

Ventura Local Agency Formation Commission

Blanchard/Santa Paula Library District

Municipal Service Review

Prepared By:
Ventura Local Agency Formation Commission
800 S. Victoria Avenue, L #1850
Ventura, CA 93009



Table of Contents

Introduction 1
Profile..... 3
Growth and Population Projections 6
Review of Municipal Services 7
Written Determinations 9

Introduction

Local Agency Formation Commissions (LAFCo) exist in each county in California and were formed for the purpose of administering state law and local policies relating to the establishment and revision of local government boundaries. According to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code § 56000 et seq.), LAFCo's purposes are to:

- discourage urban sprawl;
- preserve open space and prime agricultural land;
- ensure efficient provision of government services; and
- encourage the orderly formation and development of local agencies.

To achieve its purposes, LAFCos are responsible for coordinating logical and timely changes in local government boundaries (such as annexations), conducting special studies that identify ways to reorganize and streamline governmental structure, and determining a sphere of influence for each city and special district over which they have authority.

A **sphere of influence** is a plan for the probable physical boundaries and service area of a local agency, as determined by LAFCo (Government Code § 56076). Beginning in 2001, each LAFCo was required to review, and as necessary, update the sphere of each city and special district on or before January 1, 2008, and every five years thereafter (Government Code § 56425(g)). Government Code § 56430(a) provides that in order to determine or update a sphere of influence, LAFCo shall prepare a **Municipal Service Review (MSR)** and make written determinations relating to the following seven factors:

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

MSRs are not prepared for counties, but are prepared for special districts governed by a county Board of Supervisors. Additionally, while LAFCos are authorized to prepare studies relating to their role as boundary agencies, LAFCos have no investigative authority.

This MSR examines the Blanchard/Santa Paula Library District (BSPLD or District), in order to evaluate the District's services and to provide the Commission with information to establish a sphere of influence for the District. No MSR has previously been prepared for the BSPLD.

LAFCo staff prepared this MSR for the Blanchard/Santa Paula Library District, using information obtained from multiple sources, including:

- **District Budget:** Information regarding services and funding levels was obtained from the Fiscal Year (FY) 2018-19 budget of the BSPLD, adopted on June 26, 2018;
- **Other District Resources:** The *Strategic Plan 2014-2019: Blanchard Community Library of Santa Paula* and information on the District's website were used to obtain supplementary information relating to the BSPLD's facility and provision of library services.
- **District Staff:** The District Director provided information that was not available in the materials described above.

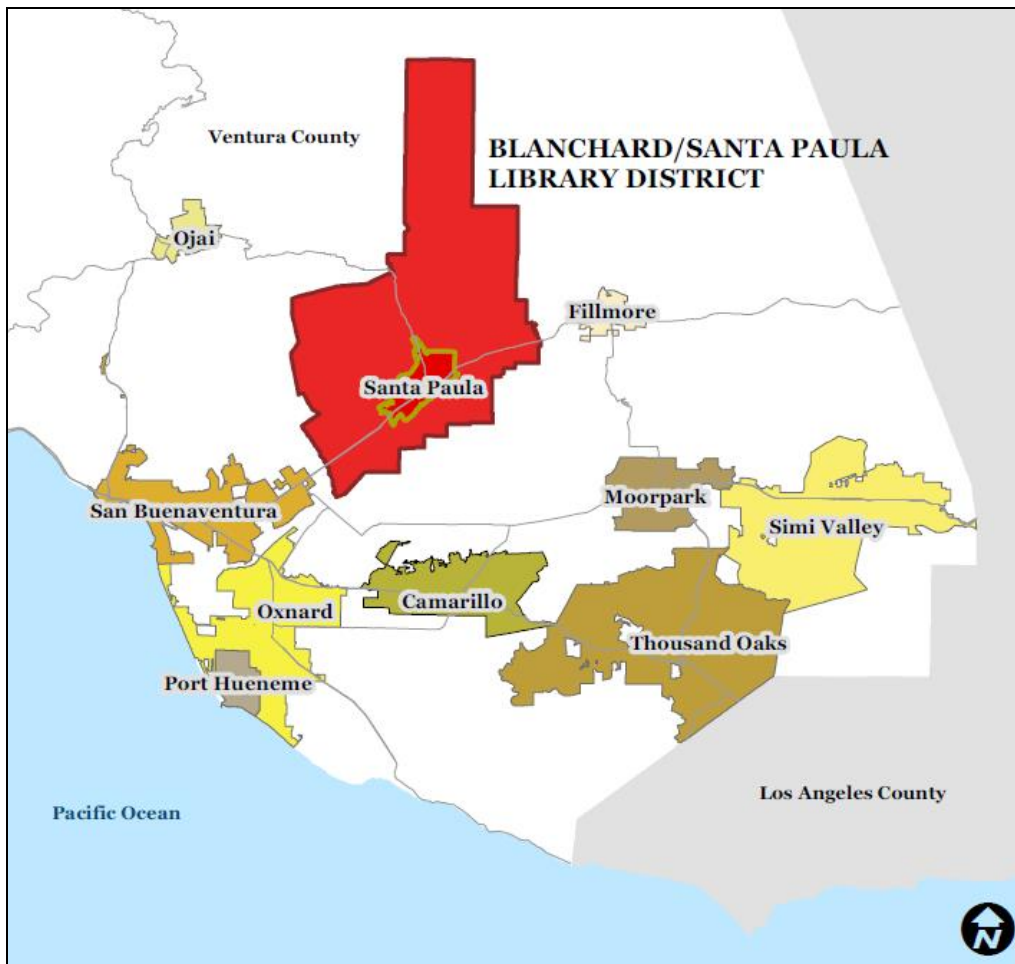
This report is divided into four sections:

