



***SAN LORENZO
LIBRARY COUNTY SERVICE AREA
MUNICIPAL SERVICE REVIEW FINAL***

November 29, 2012

Prepared for the
Local Agency Formation Commission of Alameda County
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1. AGENCY OVERVIEW

San Lorenzo Library County Service Area (SLLCSA) is an inactive financing mechanism for the construction and maintenance of library buildings, furniture and equipment, other than books, in the unincorporated area known as San Lorenzo. An MSR was most recently completed for SLLCSA in May 2006.

FORMATION

SLLCSA was formed on December 8, 1964 as a dependent special district. SLLCSA was created to finance construction of a public library building in the San Lorenzo area.

The principal act that governs SLLCSA is the County Service Area (CSA) law.¹ The principal act authorizes CSAs to provide a wide variety of municipal services, including street maintenance, fire protection, extended police protection, water and sewer services.² A CSA may only provide those services authorized in its formation resolution unless the Board of Supervisors adopts a resolution authorizing additional services. Additionally, all districts must apply and obtain LAFCo approval to exercise latent powers (those services authorized by the principal act but not provided by the district at the end of 2000).³

BOUNDARY

The boundary area of SLLCSA includes the unincorporated communities of San Lorenzo, Cherryland, and Ashland located southeast of the City of San Leandro and north of the City of Hayward. The total land area within the boundary of SLLCSA is 7.7 square miles. SLLCSA's boundaries are shown on Figure 1-1.

SLLCSA was created after the formation of LAFCo by the Board of Supervisors; however, no action was made by LAFCo regarding the CSA's creation. SLLCSA never became active. Records regarding the purpose of creation of SLLCSA are not available. However, the County Library staff reported that the purpose was likely to provide a potential funding mechanism to support library service in the San Lorenzo community.

¹ California Government Code §25210 et seq

² California Government Code §25213.

³ Government Code §56824.10.

Extra-territorial Services

No services are provided by SLLCSA inside or outside its bounds.

Unserved Areas

SLLCSA is inactive; however, all areas within its boundaries are served by the Alameda County Library system, therefore there are no areas that are considered unserved within SLLCSA's bounds.

