 1994

Introduction:

A California general law city has three basic options for organizing and operating public library service:

1. Being served by the County Free Library.

2. Establishing a municipal library, to be administered either by a Board of Library Trustees as a department of city government, or by contract with some other jurisdiction administering a library.

3. Establishing a library district independent of city or county government, with its own separately elected Board of Library Trustees.

Each of those options has specified funding sources available to underwrite the library's operating budget.

Those three options, with their principal funding sources, are described below. Following them is a description of other funding sources available.

A. OPTIONS FOR ORGANIZING GENERAL LAW CITY PUBLIC LIBRARY SERVICE.

1. County Free Library Law (Education Code Sections 19100-19180)

This is the organizational method used to serve approximately three-fourths of all California cities. The County Free Library is established under the Board of Supervisors to serve all areas that are not otherwise taxed for free library service (typically, pre-existing areas would be served by independent city libraries).

Most of the existing county libraries had a dedicated tax rate prior to Prop. 13, and retain their prorata share of that rate.

Several county libraries in rural counties did not levy a tax rate, have no dedicated tax base, and are primarily funded from the county general fund. With the State seen as not adequately funding the costs of mandated health, welfare and justice programs, such rural counties turn to the library as one of the general fund departments whose budget can be reduced so as to cover cost of the mandates.

In attempting to compensate for such reduction, in many such general fund rural counties, cities with branch libraries operated by the county library may contribute city funds to the county to enable the local branch library to remain in operation.

Education Code sec. 19173 permits the Board of Supervisors to establish a Special Taxing Zone for a given area, to provide services beyond those generally provided by the County Library. No Zone has been established since the enactment in 1978 of Proposition 13; presumably a special tax (described elsewhere in this paper) or other source would be needed to fund that. Similarly, the County Service Area law (Government Code §25210.70 et seq, including but not limited to §25210.77a), separately or in combination with the Mello-Roos Communities Facilities District law (Government Code §53321, 53342), provide counties the ability to levy benefit assessments or service charges to support libraries in cities, with city concurrence.

2. MUNICIPAL LIBRARIES

2a. Municipal Library (Education Code secs. 18900-18965)

This is the most common method of organizing independent library service in general law cities. About half of the 106 cities that operate their own libraries are general law cities, and use this form of organization. (The other half are charter cities, organizing their libraries under home rule.)

The library, although a department of city government, is uniquely administered by a Board of Library Trustees appointed by the City Council. Its funding is by allocation from the city's general fund as part of the annual budget process. If the library employees are covered by the city's personnel ordinance, they are the employees of the City; if not in the personnel ordinance, they are employees of the Board of Trustees. The Trustees have complete policy control over all other matters affecting the library, including execution of the budget once it has been annually approved by the City Council.

2b. Contract with an existing library (Using Joint Exercise of Powers, Government Sections 6500 - 6578)

This method permits a jurisdiction that has established a library, but does not wish to administer its own library service, to make service available to its residents by contract with one or more jurisdictions that already provide library services to their own residents. Funding to pay the City's contractual costs is by whatever means is available to the City.

The only examples are ones in which a county contracts with a city or with another county for library service. E.g., in the Riverside City-County Library, the City has an established library, and the county contracts with it to provide and administer library service in the county areas.

As of this writing one city is in the process of withdrawing from a county library and establishing a municipal library, but receiving service by contract with another city's municipal library. There is no other example of a city with an established library so contracting. There are, however, three "island" cities that do not have library facilities within the city limits, that contract with their surrounding cities for access to those cities' library services: Emeryville, Piedmont, and Hillsborough.

3. DISTRICT LIBRARIES

3a. Library District (Education Code Sections 18400-19352)

This method establishes an independent special district within such boundary lines as may be desired (e.g., city boundaries). Voters directly elect a Board of Trustees whose sole responsibility is to govern the district. Three cities are served by districts so established: Blythe (by the Palo Verde Valley Library District in Riverside County), Crescent City (by the Del Norte County Library District), and Susanville (by the Susanville Library District).

3b. Unified School District or Union High School District Public Library District (Education Code secs. 18300-18751)

This method establishes an independent special public library district within the same boundaries as an existing school district. The Board of School District Trustees also sit as the Board of Public Library Trustees. The cities of Banning, Coalinga, Huron, Dixon and Santa Paula are served by School District Public Library Districts (although the last is exploring legislation to withdraw from the school district and become a separate district under §18400 et seq. above). The city of Vacaville is also within a USD Library District, but contracts with the County Library to operate the service rather than itself administer it.

(**3c. Library Districts and Museums in Unincorporated Towns and Villages** (Education Code secs. 19600-19734)

(This method is not available to incorporated towns and villages. Although a few general law cities today are served by library districts organized under this authority, those districts were organized prior to incorporation of the cities served.)

4. NON-PROFIT PUBLIC BENEFIT CORPORATION (Corporations Code secs. 5110-6910)

Interested persons frequently ask about organizing a public library as a non-profit corporation. There are many technical and policy issues involved. No public library (as the term is commonly used) in California is so organized.

A non-profit corporation is governed by a Board of Directors who are real people, not municipal corporations. However, the Articles could specify that board members be from municipal bodies etc.

A municipality could contract with a non-profit corporation for library service. Funding would be by contract with the city and by donation from local organizations, companies and individuals.

It is not clear if a non-profit corporation would be eligible to claim subsidies under state legislation in the same manner as do *jurisdictions* that administer libraries. If a library were to be operated by other than a public jurisdiction, the State Librarian, as administrator of the state legislation involved, would have to determine if the library somehow qualified. That would best be done if the library (or any jurisdiction involved) wrote a formal request to make a determination, enclosing any relevant documents. The State Librarian would then seek legal advice, and such other advice as appropriate, and make his determination.

B. FISCAL FACTORS AND OPTIONS

1. TRANSFER OF FUNDS TO NEW PROVIDER JURISDICTION (Revenue and Taxation Code sec. 95.5)

If the responsibility for tax-funded library service is transferred from an existing provider jurisdiction (e.g., the county) to a new one (e.g., the city), there is transferred to the new provider a to-be-determined amount of property tax from the existing provider. The determination is by negotiation between the two jurisdictions involved; different counties have different approaches to the amount of property tax transferred. The respective Gann limits are also adjusted prorata. This system is intended to make no change in the overall amount of taxes paid by an individual taxpayer.

If the new jurisdiction is a general law city, then the property tax amount so shifted goes into the city's general fund, to be allocated in the budget process. If it is a special district library, it goes to the district itself as the library's baseline income.

The amount of property tax received by the new provider jurisdiction will change over time in proportion to the change in the assessed value of the jurisdiction's property tax base.

2. SPECIAL TAXES (Constitution Article XIIIA)

In addition to the funding methods specified for the various forms of organization outlined above, the parent jurisdiction of any library organized under the above methods can put before its voters a "special tax" election, as long as the tax base to be used is not the ad valorem (assessed value) of real property. Approval by two-thirds of those voting is required to adopt the tax. Typical bases for special taxes are parcels; dwelling units; or square feet of residential, commercial or industrial property, with different rates for each. Various classes of taxpayers can be excluded from the taxation if desired (e.g. seniors or low-income people). The State Library has a summary of special taxes adopted for library operations.

Income from a special tax falls within the jurisdiction's Gann limit (Constitution Article XIIIB).

3. MELLO-ROOS COMMUNITY FACILITIES ACT OF 1982 (Government Code Sections 53311-53365.7.)

Although Mello-Roos is most often used for capital projects, it can be used for library services as well. It is not a method of organizing service, but of financing it. A Mello-Roos district is a financing shell, under the City Council in this example. Funding would require two-thirds voter approval of a "special tax," as described above.

Since a Mello-Roos district is a new government entity, it has its own new Gann limit separate from that of the sponsoring jurisdiction. Following formation of the district by the sponsoring jurisdiction, an election will have two elements to be approved: the special tax, and a Gann limit for the district. One library, Modoc County Library, is so financed.

If the jurisdiction is at or near its Gann limit, Mello-Roos makes sense. Otherwise, it may be easier to explain a single issue, the special tax, rather than the three elements involved in Mello-Roos formation.

4. LAKEWOOD PLAN

Any city served by a county library, could, using any available funds, contract with the county for enhanced service levels beyond those generally provided throughout the County Library service area. (This assumes that county policy permits non-uniform service levels.)

The name for this method of a city's contracting with a county for services originated with the then-new City of Lakewood (Los Angeles County), which upon incorporation chose to contract with the County for certain services instead of becoming a full-service city. In addition to other county-provided services, the Lakewood branch of the County Library, although within the taxed service area of the County Library, offers hours, staffing and collections beyond the levels in similar communities elsewhere in the County Library service area.

A similar arrangement is in effect in the Los Altos-Los Altos Hills branch of the Santa Clara County Library. A Joint Exercise of Powers agency was formed, to (successfully) conduct an election to levy a special tax to provide enhanced services. Similarly, Davis, served by the Yolo County Library, had a successful Mello-Roos election both to build a building, and to operate it at enhanced levels.

5. UTILITY TAXES AND OTHER EXCISE TAXES

A city can on its own motion enact an ordinance for a utility excise tax, a transient occupancy (bed) tax, or any other excise tax. These go into the general fund for distribution through the budget process. Many cities have adopted such taxes for specified purposes, and as a matter of policy (not of law) have hewed to those commitments. (Of course, for capital projects, not operating budgets, such taxes can be dedicated to servicing limited obligation bonds.) Please note that some legal authorities may caution against enacting any new excise tax without two-thirds voter approval, because of the views of two members of the current California Supreme Court expressed in a concurring opinion in *Rider v. County of San Diego*, December 1991.)

6. REDEVELOPMENT INCREMENTS

Although the tax increments from redevelopment may not directly be used to support library operations, redevelopment agreements negotiated between a city redevelopment agency and a county have provided multi-year payments to the county, and those payments can in turn be used by the county to support library operations.

7. SPECIAL ASSESSMENTS

Several counties have enacted "special assessments" or "benefit assessments" (see A.1. above) to support county-administered libraries in cities, although in other counties, counsel question the validity of such proceedings. Special assessments are levied on owners of real property, according to a formula based on the benefit to the real property owner. A special assessment formula will look very similar to a special tax formula as under B.2 above.

(8. CITY SALES TAX)

(Local sales tax elections to support libraries are not available to cities without specific enabling legislation. A two-thirds vote would likely be required under guidelines from a December 1991 California Supreme Court decision, *Rider v. County of San Diego*.)

