

June 10, 1996
City Council
Sacramento, California

Approved and
FILED
20
BY THE CITY COUNCIL
OFFICE OF THE CITY CLERK

///

Honorable Members in Session

SUBJECT: Sacramento Public Library Authority Master Plan

Sacramento Public Library

LOCATION AND COUNCIL DISTRICT: City-wide

828 I Street
Sacramento, CA 95814-2589
916-264-2770
FAX: 916-264-2755

RECOMMENDATION:

Approve the attached resolution adopting the Facilities portion of the Sacramento Public Library Master Plan

CONTACT PERSON: Janet Larson, Assistant Library Director

FOR COUNCIL MEETING OF: June 20, 1996

SUMMARY:

This report is a response to several issues regarding the Sacramento Public Library Master Plan.

COMMITTEE/COMMISSION ACTION:

None.

REPORT OUTLINE:

- 1. Background Information Page 2
- 2. Criteria for Facility Size Page 2
- 3. 1990 Master Plan for City Page 4
- 4. 1996 Master Plan for City Page 4
 - a. South Natomas
 - b. Valley Hi/Laguna
 - c. Del Paso Heights/North Sacramento
 - d. McClatchy Branch Library
- 5. Environmental Determination Page 8
- 6. Financial Considerations Page 8
- 7. Policy Considerations Page 8

BACKGROUND INFORMATION:

The Sacramento Public Library Authority approves the overall Library Master Plan, but the City and County are responsible for facilities within their jurisdictions. Therefore, the City Council is requested to approve the City Facilities portion of the Library Master Plan. The 1996-2010 Library Master Plan was presented to your Council on May 7, 1996. This report responds to several issues raised during that presentation, but makes no change to the Library Authority approved Master Plan.

Criteria

The criteria for facility size has not changed from the 1990 Master Plan. In the 1970s the Library established a guideline of 400 square feet per 1,000 people, with the optimum size for most facilities 12,000-12,500 square feet for 50,000 people. The plan was based on the Library's experience with five 12,500 square foot facilities built in the mid-1970s.

The Library has an established service hierarchy: Central Library, regional libraries (25,000-30,000 sq.ft. recommended), community libraries (12,000 sq.ft.), and neighborhood branches that vary in size depending upon the size of the service area.

The Library ideally provides the following service levels:

Population	Owned/Leased	Size in Square Feet
Under 10,000	Bookmobile, Books-by-Mail, service nearest branch	
10,000-20,000	Leased	800-4,000 sq.ft.
20,000-50,000	Leased	up to 8,000 sq.ft.
50,000-100,000	Owned	12,000

The following additional criteria are used:

	Neighborhood	Community	Regional
Annual Circulation	>225,000	225-350,000	<500,000
Annual Reference Questions	>10,000	<30,000	<60,000
Service Area Radius	1-2 miles	2-3 miles	region grouping

A regional library serves a large geographical area. The Library recommends enlarging Carmichael Regional Library in the north and building a regional library in Elk Grove to serve the south county area. The City has two regional libraries: King Regional Library and Central Library, which serves as branch and regional library, as well as Central Library. The Library does not recommend building more regional libraries within the City.

Library users do not pay attention to City/County boundaries in using community, regional and Central libraries. For instance, library users in North Sacramento and Del Paso Heights use the Arcade Community Library as their community library and frequently use Carmichael Regional Library because of open hours. Central Library is used by library users from all.

Not everyone is willing to leave the neighborhood/community branch area. In previous Master Plan surveys, questions were asked concerning mobility. Library users generally fell into one of three categories: about 1/3 only use neighborhood branches, about 1/3 used several libraries regularly, and about 1/3 went to libraries outside their neighborhoods if they needed something specific and were assured the library had it.

Facility location criteria in the Master Plan is very specific:

- On a major traffic route through the area served.
- On or close to the corner of another major traffic route.
- Visible from the street. A landmark in the neighborhood.
- Easy entrance and exit, preferably to two different streets.
- Ample parking, including number, size of space, ease of pulling in and out. Shared parking should not interfere with library use and safety of library users.

Siting is extremely important to the success of a branch library.

