



August 20, 1993

9.1

City Council
Sacramento, California

Honorable Members in Session

SUBJECT: Creation of the Sacramento Public Library Authority

LOCATION AND COUNCIL DISTRICT: City-wide

RECOMMENDATION:

Sacramento Public Library

828 I Street
Sacramento, CA 95814-2589
916-440-5926
FAX: 916-440-9638

- Adopt the attached resolution authorizing the Mayor of the City of Sacramento to execute the Joint Powers Agreement between the City of Sacramento and the County of Sacramento creating the Sacramento Public Library Authority
- Request that the Mayor appoint the City Council members who will serve as City representatives on the Governing Board of the Sacramento Public Library Authority, upon approval of the attached resolution creating the Authority

CONTACT PERSON: Richard Killian, Library Director, 440-5926
Janet Larson, Assistant Director, 440-5926

FOR COUNCIL MEETING OF: August 31, 1993

SUMMARY See attached report

COMMITTEE/COMMISSION ACTION None

BACKGROUND INFORMATION See attached report

FINANCIAL CONSIDERATIONS See attached report

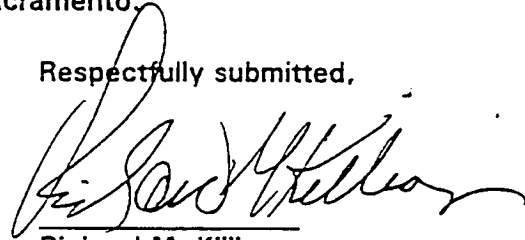
APPROVED
BY THE CITY COUNCIL
AUG 31 1993
OFFICE OF THE
CITY CLERK
AG 93-114

The creation of the Sacramento Public Library Authority organizationally combines the operations of the City and County Libraries. The City of Sacramento will serve as the fiscal agent for the Authority; and the County will make regular deposits into the fund of the Authority. The Authority will monitor the expenditures of funds for each jurisdiction separately. The debt that the City owes the County for the purchase of the automated circulation system will be retired by June 30, 1996.

POLICY CONSIDERATIONS The creation of the Authority completes the unification of the library system, which was initiated in 1964. The City Council will still approve the budget of the Authority on an annual basis. Also, the Authority may not create taxing or assessment districts without the prior approval of the governing board/s of the jurisdiction/s included within the district.

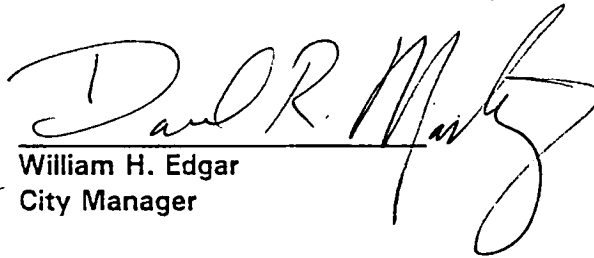
MBE/WBE Any purchasing done with City funds deposited to the Authority shall follow the MBE/WBE guidelines of the City of Sacramento and the County of Sacramento.

Respectfully submitted,



Richard M. Killian
Library Director

Recommendation Approved:



for: William H. Edgar
City Manager

RMK:SH:lm
93-237

RESOLUTION NO. 93-501

ADOPTED BY THE SACRAMENTO CITY COUNCIL

ON DATE OF _____

RESOLUTION AUTHORIZING THE MAYOR TO EXECUTE A JOINT POWERS AGREEMENT BETWEEN THE CITY OF SACRAMENTO AND THE COUNTY OF SACRAMENTO CREATING THE SACRAMENTO PUBLIC LIBRARY AUTHORITY

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO THAT: The Mayor is authorized to :

Execute the Joint Powers Agreement between the City of Sacramento and The County of Sacramento creating the Sacramento Public Library Authority.

MAYOR

ATTEST:

VALERIE BURROWES
CITY CLERK

APPROVED
BY THE CITY COUNCIL

MAY 31 1993

OFFICE OF THE
CITY CLERK

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

(3)

CITY OF SACRAMENTO -- COUNTY OF SACRAMENTO

For Agenda of: August 31, 1993

Date: August 20, 1993

To: Sacramento County Board of Supervisors
Sacramento City Council

From: Richard M. Killian, Library Director

Subject: **Creation of the Sacramento Public Library Authority**

Recommendation

It is recommended that the Sacramento County Board of Supervisors and the City Council of the City of Sacramento

1) Adopt the attached resolution authorizing the Chairman of the Board of Supervisors and the Mayor of the City of Sacramento to execute the Joint Powers Agreement between the County of Sacramento and the City of Sacramento creating the Sacramento Public Library Authority.

