

The background image shows a public square at night. In the foreground, there is a large, circular stone fountain with water flowing. The square is paved with light-colored stones. In the background, there are trees with warm white string lights draped over them. A group of people is walking around the square, some looking at the fountain. The overall atmosphere is warm and community-oriented.

Prepared by Constructive Disruption

# Lincoln Library Funding and Community Aspirations Report

2025

# Lincoln Library Funding and Community Aspirations Report

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# Executive Summary

The Lincoln Public Library is facing, in 2025 and the next several years to come, a significant challenge with its budget, as Sierra College, an original participant in the joint use agreement for the Twelve Bridges location, has given its notice to withdraw from the agreement. This withdrawal causes the Library to lose 25%, worth \$222,212 in the FY25 budget, of its budget. While the City has agreed to sustain the Library at current levels in order to give time for new solutions to be found, the situation is grave. There are no good options for the replacement of these funds in the timeframe needed.

Lincoln as a community has enjoyed a sustained period of rapid growth, which is anticipated to continue throughout the next several decades. Growing from a community of approximately 12,000 in 2000 to more than 50,000 today, projections from the General Plan estimate Lincoln will have more than 130,000 residents within the next 25 years.

During this time of rapid growth, however, Lincoln has faced financial challenges, and the Library's budget has not been able to grow at the pace necessary to maintain a steady level of services; the Lincoln Public Library's budget, if it had maintained a level of support since 2008 in pace with the growth of population and with inflation, should be 125% larger than the FY23 allocation, at approximately \$2,242,422. Not only does Lincoln have to grapple with this immediate budget shortfall, it must do so while grappling with decades of underinvestment that have left the Library without the ability to withstand funding and service cuts.

At the same time, the Lincoln Public Library staff have been working hard to serve students and the community in this challenging funding environment, and provide a level of service that far exceeds the available resources in all categories. When compared to their peers in terms of staffing expenditures and staffing capacity, it cannot be overstated how thoughtful, efficient, and committed the Lincoln Public Library staff are to ensuring patrons receive personalized and meaningful service. Lincoln's overall expenditures are less than half of the statewide median, and only 29% of the statewide average; only 29 of the 186 public libraries in California have a lower

overall expenditure per capita. Furthermore, of the 182 public libraries in California who reported staff expenditure data, only 19 have a lower per capita figure of spending on staff than Lincoln. This low level of investment is out of alignment with the City's plans and policies that demonstrate support for a proportionate and thoughtful level of library service that is accessible to members across the community.

**What is essential to note is that, even at its current level of funding, and certainly before the 25% reduction that comes from Sierra College pulling out of the joint use agreement, the Library is not able to adequately meet the demand of either its public or school stakeholders because it does not have enough staff.**

This report shares the three most likely paths for library service in Lincoln over the next five years:

- **A loss in service: maintaining a single-location service point at Twelve Bridges with 75% of the current budget.** This report recommends the services provided by the Library be restructured to more adequately represent the investment by each remaining party: the City funds 85% of the budget, as well as holding the responsibility for maintenance. The hours, services, programs, and collections must be repositioned to ensure the significant majority of the benefit of library services will directly impact community users, as opposed to users from the school. Service at this level will see a 40-50% cut in staffing and open hours.
- **The status quo: maintaining a single-location service point at Twelve Bridges with the current budget.** For this option to be viable in the timeframe necessary requires additional investment from the school district and a reopening and renegotiation of the MOU.
- **Adding a new partner — and adding additional services.** The City wishes to see a new partner come in to replace Sierra College; replacing the funding lost by Sierra College's withdrawal by finding a new partner will not maintain current Library service because that partner will come with service expectations and the need for additional infrastructure to manage the level of investment. Since

any new partner providing such a substantial annual investment will expect to see services that meet their needs commensurate with that investment, this path means even if the City is able to find such a substantial partner, there will not be an increase in access, hours, or service at the Twelve Bridges location.

This report does contain suggestions for what a funded model could look like. Such a model would incorporate the kinds of services and offerings the community expressed their interest in during the engagement portion of this project and focus strongly on opportunities for increased access.