The Library has learned from experience. There is a review of the siting of all branches in the Library Master Plan (pp. 135 to 138). The four most recent branches in the City - North Sacramento/Hagginwood, Colonial Heights, Cooleage, and South Natomas - meet the criteria above, as do proposed sites for South and North Natomas. Sites are chosen with input from the community through the City planning process. There is a community committee appointed for siting and planning each new facility. When the Library is approached with offers of donated land or discounted leased facilities, each is reviewed according to the Master Plan criteria.

1990 Master Plan for City

In the 1990 Library Master Plan, City facilities were recommended as follows:

Replacement and Expansion

Branch	Existing	New	Year to Open
Cooleage	6,000	12,000	1990-1995
McKinley	4,000	12,000	1990-1995
North Sacramento/ Hagginwood	4,000	12,000	2000-2005

New Branches

Branch	Existing	New	Year to Open
South Natomas	0	12,000	1990-1995
Valley Hi	0	12,000	1995-2000
North Natomas	0	12,000	2005-2010

1996 Master Plan for City

Cooleage Community Library was completed in 1992. Through local meetings in service areas and meetings sponsored by the Friends of the Library Affiliates for the branches, the citizens served by McKinley/McClatchy and Del Paso Heights/North Sacramento/

Hagginwood Branches stated that they prefer the current branch configuration to combined branches. In either area, only by combining smaller branch service areas would a 12,000 sq.ft. branch be justified within the stated criteria.

In the 1996 Library Master Plan, new facilities are recommended as follows with an assessment of \$22 per single family residence:

Branch	Existing	New	Year to Open
South Natomas	3,400	12,000	1997/98
Valley Hi	0	12,000	2000/01

The assessment, with a base of approximately \$5 million, limits the number of new City facilities to two 12,000 sq.ft. leased facilities, not owned facilities unless bonding occurs. The two highest on the list are the highest growth/most underserved areas.

South Natomas

South Natomas Branch Library (3,400 sq.ft.) serves a 1994 census population of 37,959 or 9.6% of the City population. Population projection for 2010 is 55,268 and 2020 is 63,101. The branch has 8.6% of the branch staff and 7.9% of the circulation of City branches. The circulation for South Natomas Branch is approximately the combined circulation of Del Paso Heights and North Sacramento/Hagginwood Branches, 32% more than North Sacramento/Hagginwood Branch Library.

South Natomas Branch Library also serves North Natomas, current population 670. There is no branch projected for this area in the Library Master Plan for the 1996-2010 period. Population projections for 2010 are 30,574, so a combined 2010 projection for North/South Natomas is 85,842.

Valley Hi

Valley Hi is served by King Regional Library, which has a branch service population of 103,052 (26.07% of City population). It also serves as the regional library for City and County branches south of Hwy. 50. SACOG projects growth in South Sacramento to increase from 149,729 in 1995 to 171,425 in 2010. Franklin/Laguna is projected to grow from 30,646 in 1995 to 113,080 in 2010. This growth will greatly impact Martin Luther King Regional Library as the only City library south of Florin Road.

In response to the suggestion of volunteers starting a branch in

Valley Hi, it should be pointed out that South Natomas Branch soon will be operating completely as a City branch, including the lease. The 1996/97 full year projected direct cost for the South Natomas Branch is \$ 214,723. If a citizens group were to start a branch in the Valley Hi area, staff would have to be transferred from existing branches and branch book budgets reduced to cover the new branch book budget, operation and lease costs.

Del Paso Heights/North Sacramento

The North Sacramento area is served by two branches: Del Paso Heights and North Sacramento/Hagginwood. The Ben Ali neighborhood on the west side of Business 80 is included, but the Arden-Arcade City area on the east side of Business 80 is not. That area is served by county community libraries Arcade and Arden.

The Del Paso Heights Branch Library (5,425 sq.ft.) is City-owned and recently underwent a renovation of paint, carpet, tile, etc. The North Sacramento/Hagginwood Branch (4,000 sq.ft.) is a leased facility that combined two smaller branches. Together they provide 9,425 sq.ft. of library space, which is 15.9% of the City's branch library space. The branches serve 59,667 people (1994 census), which is 15.1% of the City population served by City branches. Currently, the branches have 15.1% of the branch staff and 8.3% of the branches' circulation for 1995/96 through March. Population for 2010 is projected at 64,649 and 2020 at 67,729.

