

Del Norte County Library District

Municipal Service Review & Sphere of Influence Update



Commission Hearing Draft 2019

Del Norte
Local Agency Formation Commission

Del Norte Local Agency Formation Commission

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Acknowledgements

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TABLE OF CONTENTS

Introduction	1
Agency Profile	4
Governance	4
District Boundary	5
Growth and Population	5
Existing and Planned Uses	5
Services Provided	7
Other Service Providers	7
Financing	8
Municipal Services Review Determinations	10
Sphere of Influence Determinations	13
References	14

LIST OF FIGURES

Figure 1: District Boundary	6
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LIST OF TABLES

Table 1: Del Norte County Library District Contact Information	4
Table 2: Del Norte Library District Board of Directors	5
Table 3: Statement of Revenues and Expenditures	9

INTRODUCTION

This Municipal Service Review for the Del Norte County Library District (DNCLD) and its sphere of influence has been prepared by the Del Norte Local Agency Formation Commission (LAFCo) to assess existing and future public service conditions and to evaluate organizational options for accommodating growth and ensuring critical services are provided efficiently. This Municipal Service Review will be available for use by LAFCo, the Del Norte Library District, special districts, and the public to better understand how public services are provided within the district.

Review Methods

This Municipal Service Review was prepared by Del Norte LAFCo staff during 2018-19. The current Library Manager was contacted to obtain information concerning the current status of district operations. LAFCo staff reviewed pertinent resource documents such as the District website and Financial Statements to obtain detailed descriptions of existing infrastructure and services provided by the district. The draft Municipal Service Review was provided to the Del Norte Library District staff for review and clarification. All information gathered for this report is stored in Del Norte LAFCo files for future reference.

Statutory Authority

The fundamental role of the Local Agency Formation Commission (LAFCo) is to implement the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 consistent with local conditions and circumstances. The major goals of LAFCo as established by the Cortese-Knox-Hertzberg Act are to:

- Encourage orderly growth and development;
- Discourage urban sprawl;
- Preserve open-space and prime agricultural lands by guiding minimizing resource loss;
- Exercise its authority to ensure that affected populations receive efficient services;
- Promote logical formation and boundary modifications that direct the burdens and benefits of additional growth to those local agencies that are best suited to provide services;
- Make studies and obtain and furnish information which will contribute to the logical and reasonable development of local agencies to provide for present and future needs;
- Establish priorities by assessing and balancing community service needs with financial resources available to secure and provide community services and to encourage government structures that reflect local circumstances, conditions and financial resources; and
- Determine whether new or existing agencies can feasibly provide needed services in a more efficient or accountable manner and, where deemed necessary.

Special Districts in Del Norte County

A special district is a local governmental agency that delivers public services to a specific area. They are most often established by residents to supply local services in areas not being served by another service provider. In California, there are 58 counties, 481 cities and over 3,361 special districts, exclusive of school districts. Special districts provide critical services such as fire protection and emergency response and are governed by a board of directors and have defined boundaries in which they provide services and facilities. Special districts must have a statutory authority in order to be established. This authority can take the form of a generic statute which applies to all special districts of that type or may be formed by a special act tailored to the unique needs of a specific area. In Del Norte County, there are 20 special districts providing water, wastewater, fire protection, recreation and other services.

Service Review Determinations

In accordance with California Government Code Section 56430, Del Norte LAFCo conducts service reviews prior to, or in conjunction with, the mandated five-year schedule for updating spheres of influence of the agencies under its jurisdiction. As defined by State law, the service review is a comprehensive overview of public services within a given jurisdiction, addressing the public services provided by agencies subject to LAFCo's boundary regulation. The service review report must include an analysis of the issues and written determinations for each of the following:

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

Sphere of Influence Determinations

A sphere of influence is a plan, adopted by LAFCo, for the probable future boundaries and service area of an agency, such as the DNCLD. State law requires LAFCo to periodically review each agency's sphere of influence and make any amendments LAFCo determines to be advantages. All subsequent boundary change decisions must be consistent with the adopted sphere (i.e., territory cannot be annexed by an agency unless it is within that agency's sphere).