# History of Lincoln

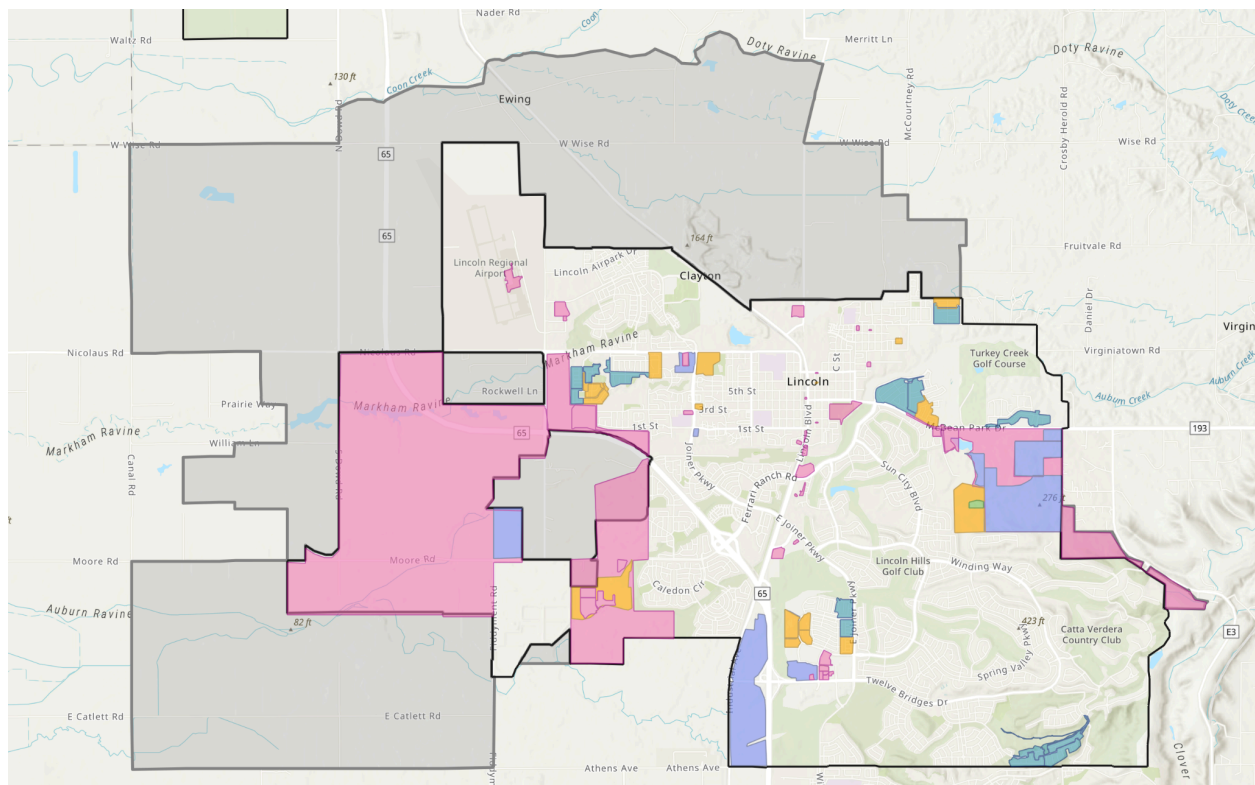
The city of Lincoln was founded in 1859, then as a village, when the original townsite was surveyed. Intended to be a temporary terminus of the California Central Railroad, the railroad's president, Charles Lincoln Wilson, gave the town its name. Lincoln was formally incorporated in 1890.

Lincoln has a long history of settlement from well before the railroad, beginning with the Nisenan, Miwuk, and Maidu peoples, who are indigenous to Northern California and have been present on their homelands in what is now the greater Sacramento Metropolitan Area for more than 5,000 years. Until termination by Congress in 1964, the area was home to multiple rancherias, or mini-reservations, including the Nevada City Rancheria of the Nisenan and the Auburn Rancheria of the Miwuk and Maidu, now part of the United Auburn Indian Community (UAIC). The UAIC owns and operates the Thunder Valley Casino Resort, the area's first casino, which opened in 2003.