From: Sandra Briggs
Sent: Saturday, April 10, 2010 4:59 PM
To: Sandra Briggs; debra.lavoi@wjusd.org; debra.calvin@wjusd.org; susan.moylan@wjusd.org; diane.mahan@wjusd.org; patricia.edgar@wjusd.org; afairchi@yccd.edu; dmartin@yccd.edu
Cc: Mark Deven; Skip Davies; Roberta Boegel
Subject: Report Regarding Woodland Libraries Collaboration

Hello Friends and Colleagues,

I have attached my final draft of our work assessing the library and computer resources of schools (elementary, secondary, and adult), community college, and organizations (Woodland Public Library and Department of Employment and Social Services).

I want to thank everyone who participated, especially Patricia Edgar who facilitated the elementary school collection, Diane Mahan who facilitated the secondary school collection, Susan Moylan who provided input on adult school and Department of Employment and Social Services (DESS) One Stop Career Center, and Dena Martin for responding for the community college.

The attachments include a cover sheet word document that lists the name, address, and contact information for each school submission; the second attachment is a compilation of data in Excel format. The vast majority of responses were submitted in the originally distributed Excel format. In hindsight, the format's strengths are in consistency and completeness; however, it may not be the best format to actually "tell the story." The Excel attachment has 15 tabs. The first two tabs provide an overview of schools/organizations serving adults and young adults. The second tab provides an overview of schools/organizations providing services to children (elementary). The remaining 13 tabs are verbatim individual responses of each school/organization (in the order appearing in the overview).
Tab 1: Adult/Secondary (columns include WPL, WCC, Adult, YCDESS, WHS, PHS, CCHS)
Tab 2: Elementary (columns include Prairie, Freeman, Zamora, Whitehead, Tafoya, Maxwell)
Tab 3: Woodland Public Library (original submission)
Tab 4: Woodland Community College (original submission)
Tab 5: Woodland Adult School (original submission)
Tab 6: Yolo County Department of Employment and Social Services One Stop Career Center (original submission)
Tab 7: Woodland High School (original submission—in Excel format)
Tab 8: Pioneer High School (original submission—in Excel format)
Tab 9: Cache Creek High School (original submission—in Excel format)
Tab 10: Prairie Elementary School (original submission)
Tab 11: Freeman Elementary School (original submission)
Tab 12: Zamora Elementary School (original submission)
Tab 13: Whitehead Elementary School (original submission)
Tab 14: Tafoya Elementary School (original submission)
Tab 15: Maxwell Elementary School (original submission)

If only partial answers appear in the overview sheets because of the size of the cell, you may either click on the cell for the full answer or refer to the individual sheet.

If I am correct in my research, we are still missing submissions for the following schools:

- Beamer Park Elementary School Library
- Dingle Elementary School Library
- Gibson Elementary School Library
- Plainfield Elementary School Library

- Douglas Middle School
- Lee Middle School

I will be retiring on April 28, 2010. As a result, any follow-up work will need to be assigned to another committee member. I appreciate the work that each of you is doing to educate, to inform, and to inspire a love of lifelong learning.

Regards,

Sandy Briggs, Library Services Director
Woodland Public Library
250 First Street
Woodland, CA 95695
(530) 661-5984
sandra.briggs@cityofwoodland.org

LIBRARY COLLABORATION, WOODLAND

Adult & Secondary

Organization **Woodland Public Library, City of Woodland**
Address 250 First Street
Woodland, CA 95695
Contact Sandy Briggs (530) 661-5984
www.cityofwoodland.org/library

School Name **Woodland Community College**
Address 2300 E. Gibson Road
Woodland, CA 95776
Contact Dena Martin (530) 665740
http://www.yccd.edu/woodland/library

School Name **Woodland Adult Education**
Address 575 Hays Street
Woodland, CA 95695
Contact Susan Moylan (530) 662-0798
http://www.wjusd.net

Organization **Department of Employment and Social Services/One-Stop Career Center**
Address 25 N. Cottonwood Street
Woodland, CA 95695
Contact (530) 661-2641
www.yolocountyorg

School Name **Woodland High**
Address 21 N. West Street
Woodland, CA 95695
Contact Diane Mahan 530 662-4678 X253

School Name **Pioneer High**
Address 1400 Pioneer Avenue
Woodland, CA 95776
Contact Beth Merrill (530) 661-4618

School Name **Cache Creek High**
Address 14320 Second Street (PO Box 388)
Yolo, CA 95697
Contact Sandra Jennings-Jones (530) 406-2686

Elementary

School Name **Woodland Prairie Elementary**
Address 1444 Stetson St.
Woodland, CA 95776
Contact Terry Johnston 530 406-2643

School Name **Freeman Elementary**
Address 126 N. West Street
Woodland, CA 95695
Contact Debbie Rudi 662-1758 X204

School Name **Zamora Elementary School**
Address 1716 Cottonwood St.
Woodland, CA 95695
Contact Donna Otto 530 666-3641

School Name **T.L. Whitehead Elementary School**
Address 624 W. Southwood Dr.
Woodland, CA 95695
Contact Dotta Otto 530 662-2824

School Name **Ramon Tafoya Elementary**
Address 720 Homestead
Woodland, CA 95776
Contact Patty Edgar 530 666-4324

School Name **Rhoda Maxwell**
Address 50 Ashley
Woodland, CA 95695
Contact Carla Schnepp 530-662-1784

Organization **Woodland Public Library, City of Woodland**
Address 250 First Street
Woodland, CA 95695
Contact Sandy Briggs (530) 661-5984
www.cityofwoodland.org/library

	A	B	C	D	G	H	I	J	K	L	M	N
1	**Woodland Libraries Collaboration: Srvcs & Access**											
2					WPL	WCC	Adult Scho	YCDESS	Woodland	Pioneer	Cache Creek	
3	**Pre-School (Ages 0-5)**											
4	Print Materials (Books)				11315							
5	Media/AV (CDs, DVDs, recorded books)				655							
6	Magazines/Periodicals				3							
7	Interactive Literacy Programming				142/3221							
8	Web Resources				0							
9	Computers				5							
10	Subscription Research Databases				27							
11	**Elementary (Grades K-6)**											
12	Print Materials (Books)				22631							
13	Media/AV (CDs, DVDs, recorded books)				1311							
14	Magazines/Periodicals				20							
15	Interactive Literacy Programming				85/7,688							
16	Literacy Tutoring				0							
17	Web Resources				10							
18	Computers				5							
19	Subscription Research Databases				2							
20	Homework Help/Reference				yes							
21	**Young Adult (Grades 7-12)**											
22	Print Materials (Books)				4270				9000	7444	2100	
23	Media/AV (CDs, DVDs, recorded books)				75							
24	Magazines/Periodicals				11				16	15	8	
25	Newspapers				adults							
26	Interactive Literacy Programming				44/268							
27	Literacy Tutoring				0							
28	Computers				adults							
29	Web Resources				10							
30	Subscription Research Databases				4				1	1		
31	Homework Help/Reference				yes							
32	**Adult (18+)**						adults 18+	ages 14+				
33	Print Materials (Books)				49792	10,000						
34	Media/AV (CDs, DVDs, recorded books)				8173	2,000						
35	Magazines/Periodicals				134	67						
36	Newspapers				11	8						
37	Humanities Programming				33/576							
38	Literacy Tutoring				418		HS diploma	assistance with job search				
39	Computers				18+wirele	WCC	fee based c	13+	66 WHS	33 class + 1	14	
40	Web Resources				19		Internet fo	1 hour time limit				
41	Subscription Research Databases				6	WCC						
42	Homework Help/Reference				yes			assistance	Cyber High	Cyber High M,T,W 3:15-5:15; Lear		
43	**Older Adult (55+)**											
44	Print Materials (Books)				adult (larg	see Adult (19 +)						
45	Media/AV (CDs, DVDs, recorded books)				adult	see Adult (19 +)						
46	Magazines/Periodicals				4	see Adult (19 +)						
47	Newspapers				adult	see Adult (19 +)						
48	Humanities Programming				adult							
49	Literacy Tutoring				adult			assistance with job search				
50	Computers				adult	WCC Stu	fee based c	13+				
51	Web Resources				10		Internet fo	1 hour time limit				
52	Subscription Research Databases				adult	WCC Students Only						
53	Books to Go for Homebound				yes							
54	**Hours**				40 hrs/wk	Monday	M-Th 8am-	M-F 8-3:30	M-F; 7-4:30	M-F 7:30-4	7:45-12:45	
55	**Parking**				Yes ample	Pay park	Yes, limited	Yes				
56	**Restrictions/Limitations**				Open to e	Wifi ava	classes open to public		Cyber High	Cyber High M,T,W 3:15-5:15		
57					Borrowing	Commu	no ree public access to		Learning Ce	Learning Afternoon tutorial 8-5		
58					Computer require		no public library					
59												

Woodland Libraries Collaboration: Srvcs & Access

	WPL	Prairie	Freeman	Zamora	Whitehead	Tafoya	Maxwell
Pre-School (Ages 0-5)							
Print Materials (Books)	11315						
Media/AV (CDs, DVDs, recorded books)	655						
Magazines/Periodicals	3						
Interactive Literacy Programming	142/3221						
Web Resources	0						
Computers	5						
Subscription Research Databases	27						
Elementary (Grades K-6)							
Print Materials (Books)	22631	14500+	10690	9146	12413	14400	9650
Media/AV (CDs, DVDs, recorded books)	1311	170	226	yes	yes	345	350
Magazines/Periodicals	20	0		no	no	no current	no active
Interactive Literacy Programming	85/7,688			CDC			
Literacy Tutoring	0	AR. Reading		limited	yes limited	as needed	none
Web Resources	10		Scholastic F	Reading Co	Accelerate	Accelerate	none
Computers	5	22	2	Yes	Yes studen	4	32 in lab; 4 in library
Subscription Research Databases	2						none
Homework Help/Reference	yes				Yes limited	aftershcool	none in library
Parent Resources					Yes limited	Character e	none in library
Young Adult (Grades 7-12)	4270						
Print Materials (Books)	75						
Media/AV (CDs, DVDs, recorded books)	11						
Magazines/Periodicals	adults						
Newspapers	44/268						
Interactive Literacy Programming	0						
Literacy Tutoring	adults						
Computers	10						
Web Resources	4						
Subscription Research Databases	yes						
Homework Help/Reference							
Adult (19+)	49792						
Print Materials (Books)	8173						
Media/AV (CDs, DVDs, recorded books)	134						
Magazines/Periodicals	11						
Newspapers	33/576						
Humanities Programming	418						
Literacy Tutoring	18+wireless						
Computers	19						
Web Resources	6						
Subscription Research Databases	yes	0					
Homework Help/Reference		after school program for students, adult ed, English learners 3 days/wk am					
Parent Resources	adult (larg	character ed.					
Older Adult (55+)	adult						
Print Materials (Books)	4						
Media/AV (CDs, DVDs, recorded books)	adult						
Magazines/Periodicals	adult						
Newspapers	adult						
Humanities Programming	adult						
Literacy Tutoring	10						
Computers	adult						
Web Resources	yes						
Subscription Research Databases	40 hrs/wk, 5 days, 4 morn; 2 even; all afternoons						
Books to Go for Homebound	Yes ample free public						
Hours	Open to e	8:30-2:30 M	10-2 M-F	M,T,W 8-1	M,T,W 12::	8-11;1:30-3	9am-3pm
Parking	Borrowin	in front of s	Limited in p	Yes	Yes	free on stre	not enough for staff
Restrictions/Limitations	Compute	computers are limited to students & teachers				Parents wait if class use	
		all parents are to wait if there is a class				all visitors must sign in at office	
		all visitors must sign in at office					
		books must be checked out in student's name					

