

Banning Library District Municipal Service Review

FINAL



Prepared by:
Adriana Romo
Local Government Analyst II
Local Agency Formation Commission
3850 Vine Street, Ste. 110
Riverside, CA 92507

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I. Overview

LAFCOs are mandated by the Cortese-Knox Hertzberg Reorganization Act of 2000 (CKH) to encourage orderly development within their county of jurisdiction. The Act governs the boundaries of special districts and cities, consistent with each agency's principal act. To implement boundary changes, CKH directs LAFCOs to make reorganization decisions based on several factors, including the need for and efficiency of public services. To promote greater efficiency in services for future planning purposes, the CKH mandates LAFCOs to conduct Sphere of Influence (SOI) reviews once every five years or as necessary. SOIs are used as a planning tool for agencies to conduct service and facility planning for areas it intends to serve in the future.

A SOI is defined as "a plan for probable physical boundaries and service area of a local agency, as determined by the Commission." Consistent with Commission SOI policies, a SOI can a) be coterminous to agency boundaries as the ultimate foreseen configuration of the agency in anticipation of no future growth, b) be extended beyond the agency boundaries in anticipation of future growth, c) be smaller, indicating the need to detach areas from the agency boundaries, or d) be designated a "zero sphere", which indicates a potential dissolution of the agency. In order to amend the sphere of influence boundaries, formal approval from the LAFCO Commission is required.

Prior to or in conjunction with SOI reviews a Municipal Service Review (MSR) must be prepared pursuant to Government Code Section 56430 (c). MSRs are conducted to assist in the SOI review process by providing information regarding the ability of agencies' to provide public services.

This Municipal Service Review will review the services provided by the Banning Library District.

Pursuant to 56430 (a), the MSR will make the following determinations:

- (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 and adequacy of public services, and infrastructure needs and deficiencies including needs or deficiencies related to sewer services, 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 or operational efficiencies.
- (7) Any other matter related to effective or efficient service delivery, as required by the Commission.

Provided below is a summary of what each determination will assess.

(1) Growth and population projections for the affected area.

This will evaluate the method of projection and its relationship to services and facility planning.

(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 territory that constitutes all or a portion of a "disadvantaged community" determined by this LAFCO Commission to be at least at least 50 dwelling units or 50 registered voters. A disadvantaged community is defined as territory with an annual median household income that is less than 80 percent of the statewide median household income. As of the 2010 Census Data the State Median Household Income is approximately \$60,883.

This section will allow the identification of these areas in relation to the agency's boundary and sphere of influence.

(3) Present and planned capacity of public facilities and adequacy of public services, and infrastructure needs and deficiencies including needs or deficiencies related to sewer services, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

Will assess standard/objective levels of municipal services in relation to the current level of services as well as future plans to attain those objectives and/or maintain existing levels of services.

(4) Financial ability of agencies to provide services.

Identifies whether the agency has any general bonded indebtedness, its purpose, tax rate and when the debt will be retired. In addition, general taxes, special taxes, and assessments will be identified in relation to the services funded by those monies.

In extreme cases, agencies not financially capable of providing the basic services will be identified.

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

To promote greater efficiency in public services, the MSR explores opportunities for different agencies to share facilities and/or resources. By sharing facilities or other resources, agencies can eliminate the duplication of studies, planning efforts, staff or equipment, and potentially lower the cost for providing services.

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

Identifies efforts made by the agency to increase public participation and accountability. Also, discusses whether audits are performed and how they are made available to the public.

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

This will allow this LAFCO to identify areas outside an agency's boundaries currently receiving or requesting services from the agency. Also, identifies inhabited areas within or outside the current sphere of influence that the agency anticipates annexing within the next five years or that could benefit from services provided by the agency.

Issues unique to a particular agency or geographic area will be explored.

II. Service Review Process

In preparation of the MSR, public agency input is very important. To begin the MSR process the affected agencies were sent a questionnaire regarding services provided. Through a combination of responses from the questionnaires, follow-up conversations with the agencies, and research, the MSR was prepared. Agencies are encouraged to review and comment on the *Agency Review Draft*, by June 25, 2012, prior to the circulation of the *Final Draft* that will be presented before the LAFCO Commission, July 26, 2012. This is an opportunity to address any concerns of the affected agencies regarding the data presented. At the public hearing the Commission will review the final draft of the MSR. After the hearing, the draft determinations will be modified as necessary to be adopted by the Commission.