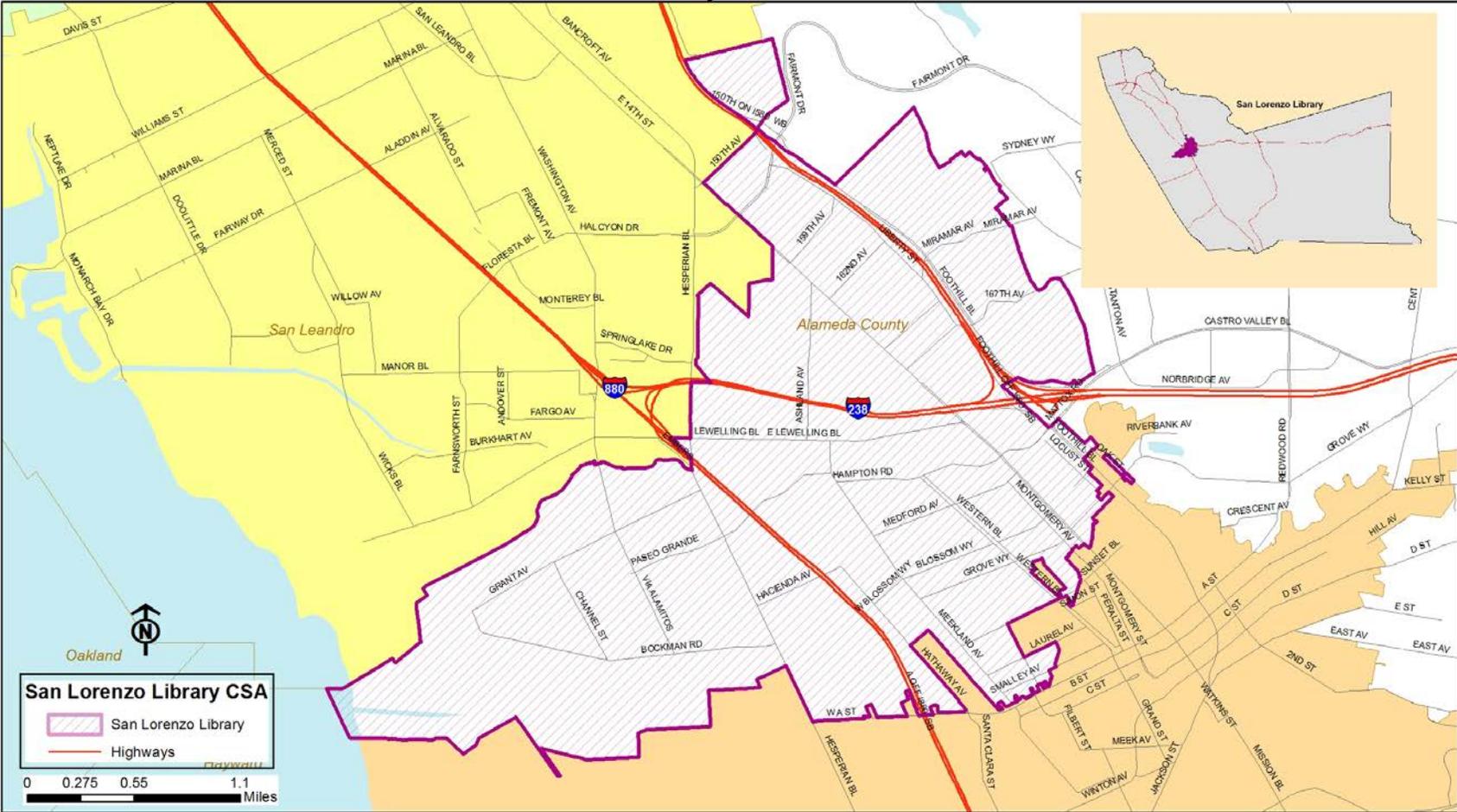
SPHERE OF INFLUENCE

LAFCo adopted an SOI for the first time for SLLCSA in 2006. SLLCSA is an inactive financing mechanism that was not expected to be used in the near future. Due to the inactive status of SLLCSA, the Commission elected to adopt zero SOI.

During the 2006 SOI updates, the Commission adopted a policy encouraging the County to initiate dissolution of SLLCSA if it was not activated by 2011.

Figure 1-1: San Lorenzo Library CSA Boundaries and SOI

San Lorenzo Library CSA Service Boundary and SOI*
May 2012



*Agency sphere of influence is zero

Created for Alameda LAFCo by the Alameda County Community Development Agency

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

SLLCSA was formed as a dependent special district with the Alameda County Board of Supervisors as its governing body. There are five members of the governing body of SLLCSA. The five supervisors are elected by district to four-year terms of office. Current board member names, positions, and term expiration dates are shown in Figure 1-2.

The governing body meets weekly. Agendas for each weekly meeting are posted by the Board Clerk on the internet and at the County Administration building. The Board Clerk provides notice for meetings and disseminates minutes. Board actions and meeting minutes are available on the internet. Through the County website, the public has access to live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience. The County also discloses finances, plans and other public documents via the internet.

Figure 1-2: San Lorenzo Library CSA Governing Body

San Lorenzo Library CSA				
<i>District Contact Information</i>				
Contact:	Jean Hofacket, County Librarian			
Address:	2450 Stevenson Blvd., Fremont, CA 94538-2326			
Telephone:	(510)745-1504			
Fax	(510)793-2987			
Email/website:	www.aclibrary.org			
<i>Board of Directors</i>				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Scott Haggerty	Supervisor, Dist. 1	January 2013	Elected	4 years
Richard Valle	Supervisor, Dist. 2	January 2015	Elected	4 years
Wilma Chan	Supervisor, Dist. 3	January 2015	Elected	4 year
Nate Miley, President	Supervisor, Dist. 4	January 2013	Elected	4 years
Keith Carson, Vice President	Supervisor, Dist. 5	January 2013	Elected	4 years
<i>Meetings</i>				
Date:	Every Tuesday at 9:30am.			
Location:	Meetings are held in the Board Chambers at 1221 Oak Street, 5th floor in Oakland.			
Agenda Distribution:	Posted on the internet and County Administration Building.			
Minutes Distribution:	Available on the County website.			