	A	B	C	D	G	H	I	J	K	L	M	N
1	**Woodland Libraries Collaboration: Services and Accessibility**											
2												
3					**Woodland Public Library, City of Woodland**							
4					**250 First St, Woodland**							
5					**Woodland, CA**							
6					**530.661.5980**							
7					www.cityofwoodland.org/library							
8	**Pre-School (Ages 0-5)**											
9	Print Materials (Books)				11315							
10	Media/AV (CDs, DVDs, recorded books)				655							
11	Magazines/Periodicals				3							
12	Interactive Literacy Programming				142 sessions; 3221 attendees							
13	Web Resources				0							
14	Computers				5	AWE						
15	Subscription Research Databases				Tumblebooks plus games							
16												
17	**Elementary (Grades K-6)**											
18	Print Materials (Books)				22631							
19	Media/AV (CDs, DVDs, recorded books)				1311							
20	Magazines/Periodicals				20							
21	Interactive Literacy Programming				85 sessions; 7,688 attendees							
22	Literacy Tutoring				0							
23	Web Resources				10 plus ALA							
24	Computers				5							
25	Subscription Research Databases				Tumble Talking Books; NoveList k-8							
26	Homework Help/Reference				yes							
27												
28	**Young Adult (Grades 7-12)**											
29	Print Materials (Books)				4270 + adult							
30	Media/AV (CDs, DVDs, recorded books)				75 + adult							
31	Magazines/Periodicals				11 + adults							
32	Newspapers				adults							
33	Interactive Literacy Programming				268 attendees; 44 sessions							
34	Literacy Tutoring				0							
35	Computers				adults							
36	Web Resources				10 including colleges and careers							
37	Subscription Research Databases				Newsbank, InfoTrac, Novelist, Learning Express							
38	Homework Help/Reference				yes							
39												
40												
41	**Adult (19+)**											
42	Print Materials (Books)				49792							
43	Media/AV (CDs, DVDs, recorded books)				8173							
44	Magazines/Periodicals				134							
45	Newspapers				11							
46	Humanities Programming				576 attendees; 33 sessions							
47	Literacy Tutoring				418 learners							
48	Computers				18 plus wireless							
49	Web Resources				19 including job search							
50	Subscription Research Databases				Newsbank, InfoTrac, Novelist, Learning Express, RAND, Chiltons							
51	Homework Help/Reference				yes							
52												
53												
54	**Older Adult (55+)**											
55	Print Materials (Books)				adult (large print & recorded books)							
56	Media/AV (CDs, DVDs, recorded books)				adult							
57	Magazines/Periodicals				adult plus 4							
58	Newspapers				adult							
59	Humanities Programming				adult							
60	Literacy Tutoring				adult							
61	Computers				adult							
62	Web Resources				10 including employment							
63	Subscription Research Databases				adult							
64	Books to Go for Homebound				yes							
65												
66												
67	**Hours**				40 hrs/wk, 6 days, 4 mornings; 2 evenings; all afternoons							
68	**Parking**				Yes ample free public							
69	**Restrictions/Limitations**				Open to everyone							
70					Borrowing materials requires library card							
71					Computer use requires library card or guest pass. Time limit of 90 minutes per day							

	A	B	C	D	G	H	I	J	K	L
1	**Woodland Libraries Collaboration: Services and Accessibility**									
2					**Woodland Community College Library**					
3					**2300 E. Gibson Road**					
4					**Woodland, CA 95776**					
5					**(530) 661-5740**					
6					http://www.yccd.edu/woodland/library					
7	**Pre-School (Ages 0-5)**									
8	Print Materials (Books)				NA					
9	Media/AV (CDs, DVDs, recorded books)				NA					
10	Magazines/Periodicals				NA					
11	Interactive Literacy Programming				NA					
12	Web Resources				NA					
13	Computers				NA					
14	Subscription Research Databases				NA					
15	**Elementary (Grades K-6)**									
16	Print Materials (Books)				NA					
17	Media/AV (CDs, DVDs, recorded books)				NA					
18	Magazines/Periodicals				NA					
19	Interactive Literacy Programming				NA					
20	Literacy Tutoring				NA					
21	Web Resources				NA					
22	Computers				NA					
23	Subscription Research Databases				NA					
24	Homework Help/Reference				NA					
25	**Young Adult (Grades 7-12)**									
26	Print Materials (Books)				NA					
27	Media/AV (CDs, DVDs, recorded books)				NA					
28	Magazines/Periodicals				NA					
29	Newspapers				NA					
30	Interactive Literacy Programming				NA					
31	Literacy Tutoring				NA					
32	Computers				NA					
33	Web Resources				NA					
34	Subscription Research Databases				NA					
35	Homework Help/Reference				NA					
36	**Adult (19+)**									
37	Print Materials (Books)				10,000					
38	Media/AV (CDs, DVDs, recorded books)				2,000					
39	Magazines/Periodicals				67					
40	Newspapers				8					
41	Humanities Programming				NA					
42	Literacy Tutoring				NA					
43	Computers				WCC Students Only					
44	Web Resources				NA					
45	Subscription Research Databases				WCC Students Only					
46	Homework Help/Reference				NA					
47	**Older Adult (55+)**									
48	Print Materials (Books)				see Adult (19 +)					
49	Media/AV (CDs, DVDs, recorded books)				see Adult (19 +)					
50	Magazines/Periodicals				see Adult (19 +)					
51	Newspapers				see Adult (19 +)					
52	Humanities Programming				NA					
53	Literacy Tutoring				NA					
54	Computers				WCC Students Only					
55	Web Resources				NA					
56	Subscription Research Databases				WCC Students Only					
57	Books to Go for Homebound				NA					
58										
59										
60	**Hours**	Mondays 9am-6pm; Tuesdays 9am-7pm; Wednesdays 9am-7pm; Thursdays 9am-6pm								
61	**Parking**			Pay parking ($1/day)						
62	**Restrictions/Limitations**			Wifi available to WCC Students Only;						
63				Community members may obtain a library card for $1.00						
64										

	A	B	C	D	G	H	I	J	K	L
1	**Woodland Libraries Collaboration: Services and Accessibility**									
2										
3					**Woodland Adult Education**					
4					**575 Hays Street**					
5					**Woodland , CA 95695**					
6					**(530) 662-0798**					
7					http://www.wjusd.net					
8	**Pre-School (Ages 0-5)**									
9	Print Materials (Books)									
10	Media/AV (CDs, DVDs, recorded books)									
11	Magazines/Periodicals									
12	Interactive Literacy Programming									
13	Web Resources									
14	Computers									
15	Subscription Research Databases									
16										
17	**Elementary (Grades K-6)**									
18	Print Materials (Books)									
19	Media/AV (CDs, DVDs, recorded books)									
20	Magazines/Periodicals									
21	Interactive Literacy Programming									
22	Literacy Tutoring									
23	Web Resources									
24	Computers									
25	Subscription Research Databases									
26	Homework Help/Reference									
27										
28	**Young Adult (Grades 7-12)**									
29	Print Materials (Books)									
30	Media/AV (CDs, DVDs, recorded books)									
31	Magazines/Periodicals									
32	Newspapers									
33	Interactive Literacy Programming									
34	Literacy Tutoring									
35	Computers									
36	Web Resources									
37	Subscription Research Databases									
38	Homework Help/Reference									
39										
40										
41	**Adult (18+)**				Adults 18+					
42	Print Materials (Books)									
43	Media/AV (CDs, DVDs, recorded books)									
44	Magazines/Periodicals									
45	Newspapers									
46	Humanities Programming									
47	Literacy Tutoring				High School Diploma, GED, English as a Second Language classes					
48	Computers				Fee-based computer classes for adults					
49	Web Resources				Internet for classroom/student use					
50	Subscription Research Databases									
51	Homework Help/Reference									
52										
53										
54	**Older Adult (55+)**									
55	Print Materials (Books)									
56	Media/AV (CDs, DVDs, recorded books)									
57	Magazines/Periodicals									
58	Newspapers									
59	Humanities Programming									
60	Literacy Tutoring									
61	Computers				Fee-based computer classes for adults					
62	Web Resources				Internet for classroom/student use					
63	Subscription Research Databases									
64	Books to Go for Homebound									
65										
66										
67	**Hours**				Mon-Thurs 8:00 a.m.-7:30 p.m., Friday 8:00 a.m.-5:00 p.m.					
68	**Parking**				Yes, limited space					
69	**Restrictions/Limitations**				Classes open to adult public					
70					no free public access to computers					
71					no public library					