- **Profile:** Summary profile of information about the District, including contact information, governing body, summary financial information, and staffing levels;
- **Growth and Population Projections:** Details of past, current, and projected population for the area served by the District;
- **Review of Municipal Services:** Discussion of the municipal services that the District provides; and
- **Written Determinations:** Recommended determinations for each of the seven mandatory factors for the District.

The Commission's acceptance of the MSR and adoption of written determinations will be memorialized through the adoption of a resolution that addresses each of the seven mandatory factors based on the Written Determinations section of the MSR.

Profile

According to the BSPLD's *Strategic Plan 2014-2019*, the Blanchard Community Library opened in 1910 as a city library within the City of Santa Paula. The District was formed in 1967 and is an independent special district that was previously known as the Santa Paula Union High School Public Library District (Education Code § 18342). The library is currently located at 119 N. 8th Street in the City of Santa Paula. Its service area includes the City of Santa Paula and surrounding areas on all sides of the City, and continues to align with the boundaries of the Santa Paula Unified School District.



The *Strategic Plan* states that the mission of the library is to address the needs of its customers by providing informational, cultural, and recreational opportunities. According to the *Strategic Plan*, the mission is supported by efforts to “foster a love of reading and lifelong learning, provide a safe and welcoming environment, facilitate the sharing of knowledge and experiences, and enrich our diverse community.”

The Friends of the Library organization was established in 1965. It is a volunteer nonprofit (501(c)(3)) organization that engages in fundraising projects, such as book sales of donated books, to make purchases for the library and contribute to the support of library programs (e.g., Summer Reading Program).

The Blanchard Endowment Fund was established in 1984. The Blanchard Community Library Endowment Fund Board annually reviews the fund’s progress and makes a contribution, based on earnings, to the library (approximately \$20,000 annually). Both of these non-profit organizations are managed by volunteer boards. In addition, a group of volunteers offers book-mending services.

Contact Information

District Office 119 N. 8th Street, Santa Paula, CA 93060
 Mailing Address 119 N. 8th Street, Santa Paula, CA 93060
 Phone Number (805) 525-3615, Extension 102
 Website blanchardlibrary.org
 Employee E-mail Addresses firstname.lastname@blanchardlibrary.org

Governance Information

Formation Date October 31, 1967
 Form of Government Board of Trustees and District Director
 Board of Trustees Five members
 Elected by registered voters within the District at-large to staggered, four-year terms of office (elections held in even-numbered years)
 Board Meetings 4th Tuesday of each month, beginning at 5:30 p.m.
 Hardison Room of the Blanchard Community Library
 119 N. 8th Street in Santa Paula