III. Agency Review

The Banning Library District has been in existence as an independent special district since January 1, 2006 following its predecessor—Banning Union High School Library District, which was formed in 1916. Currently, the District encompasses approximately 310 square miles. The District's boundaries include the City of Banning, portions of the Cities of Desert Hot Springs and Palm Springs, Morongo Indian tribal land, the unincorporated Cabazon area, Snow Creek, Painted Hills, Whitewater, Twin Pines, and Poppet Flats.

The District's Library Branch is located in the City of Banning at 21 West Nicolet St. in Banning.

A. Independent Special District Libraries

Independent special district libraries are organized under the following laws:

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

Banning Library District is an independent special district operating under the Library Law (Education Code Sections 19400-19532). Generally the powers the trustees may exercise are to establish, equip, and maintain a public library for the dissemination of knowledge of the arts, sciences, and general literature. The District may also do all acts necessary or proper for carrying out the purposes specified under the Education Code (19400).

B. Governing Body

The Banning Library District is governed by a five member Board of Trustees. The terms of trustees are four years. The Board meets the first Wednesday of every month at 9:00 a.m. in the Banning Library Conference Room.

C. Financial Information

Banning Library District's revenues include property taxes, fines and fees for materials that are lost or returned late, grants, investment income, funds from renting out meeting space, and donations. The Friends of the Library of Banning Library District raise donations for the Library.

The District adopts an annual budget. The FY 2012-13 Budget was presented to the trustees May of this year. The District budget is currently not available on the District's website. Provided is the Banning Library District's most current revenue and expenditure information available. The Banning Library District provided general FY 2010-11 budget data as presented below.

Table B.1. Banning Library District General Fund

General Fund	FY 2009-10*	FY 2010-11	Pct change from prior year
Revenues	\$894,792	\$721,777	-19.34%
Expenditures	\$744,276	\$827,239	11.15%
Net Revenues (Losses)	\$150,516	(\$105,462)	-30.48%

*California State Library sources of FY 09-10 figures.

In FY 2010-11 the General Fund balance was used to close the gap in revenues and expenditures. At the close of FY 2010-11 the General Fund balance remained at \$578,927.

Monthly financial reports are presented to the Board at its monthly meeting for review. The reports include monthly revenue and expenditure data, circulation, and collection information.

In addition, library districts are required to provide an annual report to the State Library that includes general revenue and expenditure information, staffing, collections, and types of services offered. The State Library generates charts and statistics from the information submitted.

Based on the District's population and the costs associated with providing services, total costs in FY 2009-10 for materials purchased were \$93,474. Provided are the statistics generated by the State Library.

FY 2009-10	Banning Library District	Statewide Mean
Expenditures per Capita	\$22.16	\$32.70
Material Expenditures per Capita	\$2.98	\$2.72

In FY 2011-2012 District materials per capita budget are estimated at \$3.80, which is equivalent to \$114,000 of materials purchased.

The District is also required to prepare an annual audit. The State Controller requires a copy of the annual independent auditor's report.

D. Population & Growth

Population

The Banning Library currently serves a population of approximately 31,338. Banning Library District uses the California State Department of Education Educational Demographics Office K-12 enrollment numbers for purposes of growth and population projections. Based on Department of Education data, the Banning Unified School District projections for K-12 school enrollment have been declining since FY 2007-08. Current enrollment is at FY 1996-97 levels at approximately 4,500. The Library Statistics generated by the State Library indicate the number of borrowers ages 0-14 are 5,705. The Banning Library District also uses the City of Banning connections for electricity, job growth data, and number of building permits issued as indicators for population growth all of which have declined.

There is no specific population and growth projection data for the Banning Library District. However, the majority of its service area includes the City of Banning, and the second largest populated service area of Cabazon. The County of Riverside Center for Demographic Research has developed projections for these areas.

The base population numbers developed by the Department of Finance, which are mirrored by the Riverside County Center for Demographic Research Progress Report indicate an average annual population increase of less than one percent from 2011 to 2012 for the City of Banning. As of January 1, 2012 the estimated population of the City of Banning is approximately 29,965. Housing unit vacancies as of 2010 were 8.4%, which is a 2% increase from 2009. As of the 2010 U.S. Census, Cabazon was identified as a Census Designated Place (CDP) with a population 2,535. The District has reported that as of May of 2012 there were 2,737 patron records with a Cabazon address. This number has been used to identify population mobility for the District. Data developed by the Center Demographic Research estimates the Cabazon CDP population at 3,954 in 2035.