	A	B	C	D	G	H	I
1	**Woodland Libraries Collaboration: Services**						
2							
3					**DESS**		
4					**25 N. Cottonwood Street**		
5					**Woodland , CA 95695**		
6					**(530) 661-2641**		
7					www.yolocounty.org		
8	**Pre-School (Ages 0-5)**						
9	Print Materials (Books)						
10	Media/AV (CDs, DVDs, recorded books)						
11	Magazines/Periodicals						
12	Interactive Literacy Programming						
13	Web Resources						
14	Computers						
15	Subscription Research Databases						
16							
17	**Elementary (Grades K-6)**						
18	Print Materials (Books)						
19	Media/AV (CDs, DVDs, recorded books)						
20	Magazines/Periodicals						
21	Interactive Literacy Programming						
22	Literacy Tutoring						
23	Web Resources						
24	Computers						
25	Subscription Research Databases						
26	Homework Help/Reference						
27							
28	**Young Adult (Grades 7-12)**						
29	Print Materials (Books)						
30	Media/AV (CDs, DVDs, recorded books)						
31	Magazines/Periodicals						
32	Newspapers						
33	Interactive Literacy Programming						
34	Literacy Tutoring						
35	Computers						
36	Web Resources						
37	Subscription Research Databases						
38	Homework Help/Reference						
39							
40							
41	**Adult (18+)**				ages 14+		
42	Print Materials (Books)						
43	Media/AV (CDs, DVDs, recorded books)						
44	Magazines/Periodicals						
45	Newspapers						
46	Humanities Programming						
47	Literacy Tutoring				Assistance with job search		
48	Computers				13+		
49	Web Resources				1 hour time limit		
50	Subscription Research Databases						
51	Homework Help/Reference				Assistance with job search		
52							
53							
54	**Older Adult (55+)**						
55	Print Materials (Books)						
56	Media/AV (CDs, DVDs, recorded books)						
57	Magazines/Periodicals						
58	Newspapers						
59	Humanities Programming						
60	Literacy Tutoring				Assistance with job search		
61	Computers				13+		
62	Web Resources				1 hour time limit		
63	Subscription Research Databases						
64	Books to Go for Homebound						
65							
66							
67	**Hours**				Mon-Fri 8:00 a.m.- 3:50 p.m.		
68	**Parking**				Yes		
69	**Restrictions/Limitations**						
70							
71							

Woodland High School

Collection	Computer Access	Student Support Services
9000 titles +/- (YA Fiction Non-fiction to support curriculum) **16 Magazine Subscriptions** **1 Online Subscription** Encyclopedia Bundle	3 computer labs in the library with 33 computers each for class use (open lab before school, lunch, after school) 1 scheduled lab used for Cyber High 3:15-5:15 T,W,Th	Library Hours 7-4:30 Cyber High after school 3:15-5:15 T,W,Th Community Service Learning Center (shared facility) 8am-6pm Evening Tutorial Center 6:30-8:30 *WHS library has extended student support hours due to the ASSETS grant

Pioneer High School

Collection	Computer Access	Student Support Services
7444 titles +/- (YA Fiction Non-fiction to support curriculum) **15 Magazine Subscriptions** **1 Online Subscription** Encyclopedia Bundle	1 adjacent lab (L 109) with 33 computers for class used 1 lab with 18 computers in the library (open lab before school, lunch, after school) L 109 used for Cyber High 3:15-5:15 M,T,W	Library hours 7:30-4:00 Cyber High after school 3:15-5:15 L109 M,T,W Community Service Learning Center (adjacent) 8am-5pm

Cache Creek High School

Collection	Computer Access	Student Support Services
2100 titles +/- (YA Fiction Non-fiction to support curriculum) **8 Magazine Subscriptions**	1 computer lab in the library with 14 computers each for class use (open lab before school, lunch)	Library Hours 7:45-12:45 Afternoon Tutorial Center Tuesdays 3:00-4:00 Wednesdays 2:00-4:00

Elementary Schools and Libraries

Woodland Libraries Collaboration: Services and Accessibility

School Name	Woodland Prairie Elementary
Address	1444 Stetson St. Woodland, CA.
Contact Person & Phone #	Terry Johnston 406-2643

Elementary (Grades K-6)	
Print Materials (Books)	14,500 +
Media/AV (CDs, DVDs, recorded books)	170 videos, some books with cd's or vhs
Magazines/Periodicals	0
Interactive Literacy Programming	
Literacy Tutoring	AR. Reading
Web Resources	
Computers	22 These are student/Teacher computers. Access is limited.
Subscription Research Databases	0
Homework Help/Reference	After school program, limited to students , adult ed. english learners, 3days per week, mornings only
Parent Resources	Character Ed. Materials, for staff and students,

Hours	Mon. 8:30-2:30, Tues-Fri. 8:30-3:00 Lunch from 12:00-12:30
Parking	In front of school and on street
Restrictions/Limitations	All parents are to wait if there is a class in session, and all visitors have to sign in at the office. Books would be under child's name. Your child would have to be a Prairie student.

Woodland Libraries Collaboration: Services and Accessibility

School Name	Freeman Elemenatary
Address	126 N. West Street, Woodland 95695
Contact Person & Phone #	Debbie Rudi 662-1758 X204

Elementary (Grades K-6)	
Print Materials (Books)	10,690
Media/AV (CDs, DVDs, recorded books)	226
Magazines/Periodicals	
Interactive Literacy Programming	
Literacy Tutoring	
Web Resources	Scholastic Reading Counts program
Computers	2
Subscription Research Databases	
Homework Help/Reference	
Parent Resources	

Hours	10-2 M-F
Parking	Limited space in parking lot. On street parking available
Restrictions/Limitations	

	A	B	C	D	G	H	I	J	K	L
1	**Woodland Libraries Collaboration: Services and Accessibility**									
2										
3					**School Name**		T.L. Whitehead Elementary School			
4					**Address**		624 W. Southwood Dr.			
5							Woodland, CA 95695			
6					**Contact Person & Phone #**			Donna Otto 530 662-2824		
7										
8										
9	**Elementary (Grades K-6)**									
10	Print Materials (Books)				12,413					
11	Media/AV (CDs, DVDs, recorded books)				yes					
12	Magazines/Periodicals				no					
13	Interactive Literacy Programming									
14	Literacy Tutoring				Yes limited as needed					
15	Web Resources				Accelerated Reading					
16	Computers				Yes for student use					
17	Subscription Research Databases									
18	Homework Help/Reference				Yes limited space					
19	Parent Resources				yes					
20										
21										
22										
23										
24	**Hours**				M, T, W 12:30PM-4:30PM Th.&Fri 7:00AM-11:00AM					
25	**Parking**				Yes					
26	**Restrictions/Limitations**									
27										

	A	B	C	D	G	H	I	J	K	L
1	**Woodland Libraries Collaboration: Services and Accessibility**									
2										
3					**Ramon Tafoya Elementary**					
4					**720 Homestead**					
5					**Woodland, CA 95776**					
6					**Patty Edgar 530 666-4324**					
7										
8										
9	**Elementary (Grades K-6)**									
10	Print Materials (Books)				14,400					
11	Media/AV (CDs, DVDs, recorded books)				345					
12	Magazines/Periodicals				nothing current					
13	Interactive Literacy Programming									
14	Literacy Tutoring									
15	Web Resources				Accelerated Reader and Math					
16	Computers				4					
17	Subscription Research Databases									
18	Homework Help/Reference				Afterschool Program limited space need recommendation					
19	Parent Resources				Character Ed. Materials available for parent checkout					
20					and library books.					

	A	B	C	D	G	H	I	J	K	L
1	**Woodland Libraries Collaboration: Services and Accessibility**									
2										
3					**School Name**		Rhoda Maxwell			
4					**Address**		50 Ashley			
5										
6					**Contact Person & Phone #**			Carla Schnepp 530-662-1784		
7										
8										
9	**Elementary (Grades K-6)**									
10	Print Materials (Books)					9650				
11	Media/AV (CDs, DVDs, recorded books)					350				
12	Magazines/Periodicals					no active subscriptions				
13	Interactive Literacy Programming									
14	Literacy Tutoring					none				
15	Web Resources					none				
16	Computers					32 in computer lab and 4 in library				
17	Subscription Research Databases					none				
18	Homework Help/Reference					none in the library				
19	Parent Resources					none in the library				
20										
21										
22										
23										
24	**Hours**					9:00 - 3:00				
25	**Parking**					Not enough for staff				
26	**Restrictions/Limitations**									
27										
28										

Library Trust Fund 917
Projected based on 30 hour Library Week

	Budgeted 2010	Bud. Request 2011	Projected 2012	Projected 2013	Projected 2014	Projected 2015	Projected 2016	Projected 2017	Projected 2018	Projected 2019	Projected 2020
Beginning Working Capital (As of 6/30/2009)	$275,924	$265,672	$141,269	$13,159	($118,768)	($254,626)	($394,534)	($538,612)	($686,986)	($839,784)	($997,139)
Revenues											
Operating Revenues	$150,000	$150,000	$150,000	$150,000	$150,000	$150,000	$150,000	$150,000	$150,000	$150,000	$150,000
Working Capital Interest Earned	$1,380	$1,328	$706	$66	($594)	($1,273)	($1,973)	($2,693)	($3,435)	($4,199)	($4,986)
Total Available	**$427,303**	**$417,001**	**$291,975**	**$163,225**	**$30,638**	**($105,899)**	**($246,506)**	**($391,305)**	**($540,421)**	**($693,983)**	**($852,125)**
Staffing Expenditures											
Staff Salaries/Benefits (Increasing by 3% starting in 2012)	$32,000	$102,801	$105,885	$109,062	$112,333	$115,703	$119,175	$122,750	$126,432	$130,225	$134,132
Supplies & Services 52xx (2)	$106,000	$149,300	$149,300	$149,300	$149,300	$149,300	$149,300	$149,300	$149,300	$149,300	$149,300
Education & Training 53xx	$4,349	$4,349	$4,349	$4,349	$4,349	$4,349	$4,349	$4,349	$4,349	$4,349	$4,349
Indirect Expenditures 56xx	$9,282	$9,282	$9,282	$9,282	$9,282	$9,282	$9,282	$9,282	$9,282	$9,282	$9,282
Transfers 59xx (3)	$10,000	$10,000	$10,000	$10,000	$10,000	$10,000	$10,000	$10,000	$10,000	$10,000	$10,000
	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Total	**$161,631**	**$275,732**	**$278,816**	**$281,993**	**$285,264**	**$288,634**	**$292,106**	**$295,681**	**$299,363**	**$303,156**	**$307,063**
Annual Projected Surplus	**$265,672**	**$141,269**	**$13,159**	**($118,768)**	**($254,626)**	**($394,534)**	**($538,612)**	**($686,986)**	**($839,784)**	**($997,139)**	**($1,159,188)**