2) and the Chairman of the Board of Supervisors and the Mayor, respectively, appoint the members of the Sacramento Public Library Authority Governing Board from their jurisdictions, upon adoption of the attached resolution creating the Sacramento Public Library Authority.

In this report

The table below identifies the information contained in this report.

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History

In 1964, the Board of Supervisors and the City Council jointly commissioned a consulting firm to investigate the feasibility of unifying the two library systems.

In 1966, a contract was signed to provide administrative personnel and technical processing services, costs to be jointly shared.

In 1969, a Master Plan for Improving Library Services in the Sacramento Area was prepared.

In 1971, the Board of Supervisors and City Council instructed the Library Director to formulate plans for unification. On September 21, the City electorate approved a City Charter Amendment giving the City Council authority to effect the merger.

In 1972, the proposal was not adopted because of employee objections to changes in classifications and employment conditions.

In 1973, negotiations were suspended due to passage of SB 90, Property Tax Limitation measure, but staff were instructed to begin working again in September.

In 1974, consolidation issues were reopened in November by Supervisor Sheedy and Councilperson Matsui. In December, staff was directed to "iron out the City-County Library system consolidation."

In 1975, the Library was selected as the first in a number of agency unifications, deadline July 1, 1976.

In 1977, staff from City Manager and County Executive were assigned Library unification.

In 1978, the Board of Supervisors requested a report on the progress toward unification. The report said the problem was financial, whether to have two tax districts or single county-wide tax. Proposition 13 passed in November. Discussions were suspended.

In 1990, the update of the Library Master Plan reopened discussions of library unification.

In 1992, a consulting firm was commissioned to investigate the feasibility of a merger of the two systems. Consultants recommended a Joint Powers Authority, with ultimate funding outside the City and County General Funds. A committee of citizens, staff from the City Manager and County Executive offices, and Library staff was formed to prepare a unification plan.

Sacramento Public Library Authority

For Agenda of: August 31, 1993

Reasons for the
JPA

The reasons to have a Library Joint Powers Authority are to:

- avoid unnecessary duplication of effort and coordinate planning for library services, providing maximum benefit from scarce public funds.
- share the powers of municipal and county libraries.
- coordinate efforts to finance, provide, and maintain facilities and public library services, based on natural service areas and population density rather than on the basis of territorial and political boundaries.
- provide coordinated and accelerated improvement in the public library system to meet the needs of increasing urbanization and population diversity.
- coordinate services and facilities to increase possibility of federal, state and private funding.
- find a common funding mechanism that would be stable and equitable in order to ensure the provision of comprehensive library services to the Sacramento area.

Advantages of
membership

A primary advantage of membership in the JPA is the sharing of resources, e.g., library materials, automation, staff expertise, lower overhead through less duplication, greater purchasing power for library materials discounts, equipment, automation, etc.

The JPA would benefit smaller entities which have been splintered off because of the state funding impact on cities and counties. Membership would enhance and broaden library services and reduce costs for materials, automation, etc.

Joint Powers
Agreement

Attached is the Joint Powers Agreement (JPA) between the County of Sacramento and the City of Sacramento, creating the Sacramento Public Library Authority. The JPA initially would have as its governing board the five members of the Board of Supervisors and four members of the Sacramento City Council appointed by the Mayor with the approval of the Council.

There are provisions for adjusting the number of representatives from the City and the County when warranted by changes in population or make-up of the Authority, i.e. existing or new cities joining the Authority.

A synopsis of the Joint Powers Authority for Sacramento Public Library is attached.

Employee Relations City and County Employee Relations staff and Library staff have met with representatives of the employee groups to review the creation of the JPA. The County and the City recognize their obligation to meet and confer with the Unions regarding the impact of the creation of the Sacramento Public Library Authority upon the members of the affected bargaining units. The Governing Board will adopt policies, rules, and regulations for personnel relations, employment and administration, classification, compensation, and conditions of employment and an employer-employee relations policy.

Financial Impact During the initial startup period, the financial impact of the JPA will be neutral. As unification of operations proceeds, there should be economies due to streamlining operations and eliminating duplication of activities. Both the City and the County should benefit from this process.

