

DATE: July 21, 2017

TO: Jeffrey R. Epp, Escondido City Manager

FROM: Cynthia Smith, Interim Director, Library and Community Services

SUBJECT: Preliminary Library Outsourcing Overview Regarding the Option to Join San Diego County Public Library

As part of a study to consider outsourcing Library services, this memo provides an overview relative to exploring the option to turn Escondido Public Library (EPL) operations over to the San Diego County Library system (SDCL).

Information contained herein was obtained from the San Diego County/San Diego County Library websites; prior research conducted by staff in 2010 and related correspondence; and the *California Education Code* that governs the establishment, operations, and responsibilities of public libraries: Title 1, Division 1, Part II, Chapter 6, [19100 – 19116].

This study was conducted internally, without contacting or consulting staff from SDCL System.

**Background**

The question of outsourcing Library services to San Diego County was brought up at a City Council meeting on January 27, 2010. Subsequently, an article, *Escondido: Seeking Better Services for Less, City May Ask County to Run its Libraries*, appeared online in the *North County Times* on January 29, 2010 and in print on January 30, 2010. Following this article, former City Librarian, Laura Mitchell, and former Director of Community Services, Jerry Van Leeuwen, met with José Aponte, who was Director of the SDCL system, and Don Knowles, SDCL Financial Analyst.

No further discussions with Mr. Aponte occurred, although a few letters were exchanged between Mr. Aponte, and Mr. Van Leeuwen and Ms. Mitchell. Following the correspondence, the issue was not pursued further. Documentation from these meetings is attached.

**California Library Law**

California Education Code Title 1, Division 1, Part II, Chapter 6, [19100 – 19116] states that a governing body, such as Escondido's City Council, may notify the County Board of Supervisors that the City wants to become a part of the County Library system. Sections 19106 and 19107 provide direction for this action:

19106

*Before any board of trustees, common council, or other legislative body of any city, or the board of trustees of any library district gives notice that the city or library district desires to become a part of the county free library system, or gives notice of withdrawal from the system, the board of trustees, common council, or other legislative body of the city or the board of trustees of the library district shall publish at least once a week for two successive weeks prior to the giving of either notice, in a newspaper designated by the board of trustees, common council, or other legislative body of the city or the board of library trustees of the library district, and circulating throughout the city or library district, notice of the contemplated action, giving the date and the place of the meeting at which the contemplated action is proposed to be taken.*

*(Enacted by Stats. 1976, Ch. 1010.)*

19107

*The board of supervisors of any county in which a county free library has been established may enter into contracts with any city maintaining a free public library, and any such city, through its board of trustees or other legislative body, may enter into contracts with the county to secure to the residents of the city the same privileges of the county free library as are granted to, or enjoyed by, the residents of the county outside of the city, or such privileges as are agreed upon in the contract, upon such consideration named in the contract as is agreed upon, to be paid into the county free library fund. Thereupon the residents of the city shall have the same privileges with regard to the county free library as the residents of the county outside of the city, or such privileges as are agreed upon by the contract.*

*(Enacted by Stats. 1976, Ch. 1010.)*

Essentially, the County of San Diego must accept Escondido Public Library into its system as a branch library. Contractual obligations defining payment, management of facilities, and terms and conditions for operation would be required between the City of Escondido and San Diego County. The particular contractual elements are unknown at this time; however, the points discussed in this memo highlight most considerations.

### Considerations

- San Diego County would operate the Library by taking on responsibility for personnel and staffing; organizational management; administration; collection development and maintenance; technology systems; digital services; programs and outreach offered to the community; grants; publicity, promotion, and marketing; volunteers; and support groups.
- The City of Escondido would own the Library facilities (over 50,000 sq. ft. with the main Library, Mathes Center/Pioneer Room, and Literacy Learning Center) and be responsible for maintenance of the buildings and its campus.
- The City would continue to be responsible to pay for insurance, utilities (water, gas, electricity), maintenance, security systems, and other expenses related to running the facility and repairs. Costs related to the operation of the building can be estimated from a history of payments and internal service fund actuals.
  - As a major consideration, decisions would have to be made on the conversion and operation of technology systems; major and minor computer equipment and peripherals; staff and public network access (Wi-Fi, fiber network, servers, etc.); as well as telephone services. These systems are currently supported by the City's Information Systems Department. It would need to be determined if equipment would remain as City property or be turned over to the County. It's possible, but not probable, that the County would start fresh and replace systems and equipment.
  - The City's Information Systems Department would need to be involved in defining the fine points related to data lines, connections, firewalls, software, system security, computer equipment, and separating networks. San Diego County would need to establish their own communication and connectivity to the Library facility. Information Systems Department expertise will be needed to address these issues.
- Escondido Public Library's facility, footprint, and campus does not fit the typical SDCL branch model. The main Library is far larger than any SDCL branch (the largest being El Cajon and Vista at ~31,000 sq. ft. and the average branch size is ~10,000 sq. ft.). SDCL would have to take this into consideration when planning how to organize the operation.
- Planning, negotiation, and implementation to convert Escondido Public Library to a SDCL branch would involve a protracted process. An exact time frame is hard to predict but it is estimated to take at least two years to complete the process and possibly up to five years.