Population and Area Information

	Population	Area (square miles)
BSPLD Jurisdiction	34,500 ¹	107.3

Services Provided by the District

Library Services

Primary Revenue Sources

Property Taxes
 Special Assessments
 Redevelopment Agency Pass-Through
 Donations
 Grants

Primary Expenditures

Payroll and Benefits
 Services and Supplies
 Administrative Costs
 Facilities

Public Agencies with Overlapping Jurisdiction

Bardsdale Cemetery District	Ventura County Resource Conservation District
Calleguas Municipal Water District	Ventura County Air Pollution Control District
Fillmore-Piru Memorial District	Ventura County Transportation Commission
Gold Coast Transit District	Ventura County Watershed Protection District
United Water Conservation District	Ventura Regional Sanitation District
Ventura County Fire Protection District	

¹ Source: U.S. Census Bureau (factfinder.census.gov). Population data was collected by census tract, and adjusted using best estimates based on the BSPLD boundary.

Staffing ²				
Departments/Funds	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19
District Director	1 FT	1 FT	1 FT	1 FT
Adult Services Librarian	1 FT	0	1 FT	1 FT
Youth Services Librarian	1 PT	1 PT	1 FT	1 FT
Library Assistant II	3 (2 FT & 1 PT)	3 (2 FT & 1 PT)	2 (1 FT & 1 PT)	2 (1 FT & 1 PT)
Library Assistant I	4 PT	4 PT	4 PT	4 PT
Literacy Program Director	1 PT	1 PT	1 PT	1 PT
Literacy Program Coordinator	1 PT	1 PT	1 PT	1 PT
Volunteer Coordinator	0	0	1 PT	1 PT
Office Assistant	2 PT	2 PT	2 PT	2 PT
IT Support	1 PT	1 PT	1 PT	1 PT
Library Page	3 PT	3 PT	3 PT	3 PT
Library Monitor	1 PT	1 PT	1 PT	1 PT
Accounting Clerk	1 PT	1 PT	1 PT	1 PT
Total	20	19	20	20

Summary Financial Information ³				
<i>Revenues</i>	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19
	Revised	Revised	Approved	Adopted
Property Taxes & Special Assessments	732,625	746,673	740,132	740,132
Endowment	20,000	20,000	20,000	20,000
Donations	29,000	28,308	25,000	25,000
Grants	27,489	36,648	27,000	31,000
Fines and Fees	10,000	12,959	5,000	5,000
Total	\$819,114	\$844,588	\$817,132	\$821,132
<i>Expenditures</i>	FY 2015-16	FY 2016-17	FY 2017-18	FY 2017-18
	Revised	Revised	Approved	Adopted
Payroll and Benefits	503,839	525,974	496,431	569,599
Services	123,830	131,021	138,030	144,800
Administrative	73,300	63,492	59,150	58,450
Facilities	58,650	52,493	56,450	56,450
Total	\$759,619	\$772,980	\$750,061	\$829,299
<i>Extraordinary Income (Legal)⁴</i>	FY 2015-16	FY 2016-17	FY 2017-18	FY 2017-18
	Revised	Revised	Approved	Adopted
	84,863	N/A	N/A	
Net Surplus/(Deficit)	144,358	71,608	36,071	(8,167)
Reimbursement from DIF Fund ⁵	17,500	8,750	20,000	20,000
Total Surplus/(Deficit)	\$161,858	\$80,358	\$56,071	\$11,833

² Source: BSPLD staff. Number of employees includes total of all full-time (FT) staff and part-time (PT) staff members.

³ Sources: FY 2017-18 adopted budget, FY 2018-19 adopted budget, and City staff.

⁴ According to BSPLD staff, Extraordinary Income (Legal) consists of the net income (after legal fees and arbitration expenses) of insurance proceeds obtained as a result of a claim against the certified public accountant who performed the BSPLD's financial audits during a period of several years in which the BSPLD's former bookkeeper embezzled more than \$500,000 (which was discovered in 2013).

⁵ According to BSPLD staff, the City of Santa Paula collects a Development Impact Fee (DIF) related to impacts caused by the development of new housing units. A portion of the collected DIF is distributed to the BSPLD for allowable expenditures (e.g., construction projects and additions to the library's collection).