Additionally, the Alameda County Library Advisory Commission (ACLAC) advises the County Librarian and the Board of Supervisors on library issues related to the two libraries in unincorporated areas (San Lorenzo and Castro Valley) and the cities served by the

Alameda County Library District (ACLD). Albany, Castro Valley and Fremont are also represented by advisory boards, committees or commissions who advise on library issues in their respective communities. ACLAC is an advisory commission consisting of 15 members. The commission includes a Council member from each of the five cities in the Alameda County Library service area, six members at large appointed by either the Alameda County Board of Supervisors or ACLAC members, and four members appointed by the Board of Supervisors. Commission members, other than City Council members, are appointed for two year terms; City Council members serve in conjunction with their council terms or as appointed by their respective councils.

Constituent outreach efforts regarding available library services are provided by ACLD. ACLD publishes monthly calendars of activities for each branch, flyers about specific activities, a newsletter five times a year, and an annual report. The library website is also instrumental in keeping citizens informed about library activities. Press releases are routinely sent to the media and agendas for the Library Advisory Commission are posted for public view before each meeting.

Customer complaints are also addressed by ACLD. Complaints are received both verbally and in writing. The County Librarian delegates the review of a complaint to a staff member, and a written response is sent to the person that filed the complaint. In 2011, there were no complaints regarding SLLCSA as it does not provide services. There were 21 complaints in 2011 regarding materials and services in the San Lorenzo Library.

There were public concerns reported that constituent input was not sufficient and impeded accountability regarding county library services. Concerns included 1) the San Lorenzo area is served by 2 supervisors, due to district lines, 2) counties do not have the resources to provide municipal services, 3) the citizen advisory committee for the San Lorenzo library was given limited ability to comment on plans for a new facility and make recommendations on library operations, 4) the committee was disbanded and replaced with a supervisor-appointed committee, and 5) the library commission rarely meets and makes no substantial contributions.⁴

SLLCSA (through ACLD) demonstrated accountability in its disclosure of information and cooperation with the LAFCo questionnaires and other requests for information.

MANAGEMENT AND STAFFING

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic

⁴ Beckman, Howard, Comment letter, October 26, 2012.

financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

SLLCSA does not conduct performance evaluations or productivity monitoring. Library management services are provided by ACLD.

ACLD's management practices include a biennial establishment of objectives for the next six months. The objectives are monitored on a monthly basis and a status report to the community is published every six months. ACLD conducts personnel evaluations. ACLD does not engage in benchmarking.

ACLD monitors workload by tracking statistics regarding circulation and number and type of programs used. The data is published monthly for review by library managers. This information allows ACLD to observe any increases in demand and identify any service needs, such as installing self-checkout machines.

ACLD maintains a mission statement and strategic plan. ACLD does not have an adopted master plan, but adopts an annual report each fiscal year with discussion about future service and facility needs. ACLD is included in the County general plan documents that have planning time horizons of 15 to 20 years.

SLLCSA's finances are managed by the County. County financial planning documents include an annual budget and a five-year capital improvement plan (2011-2016). The capital improvement plan is updated annually. While County finances are audited annually, SLLCSA's finances are not isolated in the audited financial statements but are grouped with other CSAs under non-major governmental funds. The County Library system is part of the County's annual financial audit.

GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

SLLCSA's boundary area is approximately 7.02 square miles. The County is the land use authority for the unincorporated areas. The territory within SLLCSA is largely residential with some schools, churches, parks, and several retail centers.