Following the completion of the railroad, which continued on past Lincoln, the town remained relatively small until the discovery of coal in the 1870s, which, during mining, uncovered high quality clay deposits. As a result of these clay deposits, Gladding, McBean & Co. was founded in 1875 and remains a leading industry in Lincoln, noted as a ceramics and architectural terracotta pioneer — Gladding, McBean & Co. terracotta is what makes up the distinctive architecture of many of the buildings at Stanford University, for example. Even as this industry grew, the areas surrounding downtown or central Lincoln remained mostly agricultural or rural.

Lincoln remained “sleepy” until the mid 1990s, when the greater Sacramento Metropolitan Area saw a significant level of rapid development. Between 2000, when the population was approximately 12,000, and 2010, when it had grown to 43,000, Lincoln grew by 282 percent; at the time, Lincoln was the fastest-growing city over 10,000 in the United States, and was the fastest-growing city in California for two years in a row prior to the 2008–2009 recession. The 2020 census shows Lincoln to have a population of approximately 49,000, and the most recent [California Public Library Statistics](#), from 2022–2023, shows the population at 52,313.

The City of Lincoln has an ambitious plan for expansion and annexation that will, once finished, potentially grow the population to more than 130,000, with an anticipated doubling of the current population to approximately 100,000 in the next 20–25 years. The village concept, laid out in the General Plan Update adopted in March 2008, plans for seven individual villages within the city, each linked to Lincoln’s historic downtown, which will act as a central gathering place for the community. Each village is planned to have its own commercial center, a mix of high density, medium density, and low density residential areas interconnected by walking and biking trails, and a high level of open and green space to help retain the “small town feel.”



*City of Lincoln Development Map of Lincoln*

As Lincoln grows, city leadership, through the village model, has expressed a dedication to retaining what made Lincoln special when it was a city of 10,000. Lincoln Mayor Holly Andreatta, when speaking with *Business View Magazine* in 2022, shared, “There are so many special characteristics about Lincoln that make it home. Lincoln is growing, but the downtown holds us all together. It’s still got that old feel to it.” This feeling about Lincoln was also mentioned in focus groups held as part of this project,

with planning team participants noting that “Lincoln is growing VERY fast — how [do we] keep what is special... why people are moving here.”

Former City Council member Paul Joiner, in the same article as Mayor Andreatta, added “[w]e’ve heard two phrases from visitors and from folks who are new to Lincoln, they say it’s like Mayberry, or it’s like Hallmark. Yes, the architecture and our history play a role in that, but it’s the people that make Lincoln great, and it’s the people that you want to be around.” City Manager Sean Scully said, “What I think is really different about Lincoln is that it is a blend between rural lifestyle and modern convenience. We’re not a center point of all commerce in Placer County, but if you live in the community, most of the things that are really important to families exist here and are really nice. It’s a very diverse place, and it really does feel like Hallmark or Norman Rockwellian Americana.”

This approach has been consistent for decades. In the “Lincoln Today” section of the 2003 Community Library Needs Assessment prepared by Stockton Associates, the consultants at the time wrote:

[t]he city has a small, historic town charm that most residents want to see continued. This is evidenced by the strong desire for the existing Carnegie Library to continue to function as a library after the new library is built. Long-time residents can easily get the feeling that their town is being overtaken by newcomers anxious to bring their urban lifestyles to the small town, yet many newcomers to Lincoln want precisely to "get away" from the big city, urban environment. Lincoln's citizens and town government have dealt with this immense change and has developed a "can do" approach to city governance and citizen involvement. The town clearly welcomes newcomers yet wants to maintain as much of the benefits of a small town as possible.

While Lincoln today is in the midst of an enormous transition, it maintains its direction as a family-oriented community, a good place to raise children, maintain family values, and create a sense of history and roots. A place where everyone is welcome.