Del Paso Heights and North Sacramento Friends of the Library have stated their preference for remaining separate. There is not a large enough service population for North Sacramento alone to warrant a 12,000 square foot facility.

McClatchy Branch Library

If the City sets an adequate base level and an alternative funding mechanism is implemented, staff recommends \$350,000 be set aside for McClatchy Branch renovation out of the savings to the City General Fund in the first year.

Population Projections

As stated in the Master Plan, data was used from the Community Services Planning Council, primarily because it provides detailed information in smaller community areas. The information from Sacramento Area Council of Governments (SACOG), provided below, confirms that data.

Area	1994	1995	2000	20005	2010	2015	2020
N. Natomas	668	670	4,572	17,361	30,574	38,848	42,028
S. Natomas	37,328	37,959	40,382	47,022	55,268	59,762	63,101
N.Sacramento	59,379	59,667	61,588	62,591	64,649	67,172	67,729
Downtown	34,129	34,266	35,486	39,156	43,127	46,965	48,539
Land Park- Pocket- Meadowview	114,882	115,347 *	118,533	121,317	125,419	131,699	132,518
E.Sacramento	77,978	78,211	78,999	78,738	79,119	79,213	79,051
S.Sacramento (includes some County)	148,170	149,729 (approx 69,190 City)	156,467	164,288	171,425	178,631	182,330

*Land Park/Pocket 81,485 and Meadowview 33,862

Branch	Area	1995	% Population
S.Natomas	N. Natomas	670	.17%
S.Natomas	S. Natomas	37,959	9.60%
Del Paso Heights N. Sacramento/Hagginwood	N.Sacramento	59,667	15.09%
Central	Downtown	34,266	8.67%
Cooledge	Land Park-Pocket	81,485	20.61%
McKinley, McClatchy, Colonial Heights	E.Sacramento	78,211	19.78%
King	S.Sacramento Meadowview	103,052	26.07%

ENVIRONMENTAL DETERMINATION:

The Facilities portion of the 1996 Library Master Plan deletes several proposed facilities that were included in the 1990 Library Master Plan. No environmental review is necessary because it can be seen with certainty that the deletion will not have any impact on the environment.

FINANCIAL CONSIDERATIONS:

The 1996-2010 Library Master Plan is based on the availability of additional revenue generated by an assessment of \$22 per single family residence, with proportional charges for other residential and non-residential properties.

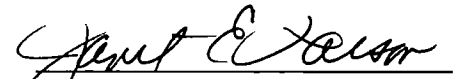
POLICY CONSIDERATIONS:

The Sacramento Public Library Authority Joint Powers Agreement requires that the Sacramento City Council and the Sacramento County Board of Supervisors approve specific recommendations contained in the Library Master Plan regarding facilities in their respective jurisdictions.


MBE/WBE:

None.

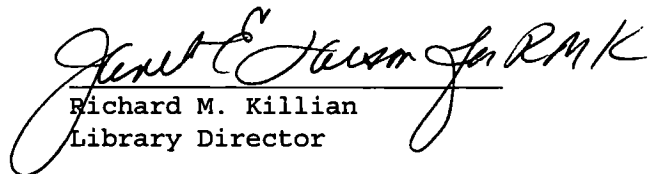
Respectfully submitted,


Janet Larson
Assistant Library Director

RECOMMENDATION APPROVED:


William H. Edgar
City Manager

APPROVED:


Richard M. Killian
Library Director

Council meeting 6/18/96 Budget

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FROM CONTINUED
April 28 1996 5.7.96
to 5.28.96

City Council
Sacramento, California

Honorable Members in Session

SUBJECT: Sacramento Public Library Authority Master Plan

LOCATION AND COUNCIL DISTRICT: City-wide

RECOMMENDATION:

Staff recommends that the City Council adopt the attached resolution approving the Sacramento Public Library Master Plan pertaining to library facilities in the City of Sacramento.

CONTACT PERSON: Janet Larson, Assistant Library Director

FOR COUNCIL MEETING OF: May 7, 1996

SUMMARY:

This report summarizes the 1996-2010 Library Master Plan approved by the Sacramento Public Library Authority Board, including specific information and recommendations regarding library facilities in the City of Sacramento.