Existing Population

As of 2010, the estimated population of the area in SLLCSA was 72,055. Its population density—10,264 residents per square mile—is significantly higher than the countywide density of 1,840 people per square mile.

Projected Growth and Development

Based on the Association of Bay Area Governments (ABAG) growth projections and SLLCSA's estimated 2010 Census population, the population of the area within the CSA is anticipated to reach 87,907 by 2035, with an average annual growth rate of 0.8 percent. Per ABAG population projections, the rate of growth in SLLCSA is expected to be similar to the unincorporated growth rate through 2035. From 2010 to 2035 the population of unincorporated area of Alameda County is estimated to grow by 22 percent, while the entire County is anticipated to grow by 27 percent.

As reported by the County Librarian, growth patterns in the unincorporated areas affect service demand most notably in the Ashland and Cherryland areas, pointing to a need for direct service in those areas. Demand in these areas constitutes close to 18 percent of demand at the San Lorenzo library.⁵ ACLD reported that future growth is expected within the San Lorenzo area as well. It is important to note that factors other than population growth affect demand for library services as well, including English literacy rate and the quality and breadth of library collections.

Service needs are identified by the County Library as a part of the Library's strategic planning process, using population forecasts, socio-demographic information, and usage data focusing on societal and technological developments.

FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by SLLCSA and identifies the revenue sources currently available to the CSA.

The County librarian reported that current financial levels were not adequate for excellent service delivery. The ACLD loses almost 50 percent of its legally entitled local tax revenue to the ERAF shift annually. This negatively affects all areas of service including number and quality of branch libraries, staffing levels, collection size and ability to adopt new technologies and service patterns as efficiently and effectively as needed.

As with other County departments, the recession and resultant cost cutting measures have had an adverse impact on library services: 28 hours of library service have been lost, staff have been reduced, the collection budget is 15 percent below what is needed, acquisition and implementation of needed technology is delayed, and planning for new service outlets (branches) is on indefinite hold.

⁵ Alameda County Library, Annual Report FY 10/11, p. 10.

SLLCSA has been inactive since its formation in 1964. Due to its inactive status, SLLCSA does not have any identified revenues, debt, reserves, or joint financing approaches.

ACLD may consider placing a tax on a ballot measure to finance the replacement of the San Lorenzo Library or construction of a new facility, in which case, SLLCSA has the potential to become active in the future. However, at present it appears that sufficient funding was identified to make recent necessary renovations. Additional funding is still necessary for an entirely new library facility to address significant infrastructure needs. An entirely new facility would require significant long-term financial planning in order to identify potential funding sources and any shortfall that may need to be addressed through private assistance or other unique financing sources.

2. MUNICIPAL SERVICES

LIBRARY SERVICES

Service Overview

San Lorenzo Library CSA (SLLCSA) is inactive and does not provide library services. ACLD provides all services and programs to within the SLLCSA service area.

Demand for Services

Demand for library services is primarily affected by population and English literacy. The quality and breadth of library collections also affect demand. Population is the primary factor affecting demand through the number of residents using library facilities and through the amount of material being borrowed from the libraries.

The San Lorenzo library serves the community of San Lorenzo and neighboring area. It circulates over 250,000 items annually. Of the total customers served, 49.6 percent are from the unincorporated San Lorenzo area. A large number of customers at the San Lorenzo library, in FY 10-11, were from the Ashland, Cherryland and Fairview unincorporated communities (17.8 percent) and the City of Hayward (11.9 percent). The growth patterns within SLLCSA are affecting service demand necessitating a need for direct service and new facilities in the Ashland and Cherryland areas.

Literacy rates affect demand, as illiterate persons are unlikely to attempt to use library facilities. Those with the fewest years of education and those who are new to the United States are most likely to have limited English literacy skills.

About twenty five percent of SLLCSA residents over age 25 reported they did not complete high school in the 2010 Census. Approximately 26 percent of SLLCSA residents over age five reported speaking English “not very well” or “not at all” in the 2010 Census.