Table D.1. Population Projections

<u>Year</u>	<u>City of Banning</u>	<u>Cabazon</u>	<u>Esti. Banning LD</u>	<u>Percent Annual</u>
			<u>Popn</u>	<u>Growth</u>
2010	29,603	2,535	32,138	---
2035	61,930	3,954	65,884	4.20%

IV. Library Services

Library Facilities

Banning Library

The Banning Library is located at 21 W. Nicolet St. in the City of Banning. The facility is 9,573 square feet.

The Library is open six days a week and its hours of operation are:

Mon.-Wed.	9:00 AM to 6:00 PM
Thur.	10:00 AM to 7:00 PM
Fri.	10:00 AM to 5:00 PM
Sat.	10:00 AM to 3:00 PM

The District has reported the Banning Library is open 42 hours per week however, based on the hours of operation stated by the District it appears the weekly hours of operation is 48. Library hours have recently been reduced by eight hours per week.

The District has developed a *25 Year Master Plan* (2007) to address projected growth within its service area. Recently, an abandoned multi-family dwelling unit located adjacent to the Library was purchased and demolished to allow for the library's expansion. The expansion would accommodate projected growth within its service area. Grant funding has also been used to remodel the facilities' restrooms to American with Disabilities Act (ADA) complaint.

Cabazon Library

The Cabazon facility of approximately 1,300 square feet is located 50171 Ramona St. in Cabazon. The Cabazon Library was permanently been closed July 1, 2011. Prior to its closure the hours of operation for the Cabazon Branch were about 14 hours per week.

Collections

The current number of volumes held at the Banning Library is 56,000. Prior to its closure the Cabazon Library held approximately 4,000 volumes. Based on the State Library Statistics in FY 2009-10, 4,058 book volumes were added to the Banning Library District collection, increasing its book volume collection to 43,424. The District's overall collection as of FY 2009-10 also included seven databases, 2,048 audio, 2,700 video, and 134 periodicals. The library continually adds new materials to its collections and decommissions outdated worn volumes.

Staffing

The District employs two full time MLS librarians, a Library Director, and Children's librarian at the Banning Library. In addition, staff consists of six full time paraprofessional librarians and a full-time Administrative Assistant. Part time staff includes a security guard, a paraprofessional library, and a library page. This is the equivalent to 12 full time staff.

The District Board of Trustees has implemented a hiring freeze and reduced staff hours. On average District full time staff work 36 hours per week. From 2010 to 2012 staff has been reduced from 16 to 12. The Banning LD provides a 2.61 full time equivalent staff per 1,000 population.

Circulation

The total circulation for Banning LD as of the most current data available is 114,033 with a per capita circulation of 3.64. This is a decline in circulation of 21,235 since FY 2008-09. Total child circulation as of June of 2010 was 31,353.

Library Services

Generally, library districts use different systems to catalog and reference its materials some of which are interconnected. The Banning Library District inherited the Follett Destiny System from its predecessor, the Banning Union High School Library District. This computer based cataloging system linked to the local schools within the District's boundaries. It allows the local schools to view books available at the Banning Library. Recently, the District has been selected to receive Library Services and Technology Act (LSTA) grant funding from the California State Library to transition the Library's existing cataloging system to an open source library automation system—Bywater Koha. This would allow connection of the Library District to other Inland Library System members. This is expected to occur in Summer of 2012.

The Library manages different programs for the various age groups of its patrons. Generally the programs can be categorized into early childhood services, youth/teen services, and adult services. These programs include reading times for infants and children, computer classes in English and Spanish, and job development skills.

Due to the close proximity to the local schools, the Banning Library is a popular after school place for teenagers. Banning LD currently manages a Teen Book Club and an Anime Club, the latter is not exclusive to teenagers, but their participation is strongly encouraged. According to the Library Statistics data in FY 2009-10 overall Banning Library District offered 412 child programs (Ages 0-14) and had a child attendance of 5,597.

Adult Library Services are also provided by Banning LD. The District emphasizes on its Career Transition Program, which assists patrons with new employment and is funded by the Library Services and Technology Act (LSTA) Grants. LSTA grants are federal funds awarded by the State Libraries for providing innovative library services, technological development, services to underserved populations, networking, and resource sharing. Funds for the program consist of State grants and local funds.