COMMITTEE/COMMISSION ACTION:

Reviewed by the Planning Commission and Design Review Board in a joint session on February 15, 1996.

BACKGROUND INFORMATION:

The Sacramento Public Library Authority Board approved the 1996-2010 Library Master Plan on January 26, 1996. The Master Plan Action Summary is included for your information. Priority actions in the Master Plan include:

- Develop an alternate and stable funding base for the Sacramento Public Library Authority
- Enhance library service by incorporating technology where appropriate to access information, including linking all branches to the Internet by 1997

City Council
Sacramento Public Library Authority
Master Plan

- Utilize resources to support service priorities: **open hours, books, staff to assist users, particularly youth**
- Provide facilities in unserved and underserved areas, including South Natomas and Valley High in the City of Sacramento.

While the Sacramento Public Library Authority Board approves the service priorities and operations of the Library, the City Council and the Board of Supervisors are required to provide library facilities for the Authority, including approval of new facilities recommended for their respective jurisdictions. Facility recommendations for the City of Sacramento have been revised since the City Council approved the last version of the Library Master Plan.

1990 Library Master Plan

South Natomas:
12,000 sf branch - 1995

Valley Hi:
12,000 sf branch - 2000

Possible combination
McKinley/McClatchy - 1996

North Sacramento/
Hagginwood:
12,000 sf branch - 2000

North Natomas:
12,000 sf branch - 2010

1996 Library Master Plan

South Natomas:
12,000 sf branch -1997/98

Valley Hi:
12,000 sf branch - 2000/101

These facility recommendations have been modified based on proposed funding and community input. Recently, Friends of the Library affiliate groups for both the McKinley and McClatchy Branches have been formed. These groups have clearly articulated their desire for continued library service in their neighborhoods, not combined service. Although the Library Master Plan outlines continued neighborhood library services for the McClatchy Library, it specifies that Library operating funds not be used to support renovations for the McClatchy branch. It is not anticipated that funding will be available before 2010 to fund either the North Sacramento-Hagginwood or North Natomas facilities.

City Council
Sacramento Public Library Authority
Master Plan

ENVIRONMENTAL DETERMINATION:

The Facilities portion of the 1996 Library Master Plan deletes several proposed facilities that were included in the 1990 Library Master Plan. No environmental review is necessary because it can be seen with certainty that the deletion will not have any impact on the environment.

FINANCIAL CONSIDERATIONS:

The Library Master Plan identifies service priorities for the Library based on the current funding. The Library Master Plan also proposes new facilities and enhanced services contingent upon the current funding level being supplemented with approximately \$10.6 million in new funding annually. \$3.5 million of that amount would be generated annually within the City of Sacramento for use in building and operating City facilities. The Library Master Plan may need to be modified based on the actual level of supplemental funding, if realized.

The "Libraries for Our Future" citizens committee is actively pursuing methods of obtaining supplemental funding. If the supplemental funding is not obtained or current funding levels change, portions of the Library Master Plan will need to be revised so that targeted services and facilities can be supported by available funding.

Given the current and potential supplemental funding streams, the proposed facilities would be leased or lease-purchased to be supported by supplemental funding. If either facility is funded through the City's Capital Improvement Program, funds previously allocated for facility costs within the supplemental funding could be reallocated for additional services, materials or open hours in those facilities or could assist in payment of capital debt.

POLICY CONSIDERATIONS:

The Sacramento Public Library Authority Joint Powers Agreement requires that the Sacramento City Council and the Sacramento County Board of Supervisors approve specific recommendations contained in the Library Master Plan regarding facilities in their respective jurisdictions.

The Library Master Plan, with supplemental funding, provides for enhanced services and facilities:

City Council
Sacramento Public Library Authority
Master Plan

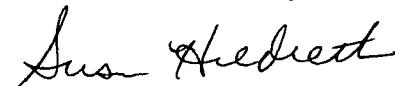
- Most libraries open three evenings, all day Saturday, and Sunday afternoons in some larger branches
- More books on subjects needed for homework, business, self-help and leisure reading
- Youth Services Librarians' time allocated to every branch for a variety of children's services and programs
- Homework centers in every branch
- New City branches in South Natomas, Valley Hi and County areas

The provision of adequate facilities is an integral element in the successful implementation of the Library Master Plan. It is the responsibility of the City of Sacramento to provide Library facilities for the Library Authority.