When adopting or amending a sphere of influence, the law requires LAFCo to make determinations on a series of topics:

1. The present and planned land uses in the area, including agricultural and open-space lands;
2. The present and probable need for public facilities and services in the area;
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide;
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency; and
5. For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

The Municipal Service Review and Sphere of Influence determinations are included at the end of the report.

California Environmental Quality Act

The California Environmental Quality Act (CEQA) is contained in Public Resources Code § 21000 et seq. Public agencies are required to evaluate the potential environmental effects of their actions. MSRs are statutorily exempt from CEQA pursuant to § 15262 (feasibility or planning studies) and categorically exempt pursuant to CEQA Guidelines § 15306 (information collection). CEQA requirements are applicable to SOI Updates. The CEQA lead agency for SOI Updates is most often LAFCo, unless an agency has initiated an SOI expansion or update.

AGENCY PROFILE

The Del Norte County Library District (DNCLD or District) serves all of Del Norte County, California, which is just south of the Oregon border along the Pacific coast. It serves a sparsely populated rural county with many low-income residents. The District lies entirely within the unincorporated area of Del Norte County and includes the incorporated City of Crescent City.

The DNCLD is composed of the main library in Crescent City, a branch library in Smith River, and the library literacy program, Del Norte Reads. The main library was established as the Ladies Library by volunteers in 1906. The library moved to its current location in February 1983. The Smith River branch opened in April 2002 and is staffed entirely by volunteers. The DNCLD provides free library services to all residents living within the boundaries of Del Norte County with services available to all others for an annual fee. The library system holds over 54,000 materials: books, magazines, DVDs, videocassettes, compact discs, audio books, and more.

Vision Statement

The Del Norte County Library provides collections, programs, and leadership to promote the development of literate and informed citizens through open and equal access to cultural, intellectual, recreational, and informational resources.

Mission Statement

The existence of the Del Norte County Library District assures public ownership of print collections, digital resources, and gathering space for the citizens of the library district. The library is committed to sustaining the value of public library services for the greater Del Norte County community through the use of traditional and innovative technologies.

Del Norte County Library Values

- Excellence in customer service
- Providing, supporting and advocating access for all
- Acting with flexibility, creativity and initiative
- Working together with enthusiasm and optimism to reach goals
- Responsible stewardship of resources

Table 1: Del Norte County Library District Contact Information

Del Norte County Library District	Contact:	Shane Pipinos-Gausepohl, Library Manager
	Physical Address	190 Price Mall Crescent City, CA 95531
	Mailing Address:	Same as above
	Phone Number:	(707) 464-9793
	E-mail:	shane@delnortecountylibrary.org
	Website:	http://www.delnortecountylibrary.org

Governance

The district was formed to maintain and operate library services within the Del Norte County boundaries. In 1978, The Del Norte County Board of Supervisors granted formation for the Del Norte County Library District and its commission. The District was established for the purpose of providing county wide library services pursuant to Education Code sections 19400-19532.

The District's governing body is an elected Board of Trustees; Trustees must be residents of the District/County. Although Board members are elected at-large, geographic representation within the county-wide service area is welcomed. The Board approves the Library Manager who acts as the chief administrative officer for the district. The district is staffed by nine part-time employees and between 5 and 10 volunteers.

Board meetings are held in the Reading Room of the main library at 190 Price Mall, Crescent City, on the fourth Thursday of each month at 9 a.m., with special meetings scheduled as

needed. All meetings are conducted and noticed as required by the Brown Act; meetings are announced on the District website and in the Library announcement area at County Offices.