Library Trust Fund 917
Projected based on 20 hour Library Week

	Budgeted 2010	Bud. Request 2011	Projected 2012	Projected 2013	Projected 2014	Projected 2015	Projected 2016	Projected 2017	Projected 2018	Projected 2019	Projected 2020
Beginning Working Capital (As of 6/30/2009)	$275,924	$265,672	$199,481	$132,196	$63,791	($5,765)	($76,502)	($148,449)	($221,639)	($296,106)	($371,881)
Revenues											
Operating Revenues	$150,000	$150,000	$150,000	$150,000	$150,000	$150,000	$150,000	$150,000	$150,000	$150,000	$150,000
Working Capital Interest Earned	$1,380	$1,328	$997	$661	$319	($29)	($383)	($742)	($1,108)	($1,481)	($1,859)
Total Available	**$427,303**	**$417,001**	**$350,478**	**$282,857**	**$214,110**	**$144,206**	**$73,116**	**$809**	**($72,748)**	**($147,586)**	**($223,740)**
Staffing Expenditures											
Staff Salaries/Benefits (Increasing by 3% starting in 2012)	$32,000	$25,396	$26,158	$26,943	$27,751	$28,583	$29,441	$30,324	$31,234	$32,171	$33,136
Supplies & Services 52xx (2)	$106,000	$168,493	$168,493	$168,493	$168,493	$168,493	$168,493	$168,493	$168,493	$168,493	$168,493
Education & Training 53xx	$4,349	$4,349	$4,349	$4,349	$4,349	$4,349	$4,349	$4,349	$4,349	$4,349	$4,349
Indirect Expenditures 56xx	$9,282	$9,282	$9,282	$9,282	$9,282	$9,282	$9,282	$9,282	$9,282	$9,282	$9,282
Transfers 59xx (3)	$10,000	$10,000	$10,000	$10,000	$10,000	$10,000	$10,000	$10,000	$10,000	$10,000	$10,000
	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Total	**$161,631**	**$217,520**	**$218,282**	**$219,067**	**$219,875**	**$220,707**	**$221,565**	**$222,448**	**$223,358**	**$224,295**	**$225,260**
Annual Projected Surplus	**$265,672**	**$199,481**	**$132,196**	**$63,791**	**($5,765)**	**($76,502)**	**($148,449)**	**($221,639)**	**($296,106)**	**($371,881)**	**($449,000)**

Woodland Public Library 2010
Director's Third Quarter Report

Overall: During the third quarter of the 2010 fiscal year, the ever worsening fiscal forecast dominated the attentions and energies of staff, culminating with the City Manager's first budget report for 2010-2011 to the City Council on March 30, 2010 based on projected revenues without the passage of the temporary, four-year ¼ cent general sales tax measure in June 2010. The only fully developed alternative included in the City Manager's staff report featured the removal of all general fund revenues ($946,766) from the library, resulting in certain closure. Inevitable declines in service levels continue in comparison with the previous year's performance as the result of reduced hours, furloughs, and cutbacks in staffing and services.

Staffing: The retirement of Rita Cocke brought the library staff reductions in a single 12-month period to 5, an overall 45% reduction in one year. Assignments and responsibilities were re-evaluated and shifted as remaining staff assumed additional responsibilities to keep the library operational, especially in the areas of financial processing, volunteer coordination, and maintenance of fiction.

The use of temporary employees continued to decline during the third quarter declined 44% with an overall, year-to-date reduction of 46% compared to the previous year. The only increase by classification is librarian and although the percentages are dramatic 500%+, the actual total number is small (217), reflecting the loss of staff in the professional classification as well as the paraprofessional. The greatest savings are in Library Technical Assistant classification as permanent staff time allocated to public service has doubled. Each permanent LTA spends 50% of time on desk.

Chart 1: Temporary Employee Usage

Classification	**Q 1 2008-2009**	**Q 1 2009-2010**	**Change**
Shelver/Page Hours	1221	795.25	- 35%
LTA I Hours	1973.5	832.25	- 58%
Librarian Hours	0	101.5	+ 102%
Q1 Total Temporary Hours	3194.5	1829	- 43%
	Q 2 2008-2009	**Q 2 2009-2010**	**Change**
Shelver/Page Hours	1115.75	784	-30%
LTA I Hours	1934	664	-66%
Librarian Hours	26	70	+169%
Q2 Total Temporary Hours	3075.75	1518	-51%
	Mid-Year 2008-2009	**Mid-Year 2009-2010**	
Mid-Year Total Temporary Hours	6270.25	3273	-48%
	Q 3 2008-2009	**Q 3 2009-2010**	**Change**
Shelver/Page Hours	1121.5	889.5	-21%
LTA I Hours	1953.75	784	-60%
Librarian Hours	8.5	46	+441%
Q3 Total Temporary Hours	3,083.75	1,719.5	--44%
Year-to-Date Temporary Hours	**YTD 2008-2009**	**YTD 2009-2010**	
Shelver/Page Hours	**3,458.25**	**2494.75**	-28%
LTA I Hours	**5,861.25**	**2280.25**	-61%
Librarian Hours	**34.5**	**217.5**	+530%
	9,354	**4,992.5**	-46%

Facility: The additional curbside external book return was installed and has alleviated the need to schedule staff to clear the single book drop during the three-day closures due to budget cuts. The cement slab, poured by a volunteer Al Wheeton, has mitigated the drainage problems in that area as well. The new computer lab was completed in the third quarter; Woodland Sunrise Rotary Club went beyond the scope of the originally proposed project and painted the entire room and re-carpeted the space as well. It is beautiful! Despite glitches in the original layout, the computers relocation was completed by IT staff, and the space became fully functional to the delight of library users and staff alike. The anticipated reduction in noise and congestion in the main area was achieved; however, a pleasant and unanticipated outcome has been the reduction of noise within the new space as computer users self-monitor themselves effectively. Much praise and positive feedback has accompanied the changes. An official "ribbon-cutting" of the space has been proposed for Wednesday, April 28, 2010 at 6 PM; however, confirmation has not yet been received from Rotary President John Martin.

Shelving has been expanded in the newly reclaimed space in the main library thanks to volunteers Rick and Kenny who worked tirelessly for days to sort through the chaos of shelving pieces in the storage area and to assemble the new shelving units. The new shelving will be used to expand the space for recorded books, Teaching Company, DVDs and CDs. In addition, as a result of the removal of a part of the circulation desk, the area immediately to the right of the main entrance has been reclaimed for public space. Antique shelving has been installed and will house the new books for browsing.

New and complete signage has been ordered through signs by Heck. A very favorable cost was achieved by using lightweight foam board for both wall and ceiling mounted signs. In addition, the material alleviates safety concerns accompanying metal and Lucite signage. The signage is scheduled to be installed 4/27/10, and will be paid for by the Friends of the Woodland Public Library. The motivation for installing signage at this time includes the desire to provide library users with clear indicators for self-service with the continued reduction in staff.

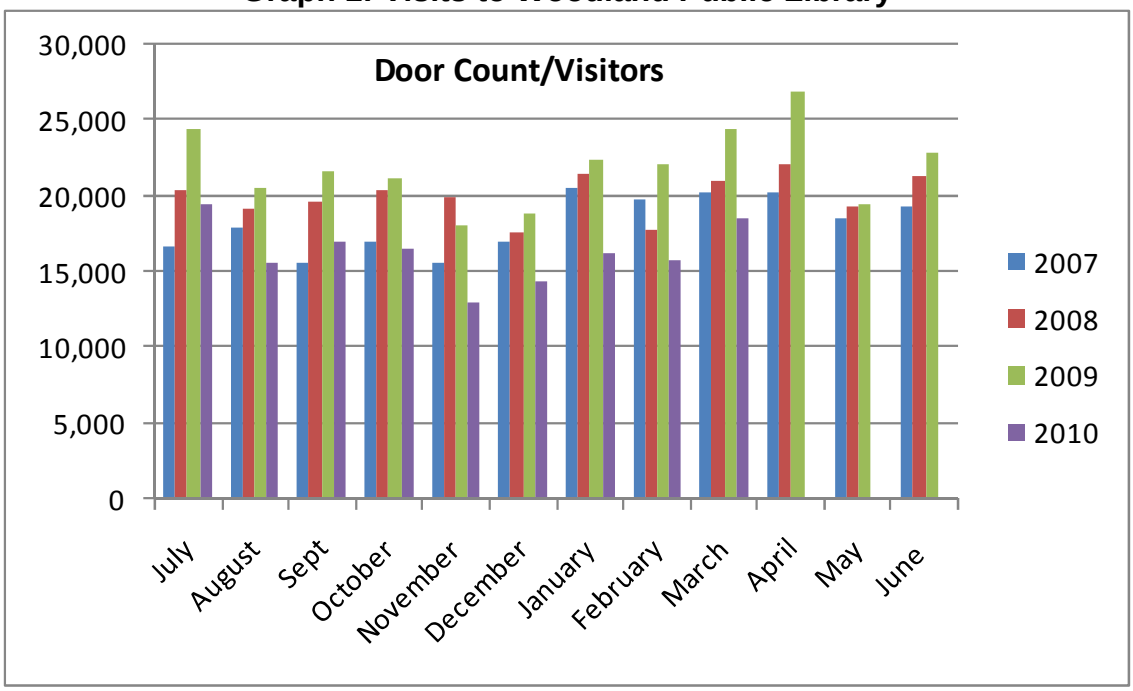
Public Service: Visits to Woodland Public Library continue to decline during the third quarter of FY 2010 with a reduction of 27% when compared with 2009. Although still below the overall reduction of 31% in service hours, it is a painful reversal of a five-year growth trend. The year-to date reduction in visitors is 24%. When analyzed by number of open hours, the Woodland Public Library averages over 800 visitors per day or 100 visitors per hour, a continued and sustained growth when open. It is not uncommon to have over 1,000 visitors in an eight hour day.