The Banning Public Library now has 20 public internet computers and an eight laptop mobile computer lab, used for computer classes in English and Spanish. Banning Library also hosts seven online databases online, inclusive of Mango-a foreign language learning program, and Learning Express. Learning Express allows for the preparation of exams for GEDs, college, and US Citizenship, grade school improvement exercises, employment skills, and computer skills. In addition, Banning LD's website provides a list of homework assistance resources, an online catalog search with book reservation capabilities, and messaging to librarians. The current online system also allows for book renewals, downloadable ebooks as well as audio books, and provides a calendar of events. Also, on the District website are the Board Meetings' agendas.

The District has developed a local history preservation collection. The Library holds over 100 years of local newspapers on microfilm, a local history book collection containing irreplaceable manuscripts, including author's correspondence and original artworks. The District Historian writes a column for the local newspaper and maintains a local history photograph collection for the California Digital Library.

V. Sphere of Influence

LAFCOs are currently under the State Mandated second sphere of influence review cycle ending December 31, 2012. To begin the Municipal Service Review process, LAFCO staff sent a letter to all the cities and special districts of Riverside County inquiring about any anticipated sphere of influence changes within this sphere cycle ending December 31, 2012. Banning Library District responded in regards to the initial sphere cycle's recommendations, which resulted in a sphere expansion to include the entirety of the City Banning and removal of City of Beaumont territory from its sphere. Since that time the County of Riverside informed staff of a proposal to detach the unincorporated Cabazon area from Banning Library District. Since LAFCO is currently undergoing its second SOI review cycle and this would be a comprehensive SOI review, LAFCO has initiated the sphere amendment and required Municipal Service Review (MSR).

VI. MSR Determinations

(1) Growth and population projections for the affected area.

The Banning Library District encompasses the City of Banning, portions of the Cities of Desert Hot Springs and Palm Springs, Morongo Indian tribal land, the unincorporated Cabazon area, Snow Creek, Painted Hills, Whitewater, Twin Pines, and Poppet Flats.

To accommodate growth, the District hired a consultant to develop a 25 Year Master Plan (2007). Currently, the District utilizes the Banning Unified School District school enrollment figures and the City of Banning utility and job growth records to project growth within the District. As reported by the District, this data shows declines of approximately ten percent within the past five years, which the District uses as indicators for declining population numbers.

The populated areas within the District boundaries include the City of Banning and Cabazon area. Based on information generated by the County of Riverside Center for Demographic Research the population in the City of Banning and the Cabazon area are expected to more than double by 2035 to 65,884. As of 2010, the population in the City of Banning was 29,603 and 2,535 in Cabazon. 2035 population estimates for the City of Banning are 61,930 and 3,954 for Cabazon. The number of borrowers for Banning Library District at the close of FY 08-09 was 17,229. The general population served as of January 1, 2010 is 31,338.

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

2010 Census median household income is not available at this time for the Cabazon area. However, the 2000 Census data shows the median household income of the Cabazon CDP as 43% of the State median household income. This is less than 80% of the State median household income, making the Cabazon area a disadvantaged unincorporated community (DUC). It is most unlikely that in ten years, the Cabazon median household income has increased greater than the threshold for a DUC.

(3) Present and planned capacity of public facilities and adequacy of public services.

The Banning Library District provides a full array of library services for infants, children, teenagers and adults consisting of reading times for children, computer classes, job development skills, clubs for teens and anime, and an interactive website offering additional services.

The Banning Library located at 21 W. Nicolet St. in the City of Banning currently holds over 57,000 book volumes in a facility of 9,573 square feet. Facility upgrades have recently been made and are planned for. The District Library has recently been remodeled to allow for handicapped accessibility in its restrooms and its computer area has been expanded to add computers. At this time, the

Banning Public Library has 20 public internet computers and an eight laptop mobile computer lab. Also, an adjacent property has been purchased by the District to allow for expansion of its existing library facility. Computer improvements have been implemented consistent with the District's 25 Year Master Plan (2007). No levels of service standards have been developed at this time.

The library cataloging system currently used is the Follett Destiny System inherited from the District's predecessor, Banning Union High School Library District, which is shared with the local schools of Banning Unified School District. The Banning LD is currently pursuing an upgrade to Bywater Koha, an open source library automation system. This would eventually connect the Library to the other Inland Library System members.