- It is not known how easy or difficult it would be for SD County to take on the expense of planning and transition. Project teams would have to be formed by the City and County to plan for the handover.

#### **Financial Impact and Costs**

- The City of Escondido would have to pay the County to operate the Library from property tax collected in Escondido. City officials, including the Finance Department and City Attorney, would need to be involved in this matter and meet with the County Administrative Officer and SD County officials. At this time, these costs are unknown. Research and studies would have to be conducted by San Diego County to develop a proposal.
  - Previous research indicates that 1% of property tax revenue in Escondido would go to the County Library.
- The City would no longer receive revenue from the Library's collection of overdue fines, fees for lost or damaged items, media fees, and room rentals.
- The City would no longer be responsible for personnel costs associated with Library staff salaries, pension (CalPERS), and fringe benefits. San Diego County would have to study this question and factor in the cost of personnel into its contract proposal.
- A decision would need to be made about the future of the Library Trust Fund (over \$200,000). What would become of its assets, some of which produce dividends?
  - There are several other EPL funds, received from bequests that are earmarked for specific use, e.g., the Ryan Fund (~\$28,000 balance) and the Neihoff Fund (\$36,000).
- A decision would have to be made about the administration and wrap-up of current or outstanding capital improvement projects.
- The full cost of changing City systems to County systems is unknown and must be studied.
  - EPL and SDCL utilize different integrated library systems (ILS) to manage patrons and material holdings. EPL's catalog is over ~165,000 items and its patron database is over ~65,000 records. In order for SDCL to integrate EPL's holdings, EPL's data records would need to be exported, cleaned, and integrated into the SDCL ILS. Likewise, all of EPL's 165,000 items would need to be re-tagged and converted to the SDCL system. The cost is unknown and SDCL would have to factor this into its cost model for transfer, integration, and ongoing maintenance.
  - EPL patron accounts would need to be reconciled. Outstanding debts from fines and fees would need to be collected and/or cleared.
  - New library cards would need to be issued by SDCL to EPL patrons.

- Contracts and agreements with EPL vendors would need to be terminated. SDCL would need to add in the costs of picking up Escondido's population to its vendor agreements for software and digital services. These costs are unknown, but typically, agreements are based upon the number of population served. Since SDCL is a large entity, the cost could be marginal.
- It is unknown if the Escondido Branch would continue to be eligible for the E-Rate 90% discount for public Internet service through the California State Broadband initiative. SDCL would have to budget an estimated (at least) \$30,000/year to provide high-speed broadband Internet access. If so, this cost would likely be added to the contract.
  - EPL was an early adopter in the California State Library broadband initiative through CENIC. EPL's public access broadband at 1gbps through the City's fiber optic network is exceptional. It is not known if SDCL has the capability to provide requisite high-speed broadband and upgraded Wi-Fi services through its own network.

#### **Staff**

- Should EPL be turned over to the County, it is assumed that EPL staff would be laid-off or terminated. Current EPL staff cannot be guaranteed continued employment with SD County because the County follows competitive civil service employment practices. SD County also has organized employee associations, as the City of Escondido does, and labor practices, along with standing MOUs, must be considered.
- The assumption is made that SDCL would try to facilitate hiring City staff given civil service parameters. San Diego County Library's job descriptions, job titles, classifications, and compensation are different than the City of Escondido's. Employees would have to recognize that their job titles, compensation, and duties may not transfer one-to-one.
- Status quo cannot be sustained. EPL staff hired by SDCL could be placed in another branch within the system. It is possible that SDCL administration would transfer existing staff to EPL to fill positions.
- Administrative staff positions, other than a branch manager, would be eliminated. SDCL branches are managed by Librarian II or Librarian III supervisors. SDCL administrative services are centralized at the SD County Operations Center in Kearny Mesa.