Chart 2: Visits to Woodland Public Library

	2007	2008	2009	2010			
July	16,680	20,338	24,427	19,508	-20%	887	22 days
August	17,878	19,225	20,564	15,674	-24%	712	22 days
Sept	15,567	19,605	21,631	17,082	-21%	813	21 days
Q1			**66,622**	**52,264**	**-22%**		
October	17,065	20,363	21,193	16,527	-22%	751	22 days
November	15,672	19,902	18,093	12,968	-28%	865	15 days
December	17,009	17,567	18,867	14,457	-23%	803	18 days
Q2			**58,153**	**43,952**	**-24%**		
MidYear			**124,775**	**96,216**	**-23%**	805	average per day
January	20,531	21,527	22,455	16,175	-28%	851	19 days
February	19,738	17,747	22,165	15,745	-29%	875	18 days
March	20,194	21,039	24,422	18,494	-24%	869	21 days
Q3			**69,042**	**50,414**	**-27%**		
YTD			**193,817**	**146,630**	**-24%**	**824**	**average per day**

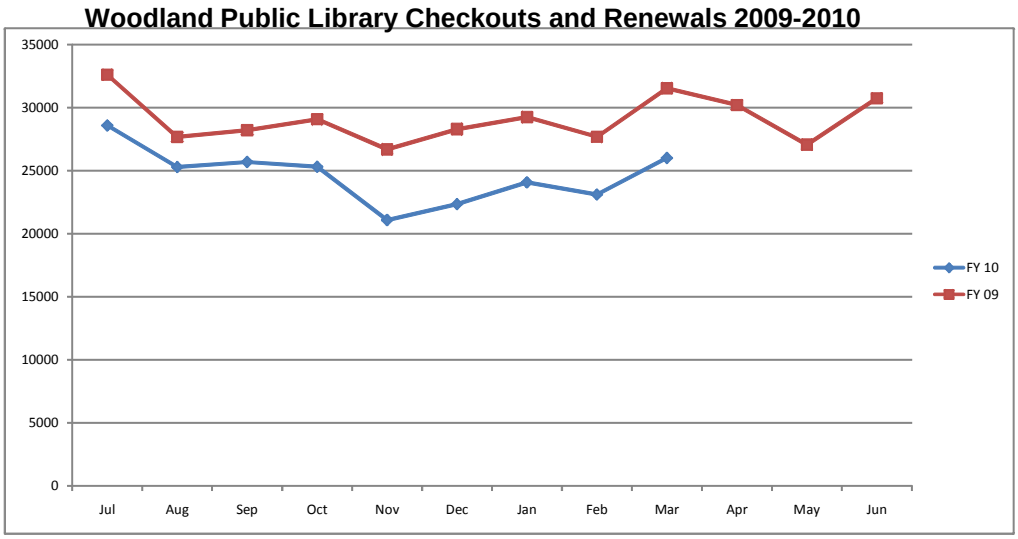
A more detailed graph of the visits by fiscal year is provided below:

Graph 1: Visits to Woodland Public Library



Circulation continued to decline in the third quarter when compared with the previous fiscal year, although the declines were not as great as quarter two. In general, the circulation graph is almost identical in terms of pattern and the third quarter averaged a 17% decline, far less than the 31% decrease in service hours. Circulation performance is now tracking close to 2007 levels as can be observed in the more detailed analysis of Chart 3.The net impact is that the library is open less but the workload has not decreased proportionately, creating a compression for staff. For the first time since the installation of the additional two self-check machines in January 2009, the volume of self-check versus staff check actually decreased. Although it remains at the originally identified goal of 50% for the third quarter, the decline is worthy of note. Overall year-to-date self-check volume is 51%. Implementation of volunteer self-service trainers would be useful in an effort to further increase the amount of self-check.

Chart 3: Traditional Checkouts and Renewal



A longer trend analysis is helpful in determining the extent of the reductions:

Woodland Public Library Checkouts & Renewals

Month-by-month

	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total
% change	nus 12.32%	inus 8.63%	inus 8.94%	nus 12.95%	-21.02%	-21.06%	-17.71%	-16.53	-17.49				minus 14.06%
FY 10	28,598	25,299	25,697	25,317	21,086	22,345	24,079	23,114	26,017				221,552
FY 09	32,617	27,688	28,220	29,084	26,699	28,307	29,261	27,692	31,535	30,214	27,071	30,750	349,138
FY 08	26,706	27,290	25,769	27,099	27,033	26,067	28,565	27,541	29,348	29,157	27,585	31,877	334,037
FY 07	22,262	21,852	21,149	20,098	20,241	19,848	23,409	21,389	25,795	24,510	24,741	27,528	272,822
FY 06	15,236	13,294	14,702	17,128	17,117	15,928	18,727	18,051	22,107	20,233	20,189	21,837	214,549
FY 05	11,545	11,644	12,254	12,052	12,200	10,670	12,716	12,796	14,565	13,490	13,558	15,176	152,666
FY 04	11,645	12,066	13,569	13,425	11,821	10,884	13,396	12,376	13,656	11,811	9,560	10,205	144,414
FY 03	13,500	12,050	12,441	13,371	12,071	11,181	13,541	12,337	14,520	13,027	10,966	11,645	150,650
FY 02							13,684	11,990	13,182	13,621	11,742	11,844	

Woodland Public Library Checkouts & Renewals
2003-2010

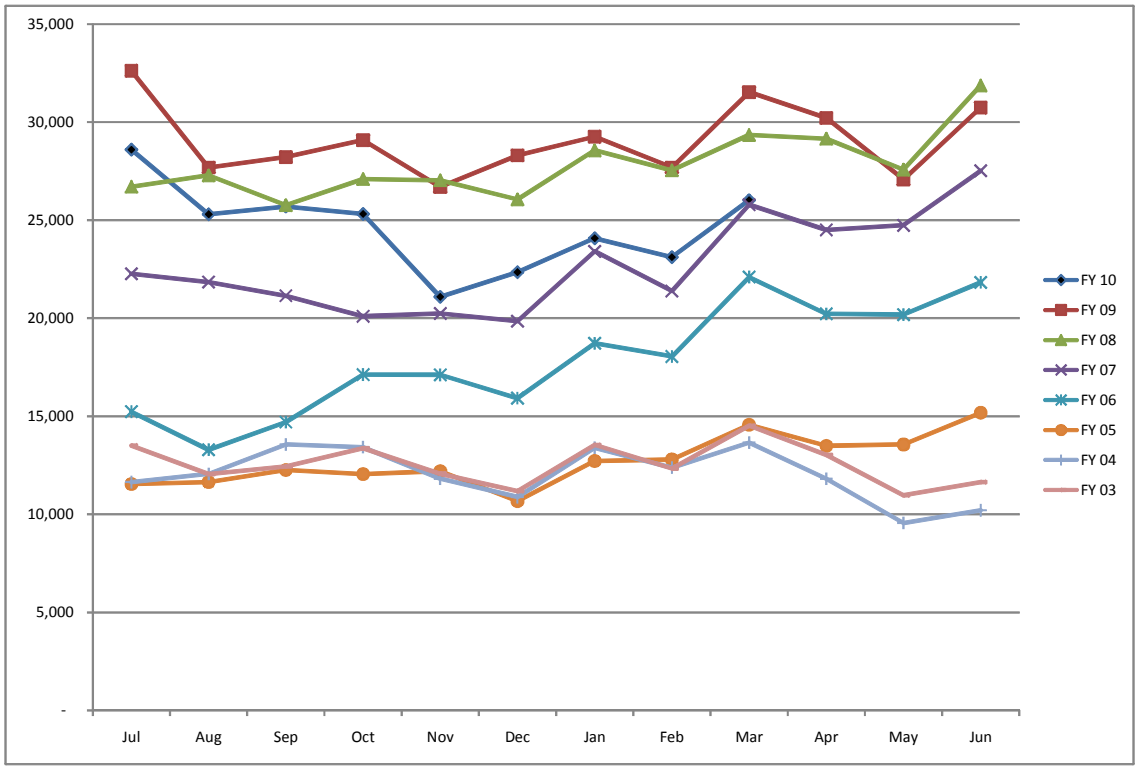


Chart 4: Check Out (Staff vs. Self)

Month/Year	Staff Assist 40	Percentage	Self Check 80	Percentage	Total	% decrease 08 to 09
July 2008	19,830	83%	4,126	17%	23,956	
July 2009	11,873	54%	10,082	46%	21,955	- 8%
August 2008	16,712	84%	3,248	16%	19,960	
August 2009	9,040	49%	9,495	51%	18,535	- 7%
September 2008	16,495	81%	3,929	19%	20,424	
September 2009	8,758	46%	10,257	54%	19,015	- 7%
08-09 Q 1	53,037	82%	11,303	18%	64,340	
09-10 Q 1	29,671	50%	29,834	50%	59,505	- 7.5%

Month/Year	Staff Assist	Percentage	Self Check	Percentage	Total	% decrease

						08 to 09
October 2008	16,944	81%	4,016	19%	20,960	
October 2009	9,007	48%	9,688	52%	18,695	-11%
November 2008	15,767	83%	3,308	17%	19,075	
November 2009	7,161	47%	8,094	53%	15,255	-20%
December 2008	17,010	84%	3,242	16%	20,252	
December 2009	7,986	46%	9,219	54%	17,205	-15%
08-09 Q2	49,721	82%	10,566	18%	60,287	
09-10 Q2	24,154	47%	27,001	53%	51,155	-15.15%
08-09 Mid Year	102,758	82%	21,869	18%	124,627	
09-10 Mid Year	53,825	49%	56,835	51%	110,660	-11.2%

Month/Year	Staff Assist	Percentage	Self Check	Percentage	Total	% decrease 08 to 09
January 2009	14,951	69%	6,658	31%	21,609	
January 2010	8,410	47%	9,625	53%	18,035	-16.5%
February 2009	12,447	62%	7,646	28%	20,093	
February 2010	8,747	51%	8,559	49%	17,306	-14.5%
March 2009	13,325	57%	9,868	43%	23,193	
March 2010	10,188	52%	9,575	48%	19,763	-14.8%
08-09 Q3	40,723	62%	24,172	38%	64,895	
09-10 Q3	27,345	50%	27,759	50%	55,104	-15.1%

Year-to-Date

Month/Year	Staff Assist	Percentage	Self Check	Percentage	Total
09-10 Q 1	29,671	50%	29,834	50%	59,505
09-10 Q2	24,154	47%	27,001	53%	51,155
09-10 Q3	27,345	50%	27,759	50%	55,104
Year-to-Date 2010	81,170	49%	84,594	51%	165,764

Reference: After the dramatic declines in reported reference activity in Quarter 2 (which may have been due to human error), Quarter 3 activity returns to the levels reported in Quarter 1 with declines in comparison to previous fiscal year at 39%. Assisting library users in meeting their information needs is the core of the library profession and has suffered dramatically this year as a result of service level reductions. Staffing reductions have necessitated the additional closure of the adult reference desk ½ time or four hours per day. Although the youth services librarian is on the floor of the library for two of those closed four hours, many library users are hesitant to enter the children's area. No reference, including on-call is available 12-2 PM. As a result, the compounded reduction in reference availability (reduced hours, furloughs and closed adult desk) is 56% when compared to 2008-2009. The year-to-date reduction is service is 51%