Infrastructure and Facilities

The San Lorenzo Library building is located at 395 Paseo Grande in San Lorenzo. The facility is owned and maintained by the County, rather than SLLCSA.

Infrastructure Needs or Deficiencies

The San Lorenzo Library, which was built in 1968, is inadequate to meet current or future library service needs. The current building is too small and does not accommodate new technologies. A new library building to serve the community is needed.

The County previously planned to construct a new library in SLLCSA's boundary area. However, no territory has been identified for construction of a new library within SLLCSA. As non-SLLCSA funding becomes available, improvements have been and will be made to the current building. An extensive renovation which provided new finishes and furnishings within the existing footprint of the library, as well as a new customer service layout was completed on July 19, 2010. An expansion of the existing space is planned; however funding still needs to be identified. An expansion of the existing library may not fully address the facility needs and deficiencies identified given the high level of demand from the City of Hayward and the Ashland and Cherryland residents.

Ongoing socio-demographic studies of this CSA indicate a need to assess the viability of separate libraries serving the Cherryland and Ashland communities. No timeline for such studies has yet been identified.

Shared Facilities and Regional Collaboration

All library service providers, except for San Leandro, are members of the Bay Area Library and Information System Joint Powers Authority (JPA), which provides reciprocal service to all residents of Alameda, Contra Costa and San Francisco counties without charging non-resident fees, as well as joint purchasing of electronic databases and e-books.

All ACLD library meeting rooms are open to community non-profit groups.

Service Adequacy

This section reviews indicators of service adequacy, including average weekly hours open and the book volumes per capita.

Weekly hours reflect the amount of service the library system provides. Weekly hours also affects the amount of borrowers and circulation. Libraries open only during normal work and school hours will see fewer borrowers and also less circulation compared with libraries open before and after normal work and school hours. San Lorenzo library is open on Mondays and Tuesday from noon to eight in the evening, on Wednesdays and Thursdays from ten in the morning until six in the evening, on Saturdays from ten in the morning until five in the afternoon, and on Sundays from one until five in the afternoon. The library is closed on Fridays. In total, the library is open 43 hours a week.

The number of books in the library system is an indicator of library capacity and service level. Book volumes per capita is also as an indicator of library service demand. Low book volumes per capita are tied to lower circulation numbers as well as lower numbers of borrowers. If circulation is low, there is less of a need for a large library collection. Conversely, if circulation is high, a large library collection is needed to meet library service demand. Library patrons also may choose to go to other libraries further away or in different cities, if local libraries do not have enough books or the desired books. The San Lorenzo Library maintains 93,500 books.

3. MSR DETERMINATIONS

Growth and Population Projections

- ❖ As of 2010, the population within San Lorenzo Library County Service Area (SLLCSA) was 72,055.
- ❖ Based on ABAG growth projections, the population of SLLCSA is anticipated to be 87,907 by 2035.
- ❖ Future growth is anticipated to be concentrated in the Ashland, Cherryland, and San Lorenzo area.

Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence

- ❖ Based on census tract information, the majority of the community of Ashland meets the criteria of a disadvantaged community, defined as having less than 80 percent of the statewide median household income. Additionally, an area in southeast San Lorenzo and a portion of northeast Cherryland, both of which are adjacent to the City of Hayward, meet the criteria of disadvantaged communities.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ Population growth is increasing demand for library services within the SLLCSA boundaries. At present, it appears as if the San Lorenzo Library has minimally adequate capacity to serve the population in the immediate vicinity; however, infrastructure improvements are necessary. The facility is inadequate to meet any future service needs.
- ❖ Based on the level of demand, enhanced services are required in the Ashland and Cherryland areas, perhaps in the form of new library facilities in those areas.
- ❖ SLLCSA does not own any infrastructure. San Lorenzo Library is owned and operated by Alameda County.
- ❖ Facility upgrades and new facility construction are needed in the SLLCSA boundary area. Funding for all necessary improvements has not been identified.