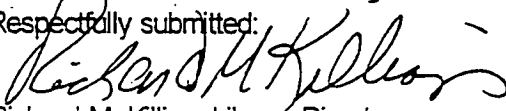
The JPA also provides the opportunity to seek a single funding source to replace the Library's reliance on the general funds of the City and the County. One possibility is the passage of state legislation to create special benefit assessment districts to support public libraries.

The JPA may not create assessment districts without the prior approval of the governing boards of the jurisdictions included within the JPA.

Even if a funding source is not immediately identified and implemented, the JPA still provides a stronger position for seeking alternative funding sources. The merged system would allow the JPA to be more competitive in seeking federal, state, and private funding linked to population size.

The City of Sacramento will serve as the fiscal agent for the Authority, and the County will make regular deposits into the fund of the the Authority. The Authority will monitor expenditures of funds for each jurisdiction separately and as shared cost. The City Council and the Board of Supervisors will approve the budget of the Authority on an annual basis.

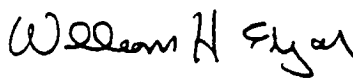
Respectfully submitted:


Richard M. Killian, Library Director

Approval Recommended:


Bob Smith, County Executive

Approval Recommended:


William Edgar, City Manager

CONTACT PERSONS FOR MORE INFORMATION:

Richard M. Killian, Library Director
Janet Larson, Assistant Library Director

Synopsis of Joint Powers Authority for Sacramento Public Library

Why a JPA? The reasons for the JPA are to:

- avoid unnecessary duplication of effort and coordinate planning for library services, providing maximum benefit from scarce public funds.
- share the powers of municipal and county libraries.
- coordinate efforts to finance, provide, and maintain facilities and public library services, based on natural service areas and population density rather than on the basis of territorial and political boundaries.
- provide coordinated and accelerated improvement in the public library system to meet the needs of increasing urbanization and population diversity.
- coordinate services and facilities to increase possibility of federal, state and private funding.
- find a common funding mechanism that would be stable and equitable in order to ensure the provision of comprehensive library services to the Sacramento area.

Who might join?

The County of Sacramento and the cities of Sacramento, Folsom, Galt, Isleton are welcome to join the JPA, as are any new cities that might form within the County.

Who will govern?

The governing board would be composed of the five (5) members of the County Board of Supervisors, three (3) members of the City Council, and one (1) member from the other cities or 4 members from the City if there are no small cities.

The representation is based on population and can be adjusted to accept new members or changes in population, but will not exceed a total of nine members.

What will the JPA do?

The charge of the Joint Powers Authority is to provide library services to the members of the JPA. The JPA will operate library facilities and library services outside libraries, such as the bookmobile and literacy service. The Board will present a budget annually to all members for approval and will establish and collect fines, fees, and charges. The JPA may not create assessment districts without the prior approval of the governing boards of the jurisdictions included within the JPA.

The JPA provides operational efficiency by establishing a single budget, personnel system, accounting, purchasing and management structure.

The JPA provides an opportunity for City & County elected officials to focus their attention on relevant library issues.

Who will be the CAO?

The Library Director will be the Chief Administrative Officer and Secretary to the Board. The Library Director will be a librarian and will be responsible to the JPA Board.

Who will own the libraries?

Each jurisdiction will own current library facilities within its jurisdiction. New libraries may be owned by the jurisdiction or the JPA.

continued over

What about employees?

The governing board will adopt policies, rules, and regulation for personnel relations, employment, and administration classification, compensation, conditions of employment, and employee relations policy. A separate agreement related to labor relations for employees is subject to negotiation.

How will service be determined?

It is the intent of the JPA to provide equitable service. However, until funding levels are equal, service levels will be determined by the amount of contribution from each jurisdiction. A base level of service will be supplied based on the funding, but a jurisdiction could "buy" an enhanced level of service, e.g., more hours, librarians, etc. Monies would not be co-mingled except to cover JPA-wide services and overhead on a prorata basis. The Library Master Plan will establish facilities and services.

What are the advantages of membership?

One advantage of membership in the JPA is the sharing of resources, e.g., library materials, automation, staff expertise, lower overhead through less duplication, greater purchasing power for library material discounts, equipment, automation, etc.

The splintering of smaller cities which is occurring because of state funding impacts on cities and counties is detrimental to library service. The JPA could reverse this trend because membership would enhance and broaden library services and reduce costs for smaller cities.