Growth and Population Projections

According to the California State Library, the BSPLD’s service area population grew from 29,725 in 2008 to 30,654 in 2016. Thus, from 2008 to 2016, the BSPLD’s service area grew by an estimated 929 people, or 3.12 percent (0.39 percent annually, on average). The following table reflects the BSPLD’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	30,654	31,135	31,747	32,371	33,007	33,656

Pursuant to an estimate of population using U.S. Census Bureau data, it appears instead that the population of the BSPLD’s jurisdictional area is greater than estimated above, and is currently approximately 34,500.

According to the Municipal Service Review (MSR) accepted by LAFCo on February 21, 2018, the City of Santa Paula’s projected population through 2040 is anticipated to reach at least 34,662 (based on historical growth trends over the last 18 years), and possibly up to 39,600 (based on the Southern California Association of Governments 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy growth forecast). For areas that are currently located within the City’s sphere of influence and/or jurisdictional boundaries, the MSR identified an estimated City population growth of approximately 5,275 based on the anticipated future development within the City.

While the City of Santa Paula comprises just 5.7 percent of the land area within the BSPLD, approximately 85 percent of the BSPLD’s population is concentrated within the City. Based on the information provided above, it is expected that the population growth within the BSPLD will be largely dependent on population growth within the City.

Review of Municipal Services

The review of City services is based on provisions of state law which require LAFCo to make determinations regarding the present and planned capacity of public facilities, the adequacy of public services, infrastructure needs and deficiencies, and the City's financial ability to provide these services (Government Code § 56430(a)(3)).

District Services

The BSPLD provides a physical library collection, reference desk, public access computers, internet, printing services, and reading/study space. Additionally, it offers literacy and literacy-related programs and services for children, teens, and adults. These programs and services include but are not limited to tutoring, English as a Second Language (ESL) classes, computer classes, a weekly book discussion group, weekly preschool story time, bi-weekly activities for teens ("Teen Scene"), reading out loud for therapy dogs ("Barking for Books"), monthly family night with guest performers, and a coloring club. In addition, the BSPLD hosts an annual art show organized by the Santa Paula Art Society.

Each month, the Blanchard Community Library averages 6,000 to 7,000 customers (approximately 200 visitors a day) and circulation of 5,000 to 7,000 items.

During FY 2015-16, the California State Library (a California public research institution) estimated that the BSPLD had a per capita cost of \$23.96 for library operations. Statewide, the average cost for library operations was \$51.21 and the median cost was \$32.25.

District Facilities

The BSPLD's facility consists of a 22,554-square-foot library located at 119 N. 8th Street in the City of Santa Paula, which includes a circulation area, open stacks, a children's area and story room, a literacy classroom, a meeting room, a historical collection room, offices, restrooms, a break room/kitchen, a storage area, and an outdoor patio. In addition to its collection of over 77,000 books, the BSPLD provides 13 public computers (including six dedicated student computers) used for internet access, word processing, and educational games. The library provides wireless internet access, printing service, and copying service, and lends several mobile internet hotspot units as part of borrower services.

Regular library hours are provided as follows, and total 36 hours each week. The library is closed on holidays. The California State Library estimated that on average, during FY 2015-16, public libraries in California were open 42 hours each week.

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Closed	12 pm - 8 pm	12 pm - 8 pm	10 am - 6 pm	12 pm - 8 pm	Closed	10 am - 2 pm

The library's public restrooms were recently remodeled and upgraded. In 2017, the library connected to the Corporation for Education Network Initiatives in California (CENIC) broadband system which improved internet speed. Approximately 85 percent of the funding for the internet improvements will be provided by means of a grant; however, operating costs related to this improvement are anticipated to increase BSPLD expenditures by approximately \$300 per month.

District Staffing Levels

The BSPLB staff includes a full-time Library Director, Adult Services Librarian, Youth Services Librarian, and Library Assistant. In addition, 16 part-time employees provide services within the library, including a Literacy Program Director, Literacy Program Coordinator, and Volunteer Coordinator, and other library support. A complete list of the BSPLD's staff is provided in the BSPLD profile section of this MSR.

Written Determinations

The Commission is required to prepare a written statement of its determinations with respect to each of the subject areas provided below (Government Code § 56430(a)).