Financial Ability of Agency to Provide Services

- ❖ Due to its inactive status, SLLCSA does not have any identified revenues, expenditures, debt, reserves, or joint financing approaches.
- ❖ The County Library reported that its financing level was inadequate to deliver excellent services.
- ❖ The economic downturn affected all areas of service, including number and quality of branch libraries, staffing levels, collection size and ability to adopt new technologies and service patterns.
- ❖ Fees/assessments would be subject to voter/landowner approval as dictated by applicable law.

Status and Opportunities for Shared Facilities

- ❖ Alameda County Library District, which owns and operates San Lorenzo Library, is a member of the Bay Area Library and Information System JPA.
- ❖ The San Lorenzo Library meeting room is open to community groups.

Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

- ❖ SLLCSA is governed by the Alameda County Board of Supervisors. The Board updates constituents, broadcasts its meetings, solicits constituent input, discloses its finances, and posts public documents on its website.
- ❖ SLLCSA demonstrated accountability in its cooperation with the LAFCo information requests.
- ❖ A potential governance option for San Lorenzo Library CSA is dissolution, should the County determine that financing for infrastructure needs can be identified through other means.

4. SPHERE OF INFLUENCE UPDATE

Existing Sphere of Influence Boundary

San Lorenzo Library CSA has a zero SOI.

SOI Options

One option was identified with respect to SLLCSA's SOI.

Option #1 – Retain zero SOI

SLLCSA was formed in 1964; however, no SOI was established until 2006. SLLCSA was created to finance the construction of a public library building in the San Lorenzo area. SLLCSA has been an inactive financing mechanism for the construction and maintenance of library buildings, furniture and equipment other than books in the unincorporated San Lorenzo since late the 1960s. In 2006, LAFCo did not anticipate that this funding mechanism would be used again in the near future, and thus established a zero SOI. The adopted SOI was to encourage the County to initiate dissolution of SLLCSA if it was not in use by 2008.

This situation continues to hold true during the current SOI updates. Should the Commission wish to continue to encourage the County to initiate dissolution of SLLCSA, and possibly consider a LAFCo-initiated dissolution, then a zero SOI should be maintained.

Recommended Sphere of Influence Boundary

Since no services are provided by SLLCSA, its status is inactive and the funding mechanism is not expected to be used in the near future, it is recommended that the Commission maintain a zero SOI. Zero SOI encourages district dissolution that results in more efficient service delivery through reduction in unnecessary public entities. While the County has considered making use of SLLCSA to finance a new library facility in the San Lorenzo community, other financing sources are being pursued prior to reactivating SLLCSA.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- ❖ San Lorenzo Library CSA (SLLCSA) is an inactive financing mechanism for the construction and maintenance of library buildings, furniture and equipment, other than books, in unincorporated San Lorenzo.

Present and planned land uses, including agricultural and open-space lands

- ❖ A Zero SOI does not conflict with planned land uses. County policies support the provision of adequate library services for residents.
- ❖ Library services are needed in existing populated areas, and do not, by themselves induce or encourage growth on agricultural or open space lands.
- ❖ No impacts on agricultural resources, open space or Williamson Act contracts will occur.

Present and probable need for public facilities and services

- ❖ Presently, there is a demand for library services in the area. In the Cherryland and Ashland area, this demand may warrant additional facilities for direct services in those communities.
- ❖ The SLLCSA population level is expected to grow, which will result in an increased demand for library services in the SLLCSA area.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- ❖ The San Lorenzo library facility is in poor condition. The San Lorenzo Library is inadequate to meet current or future library service needs. The current building is too small and does not accommodate new technologies.
- ❖ ACLD indicated that it may wish to activate SLLCSA as a financing mechanism in the coming years to help finance facility replacement; however, no time frame for such a plan was identified.

Existence of any social or economic communities of interest

- ❖ The San Lorenzo library facility serves a population that extends beyond SLLCSA's boundaries. Since library facilities are open to any California resident, other library users are also affected.