#### **Advantages**

- SDCL is a well-respected and high-functioning system, with a network of 33 branches, two bookmobiles, and two 24/7 *Library to Go* kiosks.

- SDCL branches are open 7 days a week, and longer hours than EPL.
- SDCL has a large collection of books and eBooks.
- SDCL offers extensive inter-library loan (ILL) services through membership in the *Circuit* and *Link+*.
- SDCL's offerings of online resources (databases) available through its website surpasses EPL's.
- SDCL offers slightly higher salaries and the SDCERA/SDCERS retirement and pension program.
- With a larger system, SDCL may be able to offer more career advancement and development opportunities for staff members.
- EPL/Escondido Branch could be eligible for SD County Community Grants.
- Community acceptance of SDCL is perceived as favorable to privatization. Tax dollars stay within the County or at least locally. Local representation is accessible in District 3. Finally, community members perceive this as a more transparent move.

#### **Disadvantages**

- There would be a loss of local control in serving Escondido's community and diminished contact with City management, City employee involvement, and operations.
- The decision to turn EPL over to SD County could jeopardize community support for the Library, with a possible negative impact to support group and volunteer participation.
- The EPL Board of Trustees would disband; the San Diego County Board of Supervisors would become the governing body and have control over the Library's funding and direction. Each district supervisor is responsible for multiple libraries, with possible competing interests (District 3 SDCL branches include: Del Mar, Solana Beach, Encinitas, Cardiff-by-the-Sea, and possibly Escondido Branch).
- SDCL has a floating collection. Books and materials may start at a "home" branch, but remain at the branch at which they are returned. Items housed at branches may be requested and sent out from that location, but may not return to a "home" location. SDCL collections often become unbalanced, top heavy or sparse and need to be regulated. EPL's collection of materials would become a floating collection, available throughout the County.
- Projected improvements for the existing facility and actions for a new Escondido Library building would have to be approved by the SD County Board of Supervisors. The County Supervisor, Administrative Officer, and City officials would have to work cooperatively towards a new Library building.

- Staffing levels would be approved by the SD County Board of Supervisors and Chief Administrative Officer.
- Under SDCL, Escondido Branch would not have to comply with City of Escondido's General Plan Quality of Life Standards.
- SDCL has one representative for its entire system on the Serra Cooperative Library System Administrative Council. EPL would lose its representation in Serra and associated committees.
- SDCL does not operate a local history archive and probably would not have the capacity or plans to support EPL's Pioneer Room. This will be a great concern to the community. The fate of the archive and local history documents, photos, maps, rare books, directories, yearbooks, and other primary sources requires careful consideration. In addition, housing and storage of the City of Escondido's administrative records from the City Clerk's Office would no longer be available through the Pioneer Room.
- Special projects, grants and initiatives would have to be approved by the Board of Supervisors or the SDCL Director.
- EPL's administrative staff would be displaced or laid off. There would not be administrative staff to work on projects, initiatives, and maintain contact with Escondido City staff and community organizations. This work is centralized at SDCL headquarters, located at the County Operations Center in Kearny Mesa.
- Escondido would lose its marketing presence with the loss of its own website, graphic designer, production of eNewsletters, news releases, and social media.
  - Compared to EPL, SDCL branches have no autonomy and are marketed minimally in calendars on the website.
- The Escondido Library Foundation (ELF) probably would not continue as a 501 (c) (3) with the same mission. SDCL has its own foundation which supports programs. The disposition of the ELF is to be determined.
- Funding for EPL Literacy Services would be lost. SDCL operates its own literacy program, *LEARN San Diego*. It is hoped that SDCL would adopt EPL's *Read.Succeed* Adult Literacy program into their own.
- The Escondido Public Library Friends of Literacy Services Library would likely disband.
- SDCL is probably not interested in taking on Escondido's bookmobile. The fate of the EPL bookmobile is uncertain as it is used primarily as an outreach vehicle because of its size.
- Volunteer services would likely decline without an onsite volunteer coordinator. In 2016, EPL had 220 volunteers who provided 29,000 hours of service.

- City of Escondido inter-departmental cooperation and partnerships would dissolve or be diminished.
- Relationships cultivated by existing EPL staff with community members, community organizations, local school systems, and businesses would suffer or dissolved during a protracted transition.
- SDCL follows a centralized collection development model which minimizes authority for the selection and maintenance of materials from the local professionals working directly with the community.
- A significant disruption of service to EPL patrons could occur during the transition of patrons from the EPL database to the SDCL database – particularly as it relates to the use of online resources such as eBooks, eAudiobooks, eMagazines, and research databases.