Chart 5 Reference Activity—Research & Homework Questions/Consultations

Reference 2009-2010

	2008-2009	2009-2010	% Change
July	1090	424	-61%
Aug	1226	730	-40%
September	1148	966	-16%
Q1	**3464**	**2120**	-39%
October	943	647	-31%
November	1719	281	-84%
December	2171	540	-75%
Q2	**4833**	**1468**	-70%
Mid-Year	8297	3588	-57%
January	1111	732	-34%
February	1173	699	-40%
March	1353	785	-41%
Q3	**3637**	**2216**	**39%**
YTD	11934	5804	-51%

Outreach Activities: As reduced staff struggle to serve the 800+ visitors per day, outreach activities have necessarily decreased. However, a major, bilingual outreach campaign to the schools occurred for the Sandy Holman "Everybody Has a Culture" program. In addition, youth services staff read to two local classrooms in this year's "Read across America." A local Boy Scout troop was provided with a formal tour as well. Adult staff continues to participate in the "Woodland Reads" community wide reading event. The Leake Room will be the location of the evening reading by author Jacqueline Smith; this year's reading selection is *Maisie Dobbs: A Novel.* Administratively, the director attended the Mountain Valley Library System Administrative Council as well as the recently formed Sacramento Public Library Partner Director's meetings.

Programming: Traditional, as well as special library programs continue to suffer dramatically. Quarter three brought an all time low to traditional programming (story time, book clubs, etc.) with a reduction of 47% in the number of program offered when compared with the previous year. Attendance fared even worse with a 56% reduction. When all programming activities were combined (traditional and special) the reduction in the number of programs was 46%; however attendance fared better than quarter two with reductions held at 48%. Chart 6 on the following page provides a detailed analysis of traditional, special and combined programming activity for FY 2008-2009 and FY 2009-2010.

Chart 6: Library Programming Activity

Woodland Public Library Programming Activity

Regular Programming (Story Time, Book Clubs, Class Visits, etc)

	2008-2009 Q1		2009-2010 Q1		% Change	
	# Programs	Attendees	# Programs	Attendees	# Programs	Attendees
Toddlers	11	471	6	53	-45%	-89%
Pre-School	23	549	8	134	-65%	-75%
School Age	14	437	18	780	29%	78%
Teens	7	34	0	0	-100%	-100%
Adults	6	49	6	57	0	16%
Subtotal	**61**	**1540**	**38**	**1024**	-38%	-34%
Special Programming (Entertainers, Authors, Special Events)						
Children	6	772	2	446	-66%	-42%
Teens	5	73	2	9	-60%	-88%
Adults	3	173	0	0	-100%	-100%
Subtotal	**14**	**1018**	**4**	**455**	-71%	-55%
Total Q1	**75**	**2558**	**42**	**1479**	**-44%**	**-42%**

	2008-2009 **Q2**		2009-2010 **Q2**		% Change	
	# Programs	Attendees	# Programs	Attendees	# Programs	Attendees
Toddlers	10	189	6	105	-40%	-44%
Pre-School	30	422	16	203	-47%	-52%
School Age	11	439	13	285	18%	-35%
Teens	10	43	0	0	-100%	-100%
Adults	6	52	6	82	0	58%
Subtotal	**67**	**1145**	**41**	**675**	**-39%**	**-41%**
Special Programming (Entertainers, Authors, Special Events)						
Children	3	917	5	185	66%	-80%
Teens	0		0		0	
Adults	0		1	21	100%	210%
Subtotal	**3**	**917**	**6**	**206**	**100%**	**-78%**
Total Q2	**70**	**2062**	**47**	**881**	**-33%**	**-57%**

	2008-2009 **Q3**		2009-2010 **Q3**		% Change	
	# Programs	Attendees	# Programs	Attendees	# Programs	Attendees
Toddlers	10	250	6	135	-40%	-46%
Pre-School	30	512	12	158	-60%	-69%
School Age	15	243	12	115	-20%	-53%
Teens	7	20	0	0	-700%	-2000%
Adults	6	54	6	64	0	19%
Subtotal	**68**	**1079**	**36**	**472**	**-47%**	**-56%**
Special Programming (Entertainers, Authors, Special Events)						
Children	1	75	4	123	300%	64%
Teens	7	20	1	56	-86%	180%
Adults	2	131	1	30 Friends	-50%	-77%
Subtotal	**10**	**226**	**6**	**209**	**-40%**	**-9%**
Total Q3	**78**	**1305**	**42**	**681**	**-46%**	**-48%**

Collection: During the third quarter, the backlog from the transition to preprocessed materials was cleared. Staff continues to work diligently with Baker and Taylor to resolve the remaining quality issues related to processing; conference calls occur weekly. The error rate in processing adult

materials has decreased to <4%, requiring only minimal oversight by staff. Children's materials remain at 16%, requiring individual quality checking and documentation.
Expenditures returned to a healthy level in quarter three at $45,000. In addition, large expenditures in April to complete *Teaching Company* series and renew standing order will offset under-expenditure in quarter two. Chart 7 provides a detailed analysis of collection expenditures by quarter and to date followed by a breakout by funding source. Collection expenditures in General Fund 101 and Developer Fees 570 are at 100%. All remaining collection expenditures will come from Library Fund 917. At the end of March, the expenditure rate to planned budget was 26%. Any unspent revenues in Fund 917 are returned to the 917 reserves for later use.

Chart 7: Library Material Expenditures

Library Material Expenditures

FY 09-10															
Category	09-10 Budget	Jul	Aug	Sep	Quarter 1	Oct	Nov	Dec	Quarter 2	YTD	Jan	Feb	Mar	Qurarter 3	YTD
Graphic Novels	$ 1,769	220	126	337	683		207	127	334	1,017	224	95	13	332	1,349
Adult fiction	$ 27,383	4152	2896	2080	9128	1,888	2,035	1,505	5,428	14,556	1816	3,220	1,474	6,510	21,066
Large print	$ 1,825									-					
Adult nonfiction	$ 21,960	1426	1921	1811	5158	2,213	1,159	851	4,223	9,381	1998	2,187	1,848	6,033	15,414
Adult reference	$ 3,000		300	64	364	93			93	457	389	480		869	1,326
Adult Spanish	$ 1,828		203	22	225					225		75	43	118	343
ESL & Language															
Adult Print Sub	**$ 54,735**	5798	5446	4314	15558	4,194	3,401	2,483	10,078	25,636	4,427	6,057	3,378	13,862	39,498
Adult Spoken Wd	$ 9,128		50		50					50		88	81	169	219
TEACH															
CDs	$ 7,320										407	604		1,011	1,011
DVDs	$ 36,510			8104	8104					8,104	5753	2,946	477	9,176	17,280
Adult AV Subtotal	**$ 52,958**	0	50	8104	8154	-	-	-	-	8,154	6,160	3,638	558	10,356	18,510
Adult Total	**$ 107,693**	5798	5496	12418	23712	4,194	3,401	2,483	10,078	33,790	10587	9,695	3,936	24,218	58,008
YA--Total	**$ 7,302**	982	762	824	2568	693		590	1,283	3,851	72	729	1,070	1,871	5,722
Children's books	$ 45,638	2497	3509	3253	9259	2,760	1,311	-	4,071	13,330	2163	2,875	3,571	8,609	21,939
Children's Spanish	$ 3,651	759	273		1032	405	-	-	405	1,437	74	316	358	748	2,185
Children Print Sub	$ 49,289	3256	3782	3253	10291	3,165	1,311		4,476	14,767	2,237	3,191	3,929	9,357	24,124
Child Sp Wd & CD	$ 1,825	119	158	146	423					423		359	574	933	1,356
J DVDs	$ 16,430			2537	2537					2,537	3201	388		3,589	6,126
Children's AV Sub	$ 18,255	119	158	2683	2960					2,960	3,201	747	574	4,522	7,482
Children's Total	**$ 67,544**	3375	3940	5936	13251	3,165	1,311		4,476	17,727	5438	3,938	4,503	13,879	31,606
Total Print A,YA,J	$ 111,356	10036	9990	8391	28417	8,052	4,712	3,073	15,837	44,254	6736	9,977	8,377	25,090	69,344
Total AV A, J	$ 71,194	119	208	10787	11114	-	-	-	-	11,114	9,361	4,385	1,132	14,878	25,992
Totals	$ 182,550	10155	10198	19178	39531	8,052	4,712	3,073	15,837	55,368	16,097	14,362	9,509	39,968	95,336
Actual SO	$ 40,000	18247	2998	3905	25150	326	3,366	583	4,275	29,424	4745	257	500	5,502	34,926
Grand Total	$ 222,550	28402	13196	23083	64681	8,378	8,078	3,656	20,112	84,792	20,842	14,619	10,009	45,470	130,262

Collection Allocation

	Budget	Expended	% Expended
General Fund 101	~~$ 25,000~~ $24,500*	$ 24,709	100%
Developer Fees 570	$ 55,000	$ 54,844	100%
PLF 917	$197,880**	-$ 51,794	26%
Total	**$277,880**	**$ 131,349 *****	**47.3%**

*mid-year budget reductions
**includes pre-processing costs
***does not include pre-processing costs

Public Computer Access: Computer use statistics for January and February were inadvertently erased from the Envisionware system during staff training. As a result, there is no comparative data for the two months. For the month of March, the decrease in use was 30%, trending at precisely the

mid-year figure. As a result, 30% will be used for Quarter 3 as well. The overall decrease year-to-date is also 30%.

Public Access Computers

	2008-2009	2009-2010	Rate of Change
July	3677	3031	-18%
August	3734	2756	-26%
September	3756	2821	-25%
Quarter 1	11167	8608	-23%
October	4179	2767	-33%
November	3117	2043	-34%
December	3795	2237	-41%
Quarter 2	11091	7047	-37%
Mid-Year	22258	15655	-30%
January	Not available	2614	?
February	Not available	2470	?
March	3547	2482	-30%
Quarter 3			-30%
Year-to-Date	**3686** (T divided by 7)	**2580** (T divided by 9)	**-30%**

Literacy: In an effort to increase the Literacy Coordinator to full time with a mid-year adjustment, it was discovered that a number of revenues had been double counted in both the mid-year adjustment of 2008-2009 as well as the annual budget for 2009-2010. After careful research and analysis, the reconciled, non-duplicative revenues are expected to be $121,553, creating a $15,441 deficit for the $136,994 budgeted expenditures. A $10,079 reserve or fund balance reduces the deficit to $5,362. Although additional revenues may become available, the Woodland Literacy Council has pledged to cover the deficit. This places the Woodland Library Literacy Service in the precarious position of beginning FY 2010-2011 with no reserves or fund balance.