Table 2: Del Norte Library District Board of Trustees

Board Member	Title	Term Expiration
Luttrell, Colleen	Board Member	2020
Schenck, Sierra	Board Member	2020
Roberts, John F.	Board Member	2020
Stanley, Angela	Board Member	2022
Gutierrez, Lupe	Board Member	2022

District Boundary

The Del Norte County Library District's service area and sphere of influence are coterminous with the Del Norte County boundary as shown on Figure 1.

Growth and Population

According to the U.S. Census, the Del Norte County population increased from 27,507 in 2000 to 28,610 in 2010 for a 4.0 percent growth rate over 10 years (2000 and 2010 U.S. Census). The population estimate for 2016 was 27,540 (US Census, Population Estimates Program 2016). The only incorporated city in the county is Crescent City, which also grew in population by 4.0 percent over the last decade (DOF, 2012). The District largely contains resource and rural residential land and will likely continue to develop at current county-wide rates of 0.4 % per year.

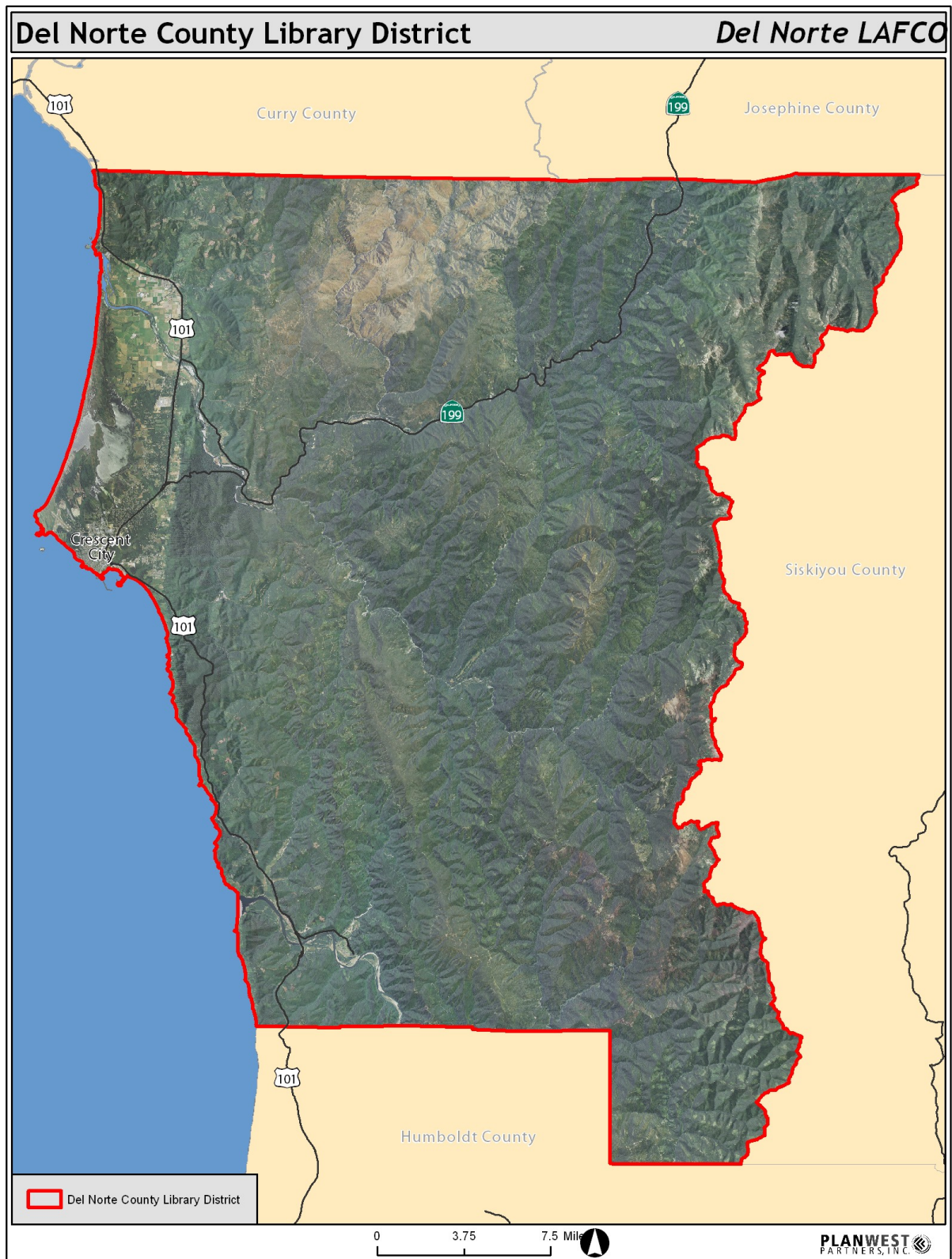
Existing and Planned Uses

The District covers the entire unincorporated area of Del Norte County and the incorporated area of City of Crescent City. Land uses within the District boundaries are subject to the Del Norte County General Plan and Crescent City General Plan. Del Norte County is comprised of approximately 683,500 acres, of which approximately 192,357 acres (28 percent) are privately owned and 489,697 acres (72 percent) are publicly owned.

SERVICES PROVIDED

The District was formed to maintain and operate library services within the County boundaries. Free use of books, videos, DVDs, audio books, music CDs, magazines and online resources are available to library card holders. The District also provides computer and internet access, printing, and community meeting space. The District website has audio and eBooks available for download. The main library is open Monday through Saturday from 10:00 a.m. to 6:00 p.m. The Smith River branch is open Monday, Wednesday, Friday 1 p.m. to 4 p.m. and Tuesday 11 a.m. to 3 p.m. It is closed on Thursday, Saturday and Sunday.