#### **No Advantage/Push**

- EPL and SDCL conduct high-quality community programs for children, teens, and adults. Storytimes, chess club, summer reading, concerts and book clubs would continue.
- Community outreach to schools and organizations would continue, eventually.
- The Friends of the Escondido Public Library support group would likely continue as a 501 (c) (3) to support Escondido Branch programs.

#### **Questions, “Unknowns” and Transition Issues**

Issues related to the transition of Escondido Public Library to the San Diego County branch system follow.

- Transition issues would need to be identified at a granular level to determine who would be responsible for details related to the City’s capital assets, such as equipment and EPL’s collection of materials (approximately 165,000 items).
- Would the City of Escondido be responsible for daily custodial maintenance, room set up, emergency or unexpected clean-up?
- Who would be notified in the event of a security alarm, fire alarm issue, or emergency?
- Comprehensive project planning, will be required to accomplish a smooth transition. Should the City elect to turn EPL over to SDCL, staff who are already working at maximum levels will be required to make this happen. This will place a hardship on staff from both systems.



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Regarding the Option to Join San Diego County Library System  
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- An extensive public awareness campaign would need to be coordinated in order to inform Escondido residents and other current EPL patrons about this transition and the need to exchange their EPL library card for a SDCL card.

Issues raised in this memo require further research, cost analysis, and clarification. The intent here is to highlight primary considerations to raise awareness about current EPL systems and operations. To achieve a greater understanding of this matter, SD County would need to be involved to gain knowledge of their considerations and requirements.

If you require more information or have questions, please contact me.



# ESCONDIDO PUBLIC LIBRARY

## MEMORANDUM

*Memorandum  
to Clay + Jerry*

JANUARY 30, 2010

TO: Jerry Van Leeuwen, Community Services Director  
FROM: Laura Mitchell, City Librarian  
SUBJECT: Preliminary Information Regarding County Operation of Escondido Library

The article headlined, "City may ask county to run it's libraries", appeared in this morning's edition of the North County Times. As you know, staff had not been directed by Council or City Administration to research this idea, nor was I contacted by the newspaper reporter for any input. However, I do have some background information on library law, comparative statistics and also a proposal of our own. Please let me know if you have questions or feedback.

### California Library Law

California Library Law, as stated in the Education Code Title I, says that the City Council may notify the board of supervisors that the city desires to become a part of the county free library system. Thereafter the city shall be a part of the system and its inhabitants shall be entitled to the benefits of the county free library, and the property within the city or library district shall be liable to taxes levied for county free library purposes. The board of supervisors may enter into contracts with the city "upon such consideration named in the contract as is agreed upon, to be paid into the county free library fund."

Basically, the County has to accept our library if we desire to join the County system. However, there would be contractual obligations on both sides.

- The City of Escondido would still own the library facilities and would be responsible for maintenance, utilities, and other expenses of running the facility.
- The County Library is funded in part by a portion of the property tax in the unincorporated areas and contract cities. This portion of the property tax collected in Escondido which now goes to the City would then go to the County Library.
- Some transition issues: What would happen to the City's investment in the 280,000 items in the library collection? Who would own the books? The County is going to RFID for collection items; who would pay for our collection to be converted (estimate of \$365,000)?

### Comparative Statistical Analysis

Since it was first mentioned at the Council meeting of January 27, we have done some statistical research which presents a somewhat different picture than is alluded to in the article. In researching these figures, whenever possible I used current budget figures taken from posted FY 09-10 budgets on city web sites. The borrowers and circulation were taken from the California Library Statistics 2009.



- It is true that County Library employee costs are less per open hour, because the average size of their libraries is 8,560 square feet. Many of their library branches only need 2 or 3 people to keep them open 40 hours per week. In addition, our library checks out 149 books per hour to the County's 80, demonstrating that Escondido's libraries are much busier.
- In every other measure of cost, our library is less, as you can see in the table below. It's particularly pertinent to look at the cost per square foot of library space – Escondido's cost is \$58 and the County Library cost is \$131. We circulate more books per capita, have more borrowers per capita, and do it for less cost per employee and cost per capita than they do.