# Community Demographics

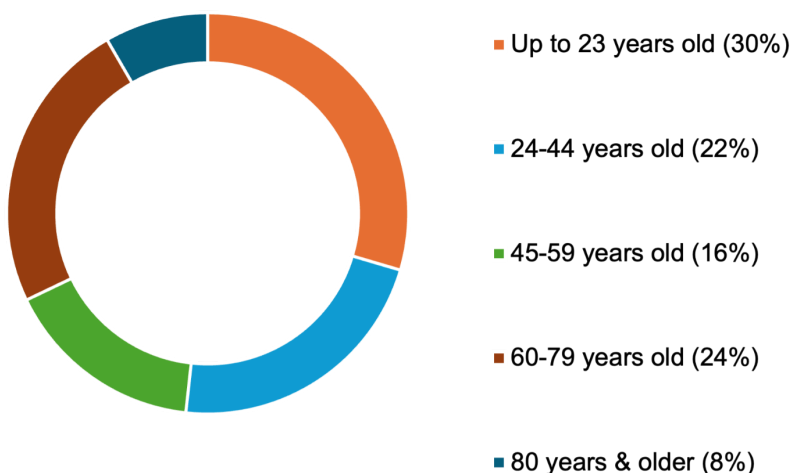
The population of Lincoln has experienced significant growth over the past 15 years, with the population rising from 11,205 in 2000 to nearly 52,000 today. With more than a half-dozen new neighborhoods under construction, there are thousands of homes planned for residency over the coming 25 years. This residential development will nearly triple the population of Lincoln.

Development is through a planned growth strategy around a “village” concept, with each village integrating its own residential, commercial and recreational areas. At the concept level, there should be incorporated into each village infrastructure and operational support to sustain and anchor the delivery of library services at the village level.

The 2023 Lincoln population is 51,629.<sup>1</sup> up 6.3% from the 2010 Census count of 42,819.

## Age<sup>2</sup>

The median age in Lincoln is nearly 44 years old, with 32% of the population aged 60 and above. The youth population (under 24) is 30% of the community. 38% of the community is in the prime of their working ages, from 24 through 59 years old.



In generational terms, Lincoln is a young place. The

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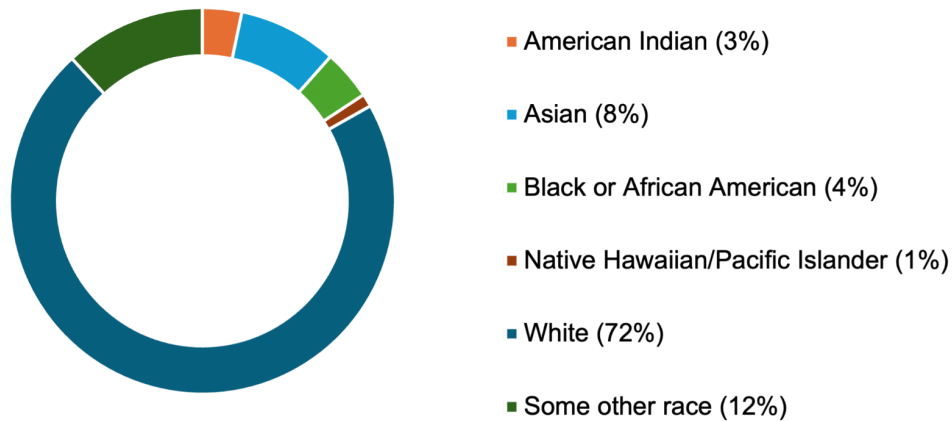
<sup>1</sup> American Community Survey, ACS 5-Year Estimates Detailed Tables. Accessed on April 1, 2024.

<sup>2</sup> U.S. Census Bureau. "Age and Sex." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B19001, 2023. Accessed on April 1, 2024.

younger Generations Alpha & Beta, and Gen Z comprise the majority of the population (52%). Generation X is a smaller percentage of the whole; 1 out of 6 belong to this group (16%). Even smaller is the silent generation; at 8% fewer than 1 out of 10 belong. One quarter of the population are baby boomers (24%).

### Race & Ethnicity<sup>3</sup>

7 out of 10 community members in Lincoln are white (72%), while 1 out of 12 are Asian.



There are significantly smaller populations of American Indian (3%), Black or African American (4%) or Native Hawaiian/Pacific Islander (1%). Together, 1 out of 12 residents belong to these groups.