1. Growth and population projections for the affected area

According to the records maintained by the California State Library, the BSPLD's service area population grew from 29,725 in 2008 to 30,654 in 2016. Thus, from 2008 to 2016, the BSPLD's service area grew by an estimated 929 people, or 3.12 percent (0.39 percent annually, on average). If the trend of growth continues at the same pace, the projected population within the BSPLD will be approximately 31,135 in 2020, 32,371 in 2030, and 33,656 in 2040.

Pursuant to an estimate of population using U.S. Census Bureau data, it appears instead that the population of the BSPLD's jurisdictional area is greater than estimated above, and is currently approximately 34,500.

According to the Municipal Service Review (MSR) accepted by LAFCo on February 21, 2018, the City of Santa Paula's projected population through 2040 is anticipated to reach at least 34,662 (based on historical growth trends over the last 18 years), and possibly up to 39,600 (based on the Southern California Association of Governments 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy growth forecast). For areas that are currently located within the City's sphere of influence and/or jurisdictional boundaries, the MSR identified an estimated City population growth of approximately 5,275 based on the anticipated future development within the City.

While the City of Santa Paula comprises just 5.7 percent of the land area within the BSPLD, approximately 85 percent of the BSPLD's population is concentrated within the City. Based on the information provided above, it is expected that the population growth within the BSPLD will be largely dependent on population growth within the City.

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80 percent of the statewide annual median household income (Government Code § 56033.5). According to Ventura LAFCo Commissioner's Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard's sphere of influence to the north of the city) and Saticoy (within the City of San Buenaventura's sphere of influence to the east of the city) as disadvantaged unincorporated communities. The BSPLD's sphere of influence has not yet been determined by the Commission. However, its current service area and boundary are not contiguous to and do not include either of the disadvantaged unincorporated communities identified above.

3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies

The BSPLD plans to continue serving existing customers as well as provide service to new customers. Due to expected increases in housing availability in the Santa Paula area (e.g., the 553-acre “East Area 1” development which is expected to result in 1,500 new residential units and a population increase of approximately 5,275), the BSPLD is considering the possibility of opening a library annex near that development site (e.g., bookmobile or store-front branch).

The recommended sphere of influence for the BSPLD is identical to that of its service area and aligns with the Santa Paula Unified High School District. Although the BSPLD issues a free library card to anyone who desires one regardless of permanent address location, a demographic analysis conducted by the BSPLD of the location of the library’s customers shows very little utilization outside the BSPLD at this time. Fees, such as fines and lost book charges, are the same regardless of whether the library customer resides within or outside of the BSPLD.

While the existing library facility and equipment appear to be adequate to provide service at current levels, the BSPLD is in the process of developing a master space plan using surveys and focus groups to obtain community input on how to best utilize the library’s existing space. The master space plan involves conversion of storage areas into usable areas for the library’s customers, the potential addition of a loft area as study space, and the development of outdoor seating and landscaped patio areas.

The BSPLD employs 20 staff members, consisting of both full-time and part-time workers. In addition, the BSPLD relies on volunteers who are involved with activities such as fundraising (including book sales) and book-mending. The District has demonstrated that it has the capacity to provide the necessary facilities and services at existing staffing levels, and continues to pursue new funding and opportunities to improve its services and facility.

4. Financial ability of agencies to provide services

The adopted BSPLD budget for FY 2018-19 includes \$821,132 in revenues and \$829,299 in expenditures. The difference is covered by development impact fees collected by the City of Santa Paula. The majority of the BSPLD’s revenues consist of property tax and special assessment revenue (\$740,132). Most of the BSPLD’s operating expenses cover costs related to payroll and benefits (\$569,599). Based on a review of the adopted FY 2018-19 budget and information supplied by District staff, it appears that the BSPLD has the financial ability to provide library services to its customers.

The BSPLD annually receives a California Library Literacy Services grant (approximately \$35,000 for FY 2017-18), which partially funds adult literacy programs, and in FY 2017-18 received a \$5,000 grant for the acquisition of bilingual children’s books. The BSPLD was also recently awarded the following grants: (1) a Library Services and Technology grant for the purchase of computer equipment to provide classes on basic computer skills and common office applications (approximately \$43,000), and (2) a grant for bilingual children’s books (\$5,000).