Figure 1 Del Norte County Library District



Del Norte Reads is a library Literacy Program in partnership with the Del Norte County Library District. It is a grant/donation funded program through California Library Services and it receives donations and funding through various community partnerships. Del Norte Reads provides free services including English as a second language classes, GED preparation classes, basic computer classes, and literacy tutoring. The Del Norte Reads Learning Center is located at 1080 Mason Mall #9, Crescent City and office hours are Monday-Wednesday 9 a.m. to 5p.m.

Other Service Providers

General Governmental Services

The County of Del Norte provides general governmental services which includes social services, emergency services, planning, public works, county roads and parks, etc. to the unincorporated areas of Del Norte County. The City of Crescent City provides similar general governmental services within city limits.

FINANCING

Revenues and Expenditures

According to District records, the library system operates on an annual budget of roughly \$220,000 (Del Norte County Library District Adopted Budget Fiscal Year 2018-19). The majority of revenues come from property taxes, grant funding, contributions, interest, and fines.

Revenues have decreased in the past four years from a high of \$231,759 in FY 2015-16 to the current Fiscal Year's Budget of \$212,091, a decrease of nearly \$20,000. District expenditures include salaries, benefits, services and supplies. Overdue book fines provide a source of income for the district. The overdue fine for library books, audio books and music CDs is 25 cents per item per day (including the days the library is closed) up to a maximum of \$10.00. The overdue charge for DVDs and videos is \$1.00 per day also up to a maximum of \$10.00. The DNCLD statement of revenues and expenditures summary is below (Table 3).