The Hispanic / Latino population crosses several race categories. Together, this segment of Lincoln is 1 out of 5 people (19%). The majority of the Hispanic / Latino population is of Mexican origin (74%).

### Language Spoken at Home<sup>4</sup>

Most people in Lincoln speak English at home (85%). For those who speak another language at home, the predominant language is Spanish (48%), followed by other Indo European languages (26%) and then by Asian languages (22%).

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<sup>3</sup> U.S. Census Bureau. "Demographic and Housing Estimates." American Community Survey, ACS 5-Year Estimates Detailed Tables, 2023. Accessed on April 1, 2024.

<sup>4</sup> U.S. Census Bureau. "Language Spoken at Home." American Community Survey, ACS 5-Year Estimates Detailed Tables, 2023. Accessed on April 1, 2024.

## Housing & Households<sup>5</sup>

There are 19,481 households in Lincoln. In the coming 25 years, it is anticipated that the number of households will increase by 50% as a result of planned development. The Village 1 and 7 developments underway will alone increase the number of households by 25%.

## Economics<sup>6</sup>

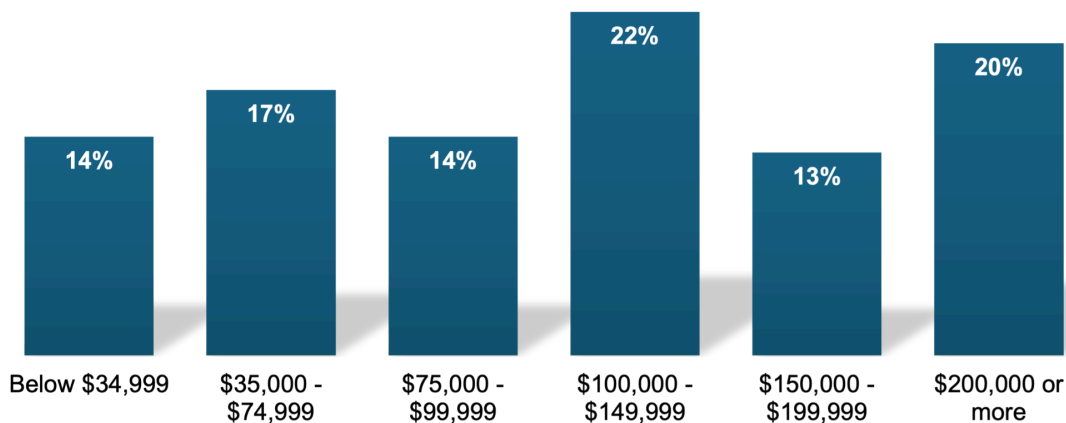
The median individual income in Lincoln is just above the rest of the State of California.

<u>Lincoln</u>	<u>CA</u>	<u>USA</u>
\$51,978	\$49,595	\$42,220

Similarly, the median household income is close to the rest of the State of California.

<u>Lincoln</u>	<u>CA</u>	<u>USA</u>
\$108,108	\$95,521	\$80,610

A closer look at household income provides a more nuanced view:



<sup>5</sup> U.S. Census Bureau. "Households and Families." American Community Survey, ACS 5-Year Estimates Detailed Tables, 2023. Accessed on April 1, 2024.

<sup>6</sup> U.S. Census Bureau. "Household Income in the Past 12 Months (in 2023 Inflation-Adjusted Dollars)." American Community Survey, ACS 5-Year Estimates Detailed Table. Accessed on April 1, 2024.

*1 out of 5 households earn nearly double the median household income (20%), and almost half of households make less than the median household income (45%).*

This data suggests there to be a wealth disparity when considering household income in Lincoln, looking at the highest and lowest levels of earning. With the scale of planned development, the distribution of housing types (for example, in Village 7, 36% of the planned units will be for low density residential — larger homes on larger lots, and therefore, higher price points — while half of that, 18%, is allocated for high density residential, which will be more likely to include affordable housing and apartment options), and the relative cost of new housing overall, it can be anticipated that the wealthiest and most highly educated segments of the population for Lincoln is the segment that will continue to grow.