MBE/WBE:

None.

Respectfully submitted,



Susan Hildreth
Support Services Manager

RECOMMENDATION APPROVED:



William H. Edgar
City Manager

APPROVED:



Richard M. Killian
Library Director

RESOLUTION NO. 96-312

ADOPTED BY THE SACRAMENTO CITY COUNCIL

ON DATE OF _____

APPROVED
BY THE CITY COUNCIL
JUN 20 1996
OFFICE OF THE
CITY CLERK

**RESOLUTION ADOPTING THE SACRAMENTO PUBLIC LIBRARY
MASTER PLAN 1996-2010.**

WHEREAS, the Sacramento City Council has reviewed in detail the proposed revisions to the Facilities portion of the current Sacramento Public Library Master Plan; and

WHEREAS, the Sacramento City Council finds that the proposed revised Facilities portion of the Sacramento Public Library Master Plan addresses the facility needs of the Library's customers as effectively and efficiently as possible, given the available resources;

THEREFORE BE IT RESOLVED that the Council of the City of Sacramento adopts the Sacramento Public Library Master Plan 1996-2010.

JOE SERNA, JR.
MAYOR

ATTEST:

VALERIE BURROWES
CITY CLERK

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

Action Summary

This Master Plan, 1995-2010 is designed to identify and build upon the Library's strengths in order to create and pursue a vision for public library service within the cities of Sacramento, Galt and Isleton, and the unincorporated area of Sacramento County. It is built upon innovation, collaboration, and partnerships, which have been the Library's strengths over almost 150 years of service.

- 1 Over the last two decades funding for the Library has declined, while population and need have increased. The County has not built any library facilities since 1976. It is imperative that a stable funding base is established specifically for Authority library services.

Master Plan: The Libraries For Our Future, a citizens committee, will make a recommendation to the Authority Board on a funding mechanism early in 1996.

- 2 Emerging as the next critical public infrastructure issue, the flow of information in, through, and out of communities is vital to our economic and social system. The Library cannot afford to neglect the development of the information highway or its potential economic impact. The Library has benefitted by our involvement with Pacific Bell and MCI, but this need is urgent. Other major cities, including San Francisco and Oakland in northern California, have already linked their branches to the Internet.

Master Plan: The Library will link all branches to the Internet by 1997 and will enhance library service by incorporating advanced technologies where appropriate to access information.

- 3 When surveyed, respondents identified the top issues related to library service

- 1) open hours
- 2) books
- 3) staff to assist in using the library

Master Plan Open Hours without additional funding:

County - will improve at smaller branches, which do not require many staff. Hours in community and the regional libraries will generally increase four to six hours, depending upon staffing.

City - will not improve.

Master Plan Books and Library Materials:

County - book and library materials budget increased to \$1,000,000 fiscal 1995/96.

City - budget declined to \$460,000 for 1995/96.

Master Plan Youth Services:

Community-sized libraries will have Youth Services Librarians four or more days per week. All branches will have a Youth Services Librarian assigned some hours.

Action Summary

- 4 Library facilities are needed in unserved and underserved areas. County facilities, furniture and equipment are in disrepair from many years of budgeting only for emergency repair and maintenance.

Financing Library Service - An Alternative Model			
	\$19/Single Family Residence	\$22/Single Family Residence	\$25/Single Family Residence
County Base	\$8.3m	\$8.3m	\$8.3m
Library Revenue	\$.3m	\$.3m	\$.3m
County Addtl	\$6.0m	\$7.1m	\$8.0m
County Total	\$14.6m	\$15.7m	\$16.6m
City Base	\$5.0m	\$5.0m	\$5.0m
Library Revenue	\$.5m	\$.5m	\$.5m
City Addtl	\$3.0m	\$3.5m	\$4.0m
City Total	\$8.5m	\$9.0m	\$9.5m
GRAND TOTAL	\$23.9m	\$24.7m	\$26.1m