Excellent work continues with the traditional one-on-one adult tutoring, the Wayfarer STEP program, and the No Barriers program. The California Library Literacy Service (CLLS) mid-year report was completed and submitted. A book grant for $6,000 was received as well as a $500 donation from the Soroptimist Club of Davis for materials for No Barriers. Eleven foundation and private applications for funding were submitted as well as the certification packet for United Way. Community Development Block Grant (CDBG) awards have been announced, and Woodland Library Literacy Program's allocation for FY 2010-2011 will be increased to $8,700

Respectfully Submitted,

Sandy Briggs
Library Services Director

Quarterly Report, January – March 2010
Berta Boegel

Technical Services

- Continued to supervise all receiving, cataloging, processing and invoicing of adult and children's material.
- Continued to track material expenditures.
- Worked with staff to check in and document errors with all the backlogged material from B&T. We are now able to check-in Adult Fiction, Non-fiction and DVDs and CDs with minimal overview because the error rate is now about 3-4%. Children's materials still need to be looked over carefully as the error rate is still at 16%.
- Set up FirstLook collection development carts with B&T.
- Re-worked staff area downstairs to accommodate change in staffing and to create a better work flow.
- Began working with Books On Tape to set up a standing order for all of our Audiobooks with some pre-processing on these items.
- Started coordinating bi-weekly phone conferences with B&T and our staff.

Collection

- Continued to weed the 900's.
- Took over selection and weeding of Fiction and Audiobook collections.
- Continued to select Adult and Children's media.

Circulation

- Continued to supervise and schedule the Circulation desk.
- Assisted in reorganizing the Circulation desk in preparation for the Computer lab.

Training

- Attended the Get Involved Volunteer Management Conference in Irvine, sponsored by the State Library.
- Attended the City of Woodland's Performance Based Budgeting training.
- Weekly transition meetings with Sandy.
- Attended an Overdrive demonstration at the Davis Branch Library.
- Emotional Intelligence Leadership workshop with the ALA president at Turner Branch Library in West Sacramento.

Programs

- Continued to facilitate Brown Bag Book Club. 6 sessions, 64 participants.

Outreach

- Attended a Woodland Reads meeting.
- Attended the Chamber of Commerce Luncheon.
- Attended the Friends of the Library Mystery Night.
- Attended the Friends of the Library Women of the Wild West Luncheon.

Administration

- Took over the handling of Purchase Orders.
- Participating in the City of Woodland's Cost Saving Committee.
- Attended the SPL Partner's Quarterly meeting.
- Attended SPL's Circulation meetings.
- Track B&T Invoices.

Carol A. Davis

Reference

- Reference desk
- Create reference desk schedule (substitute librarians when needed)
- Created and disseminated a reference desk guide for each public service desk for use between 12-2pm when no reference librarian is upstairs and for use when we are low staffed
- Weeding and cataloging of reference collection and standing order/continuation profiles
- Reference support at the public computers
- Re-shelving reference material
- Research assistance for out-of-system requests for Dana (locating material: hard to find titles and journal articles)
- Regular contact with North Bay Cooperative Network for second-tier reference help – many patron query's/requests have been ongoing and require follow-up

Computers

- Assist, troubleshoot, and oversee EnvisionWare, public computers, OPACs and staff computers
- Attendance at city Computer Committee and Web-team Committee meetings (department liaison)
- Attendance at quarterly meeting with IT and Library Services Director
- Gather usage statistics for public computers
- Worked closely with IT with move to new computer lab and worked with IT on various problems which cropped up with the move

Website (create, update, and maintain the library's websites, including Friends and the Rose Club)

- Attend citywide Web-team Committee

Media Desk

- Supervise the Media desk: scheduling and managing personnel, troubleshooting Envisionware software, assisting patrons and staff, working with IT on problems/issues, collecting statistics

Collection Development (reference; adult nonfiction; adult Spanish language; ESL; large print; language; standing orders/continuations; NOLO Press)

- Databases (including negotiating with vendors; creating in-house and remote access via the website)
- Check over pre-processed material from B&T before disseminating to shelves
- Participate in bi-monthly conference calls with B&T regarding pre-processing

Cataloging (standing orders/continuations; reference material; NOLO Press; adult Spanish language; de-ref material for circulation)

Weeding

- Reference, adult/general nonfiction collection, adult Spanish language collection, government documents, nonfiction books from "New Books" shelf when enough time has lapsed
- Weeded out and set as "withdrawn" the entire audio-cassette collection (minus language tapes and ESL) to provide room for the test books and expansion of RL
- Moved the entire test book collection to its new location next to circulating encyclopedias
- Assisted in shelf-shifting other areas of the library with the new shelving in place for media

Supervisor Duties

- Supervision of Dana Levine (LTA 2)
- Supervise Media Desk staff
- Supervise substitute librarians
- Oversee the floor when sitting at the reference desk (staff and patrons)

Conflict Management
Handling problem situations with patrons and staff (inside and outside the library). Daily occurrence with library patrons

Miscellaneous Problem Management
Graffiti lead, litter, bathroom issues, fire alarms, leaks, floods, elevator issues, crisis management, etc.

Miscellaneous Duties
- Assist checking in material on Tuesdays following three day weekend
- Oversee timecards – responsible specifically for Dana Levine, substitute librarians, and LTA 1's. Responsible for ALL timecards for final check and delivery to city finance department
- Oversee tax distribution – replenish as needed and assist patrons with downloading forms
- Order FAFSA material
- Maintain standing order for UC Extension catalog
- Oversee all library displays
- Create flyers for library

Quarterly Report
3rd Quarter, 2009-2010
January-March 2010
Children's Area
Patricia Lakie and Esther Guardado

Collection Development and Cataloging

Preprocessed items are down to a 16% error rate. I still need to check every item that Baker & Taylor has preprocessed for the children's and teen collections, but the error rate has improved considerably.

I am trying to get in a little weeding time, concentrating primarily on crowded collections (Picture Books and YA Fiction). Unfortunately, there is not time right now to follow the weeding schedule.

Title Source is a joy to use for collection development.

Reference

When I am on the children's reference desk, I cover the adult reference desk questions, too. Fortunately, most people are patient and understanding when they have to wait in line for reference help or to check out.

Ongoing activities

Toddler and Preschool story times are twice each month, on Wednesdays and Fridays.

Kids' Book Club meets the second Thursday of every other month with Patty.

Second & Third Grade Book Club meets the third Thursday of every other month with Esther.

Special Events, Activities & Outreach

Sandy Holman presented a fun, interactive program, "We All Have a Heritage," targeted to 2nd through 6th graders. The Friends paid for flyers for every public school child in 2nd -6th grade in Woodland and Davis (1/28)

Esther gave a tour to a group of Boy Scouts (2/18)

Esther participated in the Woodland Youth Coalition's "Living Green" workshop (2/20); she has been unable to participate in most of the Coalition meetings and workshops due to our staffing shortage.

Patty attended the California State Library's Volunteer Institute with Berta, Sue & Marcia (2/23-24); I was impressed with the amount of useful tools and ideas they shared with us that we will be able to use in expanding our volunteer programs.

Esther read books to two Dingle classrooms for Read Across America (3/2)

Board members have graciously offered to represent the Library at outreach events we have been invited to participate in. Thank you! I am glad the Library will have a presence at these public events.

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Submitted by Patty Lakie, March 26, 2010

Woodland Public Library Literacy Service

Quarterly Report
January-March 2010

California State (CLLS) mid-year was completed and in on time. Request for continued funding is due in May.

Grant update:

Granted: Literacy contributed to the writing of a grant with the Wayfarer Center, resulting in the re-establishment of the GRACE program (jobs-housing-life skills). Literacy's portion was $1,200 to be used to conduct computer literacy classes once a month. A grant from Northrop Grumman for $2,500 was received on December 31, 2009 for use in the Wayfarer Program. The Charles Evans Book grant from New Readers Press was received, and the books were ordered ($6,000). The Community Development Block Grant was applied for, and granted, with an increase for next FY ($8,700). Soroptimists International of Davis granted $500 for the *No Barriers* program for the 2010-2011 FY

Applied for: Target Foundation, USBankCorp, Sacramento Regional Fund, Eberhard Foundation, Winnick Family Foundation, The Angell Foundation, George and Lena Valena Foundation, jJill foundation, , Mosse Foundation, Copley Foundation, the Setzer Foundation. In progress is the LSTA Competitive Grant and citizenship and Integration Direct Services Program grant

Still Pending:, Hofman Foundation, Jewett/Garland Foundation Laurence Foundation, Will Keck foundation—all for $10,000. National Endowment for Financial Education (Job Literacy and the David Bohrett Foundation (Voter Literacy) GenCorp, New York Life, SureWest Foundation, the Union Bank of California, each for $10,000.

The Rumsey Community Fund Grant pre-application (LOI) was submitted March 26.

The Woodland United Way Certification packet was submitted in February, and was approved. Grant application was submitted on March 25. Requested amount: $8,000

Tutor Training: January and February tutor trainings added 6 tutors to our list.

Dyslexia workshop in collaboration with **Yolo Reads** took place on March 20th from 10-1 at the DESS conference room. Twenty tutors and educators attended. David Hagerty from Sacramento City College facilitated. Based on it success we are looking to do an educational workshop quarterly.

The Literacy Coordinator attended the **CLA Get Involved Workshop** with Berta, Patty and volunteer Marcia Cary. We are working together on follow-up activities to organize the library's volunteers.

Computer Labs are held monthly at the Wayfarer Center as part of STEP. Three Literary Journals were published. A resident took and passed his GED.

Inmate Literacy has 101 GED grads from Monroe and 55 from Juvenile Hall.

Woodland Literacy Council published its Spring Newsletter, and raised close to $2,000 in memberships. They also gave an additional $4,500 to the Literacy Service to help with this year's budget.