This profile aligns in many cases with the projections in the 2003 Community Library Needs Assessment prepared by Stockton Associates, which, in section 5.4, “Lincoln’s Future,” shared:

We can anticipate that this group of new residents will have a higher average education level than the current average Lincoln resident, that a large portion of them will be young families with children, that there will be a large portion of 55+ new residents due to the increase in housing stock in the retirement communities of Lincoln, and that there will be more diversity among the new residents, reflective of the general trend throughout California. The Lincoln resident of the future will probably be very different from the resident of today, but will have many of the same values.

# **An Overview of the Lincoln Public Library**

Lincoln's first library was built about twenty years after incorporation, in 1909, and was funded by a Carnegie grant with the required community funding coming from Gladding, McBean & Co. and Lincoln residents. Located downtown, the Carnegie library served the community for over a hundred years before closing in 2011.

Prior to the Carnegie, Lincoln's earliest library facility was an 1890 reading room in Ahart's Hall, opened the year that Lincoln was incorporated and supported by public taxation starting in 1904. In 1906, Mabel Prentiss, a State Library organizer, appeared before the Lincoln city board of trustees and explained state law relative to establishment of public libraries and spurring the interest and investment that resulted in the support for the Carnegie library facility and its services.

Lincoln's current library, located in the Twelve Bridges area, was opened in 2007 to support the tremendous growth that Lincoln had experienced in the early 2000s. The large, modern 40,000 square foot library was designed as a joint-use library, with a unique three-way agreement between the Western Placer Unified School District, Sierra College, and the City of Lincoln.



The co-located Twelve Bridges High School opened in 2021; Sierra College's co-located campus was not built, and, after ten years of support for the facility, is withdrawing

from the joint use agreement as of June 2025. The joint use agreement has the City funding 60% of the library's budget, Sierra College, 25%, and the Western Placer Unified School District, 15%.

Lincoln has a small staff — 6.52 full time equivalent, or FTE — tasked with providing services to the over 1,200 students at the Twelve Bridges High School as well as the Lincoln community. The Library is open an average of 36 hours a week, and offers:

- a large collection;
- multiple digital collection offerings, including OverDrive, Kanopy, and Hoopla;
- materials on Native American history, issues, and culture, funded annually with the United Auburn Indian Community;
- significant seating space;
- multiple meeting rooms of varying sizes, including small study rooms;
- 40 public access computers;
- exam proctoring;
- adult literacy tutoring, via volunteers;
- remote pickup via holds lockers at the Twelve Bridges location and the Lincoln Community Center; and,
- a small outreach program, offering off-site engagement and programs.

In 2022–2023, Lincoln Public Library held 354 programs, with an attendance of 7,953.

Lincoln is a member of the NorthNet Library System, a consolidated regional system of over 40 libraries in northern California, and one of nine similar systems throughout the state supported in part by the California State Library. NorthNet Library System members share resources, participate in aggregated purchasing of materials, and collaborate on programming and staff training, with a goal “to achieve efficiencies and realize further economies of scale.”

## Budget

<b>FY 2022-2023</b>	<b>Lincoln Public Library</b>
Total Budget	\$975,699
Salaries & Wages	\$397,779
Staff benefits	\$127,036
Physical collections	\$56,350
Digital collections	\$27,057
Other annual operating costs	\$364,832

The Library's operating (non-capital) budget in FY 2022-2023 was reported to be \$975,699, and the main expenditures are presented in the table below.

Lincoln's total budget for its library ranks it in the 9th percentile compared to the rest of the State.

54% of the total budget is expended on staffing. This cost is relatively low compared to other libraries, reflecting the small size of the staff.

37% of the budget is allocated to annual operating costs.

9% of the budget is allocated to collections. Public Facilities Elements (PFE) fees are used to fund library collections.

Most libraries strive to spend at least 10% of their annual budget on their collections. Lincoln is at 9%, but these collection funds are not funds guaranteed through the municipal budget; they are funded through PFE fees, which are by nature intended to support the expansion of library services in relation to the growth of the community. Right now, the PFE fees are subsidizing the Library budget instead of additively supporting the expansion of library collections or other infrastructure development in support of community growth.