Funding and Service Levels Based on Godbe Survey Information			
Type Of Library	Current	1990 Service level \$22 per single family residence	Full Master Plan (approximately \$50 per single family residence)
Central	37 hours/week 38.5 staff Books and other materials: \$187,000	Current hours and staffing level Books and other materials: \$500,000	69 hours/week 100 staff
Regional	33 hours/week 12 staff Books and other materials: \$65,000 - \$176,000	42 hours/week 15 staff Books and other materials: \$250,000	62 hours/week 30 staff
Community	31 hours/week 5.5 staff Books and other materials: \$41,000 - \$102,000	40 hours/week 8.5 staff Books and other materials: \$125,000	52 hours/week 17-20 staff
Neighborhood	24 hours/week .5 to 2.5 staff Books and other materials: \$11,000-\$45,000	32 hours/week 1-3 staff Books and other materials: \$30,000 - \$75,000	40 hours/week 3-8 staff

Action Summary

Branch additions and renovations at \$22 per single family residence				
Branch	City/County	Current size	Proposed size	Date
South Natomas	City lease	3,400 sq. ft.	12,000 sq. ft.	1997/98
North Highlands-Antelope	County lease	4,000	12,000	1997/98
Franklin-Laguna	County lease	0	12,000	1999/2000
Elk Grove	County lease purchase	7,000	30,000	2000/01
Valley High	City lease	0	12,000	2000/01
Carmichael	County addition	14,500	25,000-30,000	2002/03

Master Plan: Facilities

County - a reserve of \$500,000 set aside for construction of library facilities.

City - \$440, 000 for various projects of which \$300,000 is for new South Natomas Library

Master Plan: Additional/replacement equipment/furnishings

County - \$568,000 Fiscal Year 95/96

- \$222,000 to replace shelving at Carmichael Regional and Arden Community Libraries for patron/staff safety
- \$220,000 for library automation equipment
- \$126,000 for furniture and equipment

City - \$71,000 Fiscal Year 95/96

- \$38,000 for furniture and equipment
- \$24,000 for library automation equipment
- \$9,000 for emergency fixed assets

- 5 The Library must continue to attract bright, articulate and well-educated staff who are capable of meeting the information needs of Sacramento Public Library.

Master Plan: Five year agreement with the employees representative organization.

Recruitment will reflect the ethnic and cultural diversity of the service area.

- 6 **Master Plan: The Library is developing unrestricted endowments, grants, in-kind, and other fund development in a coordinated plan supported by staff, Friends of the Library and the Library Foundation.** Fund development will be used to supplement and enhance library service, not replace basic funding for libraries in the City and County.

Action Summary

7 The Master Plan is based on policy decisions.

Master Plan:

- Impact fees for new community growth areas
 - Fees for service beyond the cost of basic library services
 - Model of a 12,000 sq. ft. library facility for each 50,000-100,000 population service area
 - Looking at joint-use possibilities for new facilities
 - Volunteers may enhance library service by supplementing Library staff, but they will neither displace Library staff, nor be the sole resource for keeping open a library operated by the Authority
 - Access and use of the library
-

Policies

Impact Fees For capital and materials, the Library will continue collecting impact fees from established development areas and adopt impact fees for any new communities that may be developed in the future.*

Fees for Service Sacramento Public Library may recover costs incurred in the delivery of library materials and information that is above and beyond the cost of basic library services.

Before instituting a fee:

1. Market study - study merits of providing the service for a charge within mission of library, competitors.
 2. Cost of service, including all overhead and marketing/promotion.
 3. Pilot program.
 4. Analysis and evaluation of pilot before investing larger resources.
 5. Periodic review.
-

Model for Construction The model for constructing libraries is a 12,000 square foot facility for a community area of 50,000 to 100,000 population, with regional libraries of 30,000 square feet geographically situated to back up groups of community libraries and branches. Central Library serves the entire Authority service area.

Joint-use Each time a new public library is proposed, the Authority should look at the joint-use opportunities within the library's service area. Whatever the joint-use, it is best for the public library to be in the venture from the beginning. It is hard to retrofit a public library to an existing plan.

Volunteers Volunteers extend library service, community involvement, and support for the Library. The volunteer program enhances Library service by supplementing Library staff with volunteer staff. Volunteers will neither displace Library staff, nor will they be the sole resource for keeping open a library operated by the Authority.

***NOTE:** If the Library receives adequate funds from additional sources, this may not be necessary. There are inequities in taxation and services because of current laws within the State and economic realities. The Library will try to minimize the cost impact on new service areas.