	<i>Escondido</i>	<i>Oceanside</i>	<i>Chula Vista</i>	<i>San Diego County</i>
Population 2009	144,831	173,188	233,108	1,077,592
Annual Circulation FY 2007/08	817,604	480,406	1,344,175	4,924,639
Circulation Per Capita	6	3	6	5
Library Outlets	4	2	3	35
Square Feet of Facility Space	57,700	48,498	109,000	301,026
Number of Borrowers FY 07-08	111,483	87,994	175,260	641,276
Borrowers Per Capita	0.77	0.51	0.75	0.60
Number of Employees FY 09-10	55	83	N/A	350
Full Time Equivalent Employees	48	56	40	317
Total Salaries FY 09-10	\$2,681,625	\$3,367,053	\$3,879,459	\$23,798,651
Salary Per FTE Employee	\$55,867	\$60,126	\$96,986	\$75,075
Total Operating Budget 09-10	\$3,343,605	\$6,280,114	\$5,136,315	\$39,462,452
Cost Per Square Foot of Building	\$58	\$129	\$47	\$131
Operating Cost Per Capita 09-10	\$23.09	\$36.26	\$22.03	\$36.62

- The County Library actually pays higher salaries for library jobs than Escondido does and has the same retirement benefits, except that they offer medical benefits after retirement that Escondido does not. Our staff would actually be better off financially working for them.
- The County Library has 40 people in their administrative budget, so that is one reason their cost per employee is greater.
- Chula Vista is the only city studied that has a lower operating cost per capita than Escondido. If another \$500,000 is taken from the Escondido Library budget, our library will then be at \$19.63 cost per capita, in the bottom 25% of libraries in the state. Right now we are in the bottom 30%.

### Future Efficiencies for the Escondido Public Library

As part of the Main Library Renovation, we have planned to build in operating efficiencies, including reducing the number of public service desks from seven to four. This will enable us to deploy staff more efficiently after these changes are implemented. If we can keep the staff we now have with no further budget reductions, we could increase hours in one of two possible ways:

- Increase open hours at the East Valley Branch Library and keep the current hours at Main; or
- Reopen Fridays at the Main Library, possibly keeping the current hours open at the East Valley Branch. We will have to study this option further before making a firm commitment.



# ESCONDIDO: Seeking better service for less, city may ask county to run its libraries

DAVID GARRICK - [dgarrick@nctimes.com](mailto:dgarrick@nctimes.com)

January 29, 2010 7:00 p.m.,



City officials have begun to explore turning Escondido's two library branches over to the 33-branch county system, which could mean longer hours and more services for the same \$3 million a year the city now spends on its libraries.

The move was prompted by a budget-cutting plan unveiled this week that suggests further reductions to the city's library budget, which was \$4.2 million

just two years ago. The plan would reduce library expenditures from \$3 million to \$2 million for the fiscal year that begins July 1, and it would require closure of the East Valley branch.

The main benefit of turning things over to the county would be more hours for less money.

The county system, which city officials described as far more efficient, runs its libraries for less than half of what Escondido pays on a per-hour basis, according to county and city officials. And most county libraries are open seven days a week and 60 hours a week, compared to five days a week and 47 hours a week in Escondido.

Drawbacks would include damage to the pride Escondido residents have gotten from running their own library system since 1898. The city would also lose local control of the libraries, which would be governed by the county Board of Supervisors instead of the Escondido City Council.

The cost savings would also not be immediate because county officials suggested the transition could take anywhere from two to five years.

In addition, the cost savings are based on rough estimates and might be smaller when a full analysis is conducted, according to Jose Aponte, director of the county system, who said the savings were based on "back of envelope" calculations.

But City Council members Sam Abed and Olga Diaz, who discussed the issue with Aponte for two hours Wednesday morning, said they came away from the meeting extremely enthusiastic.

"We've heard loud and clear from the community that they want us to be open more hours, so this is definitely worth exploring," said Diaz. "Just based on Jose's short presentation, I don't see any shortcomings."

Abed estimated that the switch would allow Escondido to keep its libraries open an extra 10 to 12 hours per week, and expand service from five days a week to six days a week. Or the city could keep the same level of service for \$750,000 less per year.

"There's no question the county runs a very efficient system with a high level of expertise," said Abed.

Aponte said Escondido spends \$871 per hour on its libraries, while the county spends \$419 per hour.

The variance comes from economies of scale created by a larger system, which allows the county to do the same work with fewer employees and fewer administrators, Aponte said.

It would be wrong to criticize employees of the Escondido Library, Aponte said. They are high-quality workers, but they are handicapped by having a small system of branches.

Abed and Diaz also hailed employees of the Escondido system, but said it was hard to argue with Aponte's numbers.