The Lincoln Public Library is further supported by the Friends of Lincoln Library (FOLL), which was awarded the 2025 Service Organization of the Year Award by the

Lincoln Area Chamber of Commerce. FOLL gives approximately \$100,000 per year to support the Library, including, in 2025:

- \$22,500 to support literacy programs and programs for young people, such as Read Across Lincoln, the Summer Reading Program, Read to Me Baby Literacy Kits, Family Story Time, Free Book Giveaways, School Tours, and the Teen Advisory Board Meetings;
- \$38,000 for the library's collection, including Large Print Books, Adult Spanish Language Books, Children and Teen Magazines, Hoopla, and Kanopy;
- \$35,950 for library programs, events and outreach activities, such as Mother Goose on the Loose, Family Movie Night, the Downtown Book Locker, Monthly Newsletter, Community Outreach Activities, and Group Library Tours.

As with the PFE fees, the level of support from the Friends is a double-edged sword: the funding is essential to supporting and providing these services, access, and programs, but the majority of these items are core services of the Library and should be fully funded and represented in the Library's municipal budget with any annual discretionary funding supporting capital projects and additional access.



## Lincoln Public Library's Budget in Context

Year	Total Operating Budget	Expenditures Per Capita	% of Expenditure on Staffing
2008-2009	\$1,197,177	\$27.29	64.28%
2009-2010	\$944,783	\$22.67	53.75%
2010-2011	\$814,222	\$18.83	50.44%
2011-2012	\$496,713	\$11.40	57.88%
2012-2013	\$378,793	\$8.64	58.63%
2013-2014	\$434,671	\$9.62	49.30%
2014-2015	<i>Statistics not</i>	<i>reported</i>	<i>accurately</i>
2015-2016	\$705,912	\$11.32	55.37%
2016-2017	\$600,851	\$11.78	56.99%
2017-2018	\$608,133	\$12.39	51.74%
2018-2019	\$890,265	\$15.77	51.93%
2019-2020	\$1,144,310	\$16.20	49.54%
2020-2021	\$867,037	\$15.75	51.76%
2021-2022	\$943,271	\$18.26	59.86%
2022-2023	\$996,632	\$18.65	53.79%

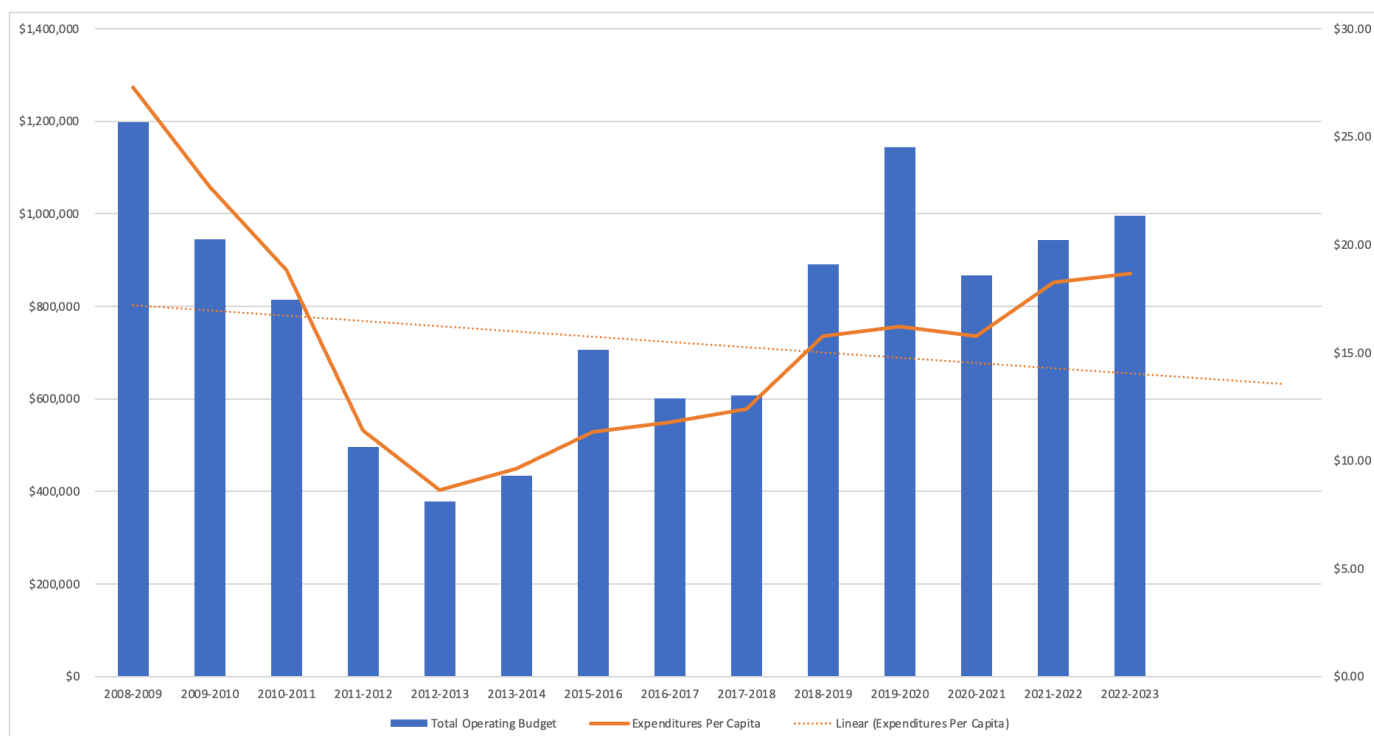
### Historical Budget Overview, Lincoln Public Library<sup>7</sup>