5. Status of, and opportunities for, shared facilities

In addition to the BSPLD, library systems within Ventura County include the Ventura County Library System (VCLS) (which is operated by the County and provides 13 libraries within the unincorporated County area, and the cities of Fillmore, Ojai, Port Hueneme, and San Buenaventura), and several city libraries (i.e., the Camarillo Public Library, Moorpark City Library, Oxnard Public Library, Simi Valley Public Library, and City of Thousand Oaks Library). Other public providers include the Ventura County Law Library (located at the Ventura County Government Center), Ventura College Library (located at the Ventura campus of Ventura College), and libraries located at public schools throughout the County. Except for the BSPLD and city libraries, these library systems are not subject to LAFCo authority.

The BSPLD is the sole provider of library services in and surrounding the Santa Paula community. The closest public libraries to the Blanchard Community Library are the Saticoy Library immediately east of the City of San Buenaventura (located at 1292 Los Angeles Avenue in Ventura, approximately 8.5 miles west of the Blanchard Community Library), and the Fillmore Library within the City of Fillmore (502 2nd Street in Fillmore, approximately 10.5 miles east of the Blanchard Community Library), both of which are operated by the VCLS. The Blanchard Community Library does not have a formal lending arrangement with the VCLS; as discussed below, it has an established lending arrangement through the Black Gold Cooperative Library System.

The BSPLD is a member of the Black Gold Cooperative Library System, which is a public library cooperative within California's central coast that promotes sharing of resources among members. In addition to the Blanchard Community Library, the membership consists of the San Luis Obispo, Paso Robles, Santa Maria, Lompoc, and Santa Barbara library systems. Member library systems participate in a system-wide inter-library Loan agreement. The BSPLD is currently implementing a project to tag each item within its collection with Radio Frequency Identification tags, to assist in automatic sorting when items are returned to libraries that are members of the Black Gold Cooperative Library System.

While there are always opportunities for libraries to share resources and coordinate efforts, the BSPLD appears to meet its customers' needs through its membership in the Black Gold Cooperative Library System. It does not appear that there is a need to further combine and/or coordinate service efforts with other agencies for library services. According to BSPLD staff, operation of a single library serving a relatively small community allows the BSPLD to maintain control over the library's budget, acquisitions, and programs that fit the needs of the local community.

According to a recent Ventura County News Channel release, the Ventura County Human Services Agency and the BSPLD launched a pilot program in March 2018 to allow County staff to be present at the library during designated evening and weekend hours to provide service to Santa Clara Valley residents regarding such programs as Medi-Cal (health insurance), CalFresh (food assistance), and CalWORKs (employment services). In addition, the library provides meeting space for organizations needing a location for members to gather.

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

The BSPLD is accountable through an elected Board of Trustees, open and accessible Board of Trustees meetings held monthly at the Blanchard Community Library, public dissemination of information (including by means of a website and social media on the internet), and encouragement of public participation. The BSPLD in recent years underwent a change in leadership, which resulted in an improved public perception regarding the District.

The BSPLD's website is user-friendly and provides information regarding the library's hours and location, governance structure and Board of Trustees meetings, library catalog, programs, services, events, and community tourism and business resources. At least two of its webpages are provided in Spanish. The BSPLD could improve its transparency by updating its website to prominently feature current and past adopted budget documents, as well as approved minutes of Board meetings, in word-searchable format. The BSPLD may also wish to consider developing an internet option to renew borrowed materials (borrowers currently may renew items that they have checked out from the library either by visiting the library or calling the library by phone).

The BSPLD achieves operational efficiencies by way of pursuing and obtaining grants, donations, and volunteer time, and facilitating the operation of an Endowment Fund. In addition, it participates in the Black Gold Cooperative Library System, which enables it to access the collections of other library systems along the central coast of California.

The BSPLD could consider improving its public reach by expanding its hours, continuing to pursue opportunities to market its programs and services, updating its collection, technology, and facility, identifying additional opportunities for volunteerism, and providing a Spanish translation for more of its website content.

7. Any other matter related to effective or efficient service delivery, as required by Commission policy

No other matters were identified.