Table 3. Statement of Revenues & Expenditures Summary-Del Norte County Library

Revenues	Actual Budget FY 2015-16	Actual Budget FY 2016-17	Adopted Budget FY 2017-18	Adopted Budget FY 2018-19
Taxes	\$179,993	\$178,500	\$178,500	\$181,550
Grant Revenues	\$12,290	\$5,339	\$5,339	\$1,800
Interest	\$2,522	\$2,500	\$2,500	\$4,000
Redevelopment	\$13,484	\$13,327	\$13,327	\$10,641
Book Fines	\$5,216	\$5,000	\$5,000	\$3,800
Other/Donations	\$18,254	\$17,860	\$17,510	\$10,300
Total Revenues	\$231,759	\$222,526	\$223,226	\$212,091

Expenditures	Actual Budget FY 2015-16	Actual Budget FY 2016-17	Adopted Budget FY 2017-18	Adopted Budget FY 2018-19
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Expenditures	Actual Budget FY 2015-16	Actual Budget FY 2016-17	Adopted Budget FY 2017-18	Adopted Budget FY 2018-19
Salaries and Benefits	\$147,754	\$136,500	\$166,254	\$143,500
Services and Supplies	\$93,121	\$94,329	\$94,680	\$119,660
Intra/Inter Fund Transfers			\$13,000	\$13,000
Contingency			\$3,000	\$5,000
Total Expenditures	\$240,375	\$230,329	\$275,944	\$212,096
Net	-\$8,516	-\$8,303	-\$52,718	-\$5

The DNCLD also prepares and adopts a budget each Fiscal Year for their Del Norte Reads program. For FY 208-19, total expenditures totaled \$47,125 and total revenues to the program totaled \$28,825 for a net cost of \$18,300. The District prepares and adopts a final budget on or before June 30th of each fiscal year.

The District budget has been cut and the amount allocated to buy books has been reduced by half. The County assumed that more people were reading electronic books on devices, but the library manager disagreed with this assessment and thought that the budget cuts posed a hardship to the library (Pers. Comm. S. Pipinos-Gausepohl, Library Manager 10-12-18).

MUNICIPAL SERVICES REVIEW DETERMINATIONS

56430. (a) In order to prepare and to update spheres of influence in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for service review the county, the region, the subregion, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

1) Growth and population projections for the affected area.

According to the US Census, the total population in Del Norte County was 28,610 in 2010. The US Census Population Estimates Program in 2016 gave the population as 27,540 indicating a drop in population since the last Census estimate. The District largely contains resource and rural residential land and will likely continue to develop at current county-wide rates of 0.4 percent per year. These are relatively low growth rates compared to much of the rest of the state. Given the county-wide growth rate of 0.4 percent per year, Del Norte County's projected population is 29,967 in 2020 and 31,252 in 2030 (DOF, 2012). The DNCLD serves the entire County and has the capacity to accommodate this relatively low projected growth.

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

A disadvantaged unincorporated community is defined as any area with 12 or more registered voters where the annual median household income is less than 80 percent of the statewide annual median household income (pursuant to Government Code Section 56033.5 and Water Code Section 79505.5). Using data from the 2010 Census, the statewide annual median

household income is \$54,459. Eighty percent of the statewide annual median household income is \$43,567.

The Del Norte County median household income (2006-2010), as reported by the 2010 Census, is \$36,118, which is below the 80 percent threshold referenced above. This prompts the Commission to prepare a written determination on infrastructure needs or deficiencies within or contiguous to the DNCLD's sphere of influence.

The District serves the entire unincorporated area of Del Norte County and the incorporated City of Crescent City. There are a number of small unincorporated communities in the County including Klamath to the south of Crescent City, Gasquet to the east, and Smith River to the north. Del Norte County is largely rural in character comprised of approximately 683,500 acres, of which approximately 192,357 acres (28 percent) are privately owned and 489,697 acres (72 percent) are publicly owned.

The District offers free services to County residents who can check out books, audio, digital resources, and use computers with internet access and printing capabilities. Meeting space is also available for use by library patrons. The District operates the main library in Crescent City and a branch in Smith River; however, there are no library services in Klamath, Hiouchi, or Gasquet. The Del Norte Reads program provides free services including English as a second language classes, GED preparation classes, basic computer classes, and literacy tutoring.

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.