The Cabazon Library located at 50171 Ramona St. in Cabazon is no longer in operation. The District does not have plans to relocate or reopen the existing facility. Presently, the property is being sold by the District. The County Library Book Mobile currently provides bi-weekly library services to the area for an average of eight hours per week resulting in a circulation of 200-300 items per month.

(4) Financial ability of agencies to provide services.

Provided is income and expenditure information from the California State Library Statistics:

Fiscal Year	Total Operating Revenue	Grand Total Expenditures	Surplus/ Deficit
2009-10	\$894,792	\$744,276	\$150,516
2008-09	\$778,686	\$878,782	(\$100,096)
2007-08	\$736,320	\$640,128	\$96,192
2006-07	\$691,902	\$732,436	(\$40,534)

Also, as of FY 2010-11 actual revenues were \$721,777 and actual expenditures were \$827,233, leaving a General Fund balance of \$578,927.

Should the eastern half of the District be detached as currently being proposed by the County of Riverside, the District would lose approximately \$251,605 in annual property tax revenue in FY 2013-14. Although, the District would lose this revenue, beginning in FY 2012-13, the Banning Library District will receive additional property tax revenue, resulting from a boundary change that detached area from Beaumont Library District and added it to Banning Library District. The full amount, approximately \$200,000, will be phased in over a five year period.

Since 2010, the District has implemented a hiring freeze and has reduced the number of staff positions from 16 to 12. Hours of operation for the Banning Library have also been reduced from 56 to 48 hours per week.

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

Due to the close proximity of the Banning and Beaumont Library Districts and its services being provided to the general San Gorgonio Pass area, the potential benefits of having a single library district versus two independent special districts have been discussed over the years. However, any changes to the agency's boundaries have appeared premature. Sometime in 2009 or early 2010 the Beaumont and Banning Library Districts' Board of Trustees held a joint meeting to discuss the potential for consolidation, but reached an impasse. Although it has been only a few years since this matter was discussed the districts should continue to explore consolidation.

Banning Library District currently partners with the Dorothy Ramon Learning Center. This allows the District accommodate hundreds of adult program participants at the San Manuel Band of Serrano Mission Indians Gathering Hall.

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

The Banning Library District currently hosts a website: www.banninglibrarydistrict.org. The District's meeting agendas are posted online but, there are no links to the items discussed. The District's financial and compensation information such as budgets or annual audits are currently not available online. The District may want to consider including financial and compensation information on its website to increase the agency's transparency.

However, the District provides a great deal of information and services on its website. The District hosts seven online databases online, inclusive of Mango-a foreign language learning program, and Learning Express. Learning Express allows for the preparation of exams for GEDs, college, and US Citizenship, grade school improvement exercises, employment skills, and computer skills. In addition, Banning LD's website provides a list of homework assistance resources, an online catalog search with book reservation capabilities, and messaging to librarians. The current online system also allows for book renewals, downloadable eBooks as well as audio books, and provides a calendar of events.

The Friends of the Library maintain a monthly newsletter for the District.

The Banning Library District is governed by a five member Board of Trustees allowing for local accountability. Alternative library services to the Cabazon area by the County of Riverside Library System would allow for more remote decision making however, any library issues could be addressed locally through the West Desert Municipal Advisory Council (MAC).

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

As of July 1, 2011, the Banning Library closed its Cabazon facility, which was serving a population of an estimated 2,535 residents an average of 14 hours per week. Since that time the County Library has been providing bi-weekly library services to the general area through its bookmobile for an average of eight hours per week.

The County of Riverside is currently in the process of constructing a new 7,000 square foot library facility in Cabazon. The new facility is expected to open in December of 2012. It is estimated that the hours of operation for the Cabazon Library will be 40 hours per week. Planned staffing for the Cabazon Library includes one professional (MLS) Librarian, one Library Assistant, one full-time staff, and three to four part-time staff. The library will be stocked with approximately 25,000 volumes and library patrons will have access the County Library's other 1,469,253 volumes held at its other 33 branches. Delivery of materials from other County library facilities to the Cabazon Library would also be available. There will also be a minimum of 10 computers, 15 laptops, and wireless access.

In addition, the County Library provides a full array of library services inclusive of (1) infant, young adult, cultural and education programming, (2) online services such as 23 databases and downloadable eBooks, and (3) literacy services.

Based on existing services and proposed services the County Library could provide more comprehensive library services with this new permanent facility.