Aponte said concerns about losing local control were probably overblown. He said Escondido would still have the ability to tailor library services to local interests, and that the county would seek feedback and suggestions from the Friends of the Library or whichever group the city chooses.

Alex Galenes, head of the Escondido Library board of trustees, said this week that giving up local control should be a last resort because of the city's long tradition of running its libraries, and because it could be frustrating to have someone else "controlling the purse strings."

But Galenes said the city's inability to fund its libraries at an acceptable level in recent years has made him more open-minded.

"If they can do for \$2 million what we can do for \$4 million, I don't think we can turn that down," he said. "It would be unacceptable for library services to be scaled back to just checking out books and signing people up for computers, but that's what these new cuts would do."

Abed and Diaz also bristled at criticism they received from Mayor Lori Holt Pfeiler for meeting with Aponte.

The mayor said Aponte should have met directly with employees of the Escondido Library because they understand such issues better, but Abed said city officials have been reluctant to explore alternatives because they want to protect their jobs.

"We need to quickly explore every possible opportunity to address our financial crisis," Abed said.

Pfeiler did not return phone calls.

Call staff writer David Garrick at 760-740-5468.

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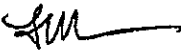


# ESCONDIDO PUBLIC LIBRARY

## MEMORANDUM

MARCH 1, 2010

TO: Clay Phillips, City Manager  
Jerry Van Leeuwen, Community Services Director

FROM: Laura Mitchell, City Librarian 

SUBJECT: Preliminary Issues & Questions Relating to Outsourcing Library Services to San Diego County

Staff has reviewed the idea of becoming a branch of the County Library system and has identified some preliminary issues and questions that would need to be answered in a proposal response or negotiated in a contract process. It is anticipated that additional issues and questions will arise if the City chooses to proceed along this path.

### **Advantages of County Operation for Escondido Residents**

- Most larger County Library Branches are open 7 days, longer hours
- County Library has a larger collection overall but may not be as in-depth as Escondido
- Member of the Circuit – can easily get books from university libraries (Escondido patrons can do this as well, but it takes longer)
- More online resources such as downloadable audio books (Escondido residents with a County Library card can access these as well)
- For employees; higher salaries for the same job categories, better retirement benefits

### **No Advantage / Disadvantage – Approximately the Same Services**

- Children's programs – both have a wide variety of story times & crafts, class visits to library.
- Adult and teen programs would still happen but perhaps not as many.
- Friends support groups could remain; probably the Library Foundation as well.
- City of Escondido would still own and maintain library buildings, incl. upkeep, utilities, etc.

### **Disadvantages or Potential Disadvantages to Residents**

- Loss of local control
  - The Escondido Library Board of Trustees would be dissolved; the County Board of Supervisors would have control over the library.



## Issues and Questions Relating to Outsourcing

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- Lines of supervision and communication with City would be lessened – what mechanisms will be in place to let the City Council & City Manager know what is going on?
- Projected improvements (e.g., the vision for the expanded library) would have to be approved by the Board of Supervisors if staffing levels, etc. are involved. Would the permit process be affected?
- Special projects, grants, etc. would have to have County approval.
- Possible loss of sufficient administrative staff needed to work on special projects & programs; would Escondido still get the same level of administrative attention? (Examples: Senior Experience Project; Re-Visioning Project; General Plan Update; online newsletter; annual reports, technology plan, grant writing; columns for local Escondido magazines)
- Escondido would no longer have a presence on the Serra Cooperative Library System Administrative Council (joint powers agreement).
- What would happen to the City's Quality of Life Standards for Library services in the General Plan?
- What vision would the County have for Escondido's library services into the future? Does the County Library ever conduct needs assessments, do technology plans, service plans?
- Loss of revenue
  - Public Library Fund annual allocation from the state would go to County Library (has ranged from \$50,000 to \$230,000 in previous years).
  - Approximately 1% of property tax collected in Escondido would go to County Library.
  - Loss of fee revenue from renting media items (County does not charge).
  - Loss of fee revenue from meeting rooms, interlibrary loan, overdue fines.
  - With no Trustees, what would become of the Library Trust Fund (\$350,000)?