The District provides library services to County residents from branches in Crescent City and Smith River and operates the Del Norte Reads program. These locations adequately serve County residents and fulfill the District's mission to assure public ownership of print collections, digital resources, and gathering space for the citizens of the library district. Therefore, the District meets current and projected future demand for services.

4) Financial ability of agencies to provide services.

The District appears to have sufficient funding to adequately finance the desired programs. The District receives most of its funding through property taxes, grant funding contributions, and fines. The Board of Trustees and Library Manager make budget decisions for the District. The District notes that as a special district they are not as dependent on state and federal funding as many other rural libraries, which has been an asset during the recent budget crisis.

5) Status of, and opportunities for, shared facilities.

The main library in Crescent City offers meeting space for community groups; currently the Apple Users Group holds their monthly meetings at the library. The Smith River branch library is

provided space to operate rent free in the Community Hall and is staffed by volunteers. Del Norte Reads is a library Literacy Program in partnership with the Del Norte County Library District. It is a grant/donation funded program through the California Library Services and it receives donations and funding through various community partnerships.

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

The District is staffed by a combination of paid and volunteer staff. There is currently one full-time library manager, nine part-time staff and 5-10 volunteers. The District has shown the ability to operate efficiently with minimal staff and budget. The Literacy Coordinator is a part-time hourly position which is entirely grant funded. The Smith River Branch is staffed by volunteers. No potential options were identified with regard to DNCLD's government structure that would allow for more effective or efficient service provision.

The DNCLD has a Board of Trustees that are elected by registered voters within the district. The Board approves the Library Manager who acts as the chief administrative officer for the District. The board meets regularly, and district board meetings comply with the provisions of the Brown Act. The District has a website where information is made available to the public, such as board meeting agendas and minutes, and the activities of the District. The District demonstrated full accountability in its disclosure of information and cooperation with LAFCo. The agency responded to LAFCo's written questionnaires and cooperated with LAFCo inquiries and document requests.

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

The District received a grant to offer a service beginning in August 2012 and began checking out laptop computers. There are no further matters related to effective or efficient service delivery to report at this time.

SPHERE OF INFLUENCE DETERMINATIONS

56425. (e) In determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to each of the following:

1) The present and planned land uses in the area, including agricultural and open-space lands.

The DNCLD's service area and sphere of influence are coterminous with the Del Norte County boundary as shown on Figure 1. The District covers the entire unincorporated area of Del Norte County and the City of Crescent City. Land uses within the District boundaries are subject to the Del Norte County General Plan and Crescent City General Plan. Del Norte County is comprised of approximately 683,500 acres, of which approximately 192,357 acres (28 percent) are privately owned and 489,697 acres (72 percent) are publicly owned. As the DNCLD sphere is coterminous with the District boundary and the Del Norte County boundary, there is no opportunity to expand the SOI and therefore no recommended changes.

2) The present and probable need for public facilities and services in the area.

The DNCLD provides the only public library services in the Del Norte County. As stated in the mission statement their existence assures public ownership of library materials and collections. The District will continue to serve the present and projected future need for library services in Del Norte County.

3) The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

The DNCLD provides library services to Del Norte County. Overall, the district currently functions efficiently. The DNCLD budget demonstrates that the district has sufficient revenues to cover expenses and sustain the district at its current capacity.

4) The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The district serves all of Del Norte County including unincorporated communities and the City of Crescent City. No areas of social or economic interest are known that are not already being served by the district. The Del Norte Reads program provides free services including English as a second language classes, GED preparation classes, basic computer classes, and literacy tutoring.

5) For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere.

The District SOI has no ability to expand due to already covering the entire County and therefore it is not proposed to be updated. The Municipal Services Review determination made for disadvantaged unincorporated communities applies to this determination as well.

REFERENCES

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Personal Communication, Shane Pipinos-Gausepohl, Library Manager 10-12-18

US Census Bureau 2016 Population Estimates Program
URL: <https://www.census.gov/quickfacts/fact/table/delnortecountycalifornia/PST045216>