## Questions/Issues Regarding Ownership and Implementation

- Who would own the contents of the library facilities, including the City's investments in
  - 280,000 books, media items, etc. (\$7.5 million);
  - computers & servers, both for staff and public (\$250,000);
  - furniture & shelving (\$1.5 million).
- Ownership of the existing Library collection of 280,000 items
  - If the County assumes ownership, will the City be compensated?
  - If Escondido retains ownership, what happens when the County Library begins purchasing books and media and the collection includes both owners?
  - The County Library has a floating collection; will Escondido's books and DVDs end up in other County Branches?
  - Would competing with thousands of County residents slow down response times for Escondido residents to get best sellers, DVDs and other requested items?
- Computers
  - Who would provide computer support and maintenance?

## Issues and Questions Relating to Outsourcing

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- Would library staff still be connected to Escondido's City network, or would they be on the County network? (probably the County network)
- If computers programs used by the County are different, who bears the cost to change Escondido computers over to County programs?
- Internet access for the public – who would be responsible for providing this and paying for it?
  - What would happen with our existing contracts with providers such as Cox & ATT?
  - Would we still be able to have the 80% e-rate discount for Internet access?
- Escondido Library web site – would it be maintained and who would do it? Would it be reduced in size and scope?
- Telephone – would the library still be part of the City phone system, or be part of the County phone network? Does the City have contract obligations with our phone provider that include the library?
- Integration of circulation – who would bear the cost for the integration?
  - County Library uses a different computer system than Escondido, so Escondido's patron database would need to be formatted and merged with the County Library patron data – cost unknown.
  - All 280,000+ collection items may need to be re-barcoded with the County Library bar codes and re-scanned into the County system – cost unknown.
  - SD County Library is converting to RFID circulation; all 280,000+ Escondido collection items would need to have RFID labels and re-scanned into the County system – cost unknown.
  - Assuming the County Library took over cataloging and computer system maintenance, Escondido would save approximately \$50,000 per year; would the County's increased costs for adding a large collection and 750,000 transactions per year be charged back to Escondido?
- Existing contracts – would there be a penalty to Escondido for dissolving contracts early?
  - Envisionware, Evanced, Brainfuse, Sirsi-Dynix, Ebsco, Xerox, etc.
  - Alarm system – Escondido most likely would still be responsible for security alarms.
- Existing partnerships – would they still be honored?
  - Computer Center cooperative project with the San Diego Workforce Partnership
  - Adult School classes scheduled in the Library's Computer Lab
- East Valley Branch Library, Pioneer Room – would the County also take over operation of those facilities? If so, at what level? Is the County prepared to accession and preserve photos, paper records of historic value?
- Literacy services – Escondido's programs for adult & family literacy are much more developed than the County program; would services here be reduced? Would the County keep open the Literacy Annex?
- Cultural programs – would there be a reduction in the number of concerts, lectures, author signings? Who would do the planning?
- Bookmobile – how would the County Library use Escondido's bookmobile?
- Volunteer recognition – what kind of recognition does the County Library support?

**Issues and Questions Relating to Outsourcing**  
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- Staffing issues
  - Would at least some current staff be rehired into the County service? On what basis would they be considered? How would the transition work?
  - How many and what positions would be eliminated (administrators, technical services, web librarian, volunteer coordinator, others)? Who would take over those functions and at what level of service?
  - Would Escondido Library have minimal staffing and offer only basic library services and programs with no added features such as concerts, book discussions, guest authors?
  - For those staff not rehired by the County, are there any issues related to employee bargaining rights and/or current MOU's? What would be the position of the Escondido City Employees Association on outsourcing?
  - What happens to those who are not vested in PERS – would they just lose their service credit even if hired by the County?
- Public relations/local identity
  - The Library would no longer use City Duplicating, which may have consequences for staffing that operation, and it would take longer to get posters & flyers for upcoming programs. Flexibility to respond to unexpected program opportunities may be lost.
  - All informational handouts would need to be re-done; the County Library would also have to re-do their handouts to reflect "Escondido Branch Library."
  - Loss of identifying library logo and possibly the City logo – use of San Diego County logo and County Library logo.
  - Would Escondido Library still have its online newsletter?
  - Escondido programs would be advertised in County Library calendars & brochures – a positive.

April 10, 2010

**TO:** Clay Phillips, City Manager  
**FROM:** Jerry Van Leeuwen, Community Services Director  
Laura Mitchell, City Librarian  
**SUBJECT:** Recap of Meeting with Jose Aponte on April 8, 2010

We met with Jose Aponte, County Library Director, and his financial analyst, Don Knowles. Mr. Aponte began by saying that the County and the County Library have their own issues. Their Library has experienced a 24% budget cut, and they have no magic to pull out of a hat for Escondido. He stated that they are very lean and he, personally, has been receiving at least one complaint a day from the public concerning inadequate service at County Library branches.

He said they can give us information on how they staff their branches and an estimate on what it costs to run them. But in his opinion, the main thing our City Council needs to know is that the County Board of Supervisors will be the Library Board. We asked Mr. Aponte what relationship his Library maintains with officials in their contract cities, and he replied, "none." In effect, the Escondido Library under the County would be like the County Health Department—there but not part of the City.

He and his analyst had worked up a draft staffing model and budget for our Main Library and our East Valley Branch, for discussion only. The Main Library model was based on a building of only 30,000 square feet, rather than 40,000 square feet, so it would have to be modified upward and is not an accurate representation. For the East Valley Branch, their cost estimate is actually more than we budget for the Branch by \$185,000 (\$668,321 versus our \$495,785), but the hours per week would double. They would not be willing to continue our bookmobile, the computer center, the Pioneer Room, or the Literacy Annex. They would merge our adult literacy component with theirs and eliminate our family literacy and mobile literacy components.

Mr. Aponte felt that our Escondido Library is well-run, and that the circulation we have of over 750,000 per year is outstanding. In his opinion, if we implement the additional hours open that we are now proposing, our staffing model will be very similar to theirs.

We discussed the possibility of "federating"—collaborating on selected services. He mentioned adding a couple of bookmobile stops (presumably using our bookmobile), and taking over our literacy services. We brought up consortium purchases of databases and online services, but they didn't seem very interested.

In concluding the meeting, we told him we would consult with our City officials and let him know whether there was any part of this that we wanted to pursue.



# County of San Diego

JOSÉ A. APONTE  
LIBRARY DIRECTOR  
(858) 694-2415  
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## COUNTY LIBRARY

5555 Overland Avenue, Suite 1511, San Diego, California 92123

June 4, 2010



Mr. Jerry Van Leeuwen  
Director of Community Services  
City of Escondido  
201 North Broadway  
Escondido, CA 92025

Ms. Laura Mitchell  
City Librarian  
Escondido Public Library  
239 S. Kalmia Street  
Escondido, CA 92025

Dear Jerry and Laura:

Thank you for taking the time to write. We appreciated the opportunity to meet face-to-face and discuss our individual libraries and our current and future strategic workplans.

To recap, in reviewing the Escondido Library it was my professional opinion that the library and City of Escondido had four potential alternatives to consider:

- 1) Create a special tax district - an independent library district.
- 2) Affiliate with the San Diego County Library and function as branches of our branch library system.
- 3) Continue the current status within the City of Escondido's Department of Community Services while expanding the networking presence in the state and the region through the Serra Cooperative Library System consortium.
- 4) Privatization – outsource library services to a private contractor.

The San Diego County Library does not have an opinion relative to the City of Escondido's library services individual autonomy. That decision is best left to local leadership.

One point of clarification relative to your letter: while the Board of Supervisors are indeed the trustees/board of the San Diego County Library, all branch and city libraries have considerable input into individual library operations. For detail, please follow-up with city officials in Encinitas, El Cajon, Imperial Beach, Solana Beach, Lemon Grove, San Marcos, Del Mar and/or Poway.

Additionally, local libraries all have Friends of the Library boards to address local needs that meet regularly with their individual County Supervisor and San Diego County Library administration. Outside of San Diego, the Los Angeles and the San Francisco public libraries have strong Library Foundation Boards that are critical to operations in those systems and could serve as models for Escondido.

Mr. Jerry Van Leeuwen  
Ms. Laura Mitchell  
June 4, 2010  
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Relative to our two libraries, according to the California State Library statistics of FY 2008-09, operating cost per service hour at San Diego County Library was \$455 (lower than average for comparable large California libraries), and our circulation of 8.3 million is higher than said comparable libraries. With regard operational cost, according to the same FY 2008-09 State report, Escondido Public Library's operational cost per hour was \$652.

Finally, our library operates 33 branches with a Library Director and one Deputy Director. Our literacy program has north, central and south county locations, and all San Diego County libraries have computer centers in their facilities. We have a model family literacy program, as well as two bookmobiles that cover the better part of the San Diego county.

It was a pleasure to meet and talk with you. If you have any outstanding questions, feel free to call or write.

Respectfully,



José A. Aponte  
Library Director

cc: Walt Ekard, Chief Administrative Officer, County of San Diego  
Mikel Haas, Deputy Chief Administrative Officer, Community Services Group  
Escondido Public Library Board of Trustees  
Clay Phillips, Escondido City Manager