Over the past fifteen years, the Lincoln Public Library has had a wildly variable annual budget. The first three years in the table demonstrate spending that supported service in both the Carnegie and Twelve Bridges libraries, with the budget fifteen years ago 17% greater than it is currently. Expenditures per capita have also varied significantly, from a low of \$8.64 in 2012-2013 to a high, in 2008-2009, of \$27.29.

It can be challenging to maintain service levels and retain staff with such variable funding, and as can be clearly seen by the

<sup>7</sup> California State Library. *California Public Library Statistics: State Data Key Ratios, Resources, Expenditure*, [ca.countingopinions.com/index.php?page\\_id=3](https://ca.countingopinions.com/index.php?page_id=3). Accessed 19 April 2025.

dashed orange line in the chart below, representing the trend of funding overall, which shows that funding has not been keeping pace with growth over the past 15 years, even as the City has made investments in the library following the significant financial struggles following 2009. In that time, Lincoln has added approximately 10,000 new residents while the overall support for library services have continued to decline; any allocation of City funds must keep pace with population growth in order to maintain the current level of services the Library provides — while also noting that public expectations for library service are still at the levels provided before the budget cuts.



In the 2050 General Plan, developed in 2008, there are multiple policies that suggest the library should have seen continued investment over these past 15 years; these policies are part of Goal PSF-9 in the Community Facilities section: “To ensure that adequate community facilities are provided and are conveniently located in order to meet the needs of residents of the city.” Policy statements include:

- Policy PFS-9.3 Expand Library Services** The City shall continue to expand library services, according to adopted City library standards (0.7 square feet per capita), to meet the educational, informational, and cultural needs of all community residents.

- **Policy PFS-9.4 Funding Mechanism for Libraries** The City shall provide a funding mechanism for the construction and operation of libraries within the city.
- **Policy PFS-9.5 Siting of Libraries** The City shall locate libraries near or adjacent to other City facilities, such as schools and parks, wherever possible.
- **Policy PFS-9.6 Community Facilities** The City shall ensure that community facilities, including a senior / adult services center, gymnasiums, aquatic center, and library, be planned and provided for future residents of the city.

These policy statements suggest that the City intended, at the time of developing their long-range plan, to more than double the available library square footage (0.7 square feet per resident  $\times$  the eventual 130,000 residents equals a total of 91,000 square feet of library service space); ensure library services were funded by the City; that libraries would be located near schools and parks, both of which are well-represented in the various village annexation plans; and that these kinds of municipally funded community facilities (parks, libraries, community centers) were important and vital, not just for residents now, but for future residents.

These sentiments are a continuation of decades of similar perspectives on the importance of library services, stretching back to 1988, when, as highlighted in the 2003 Community Library Needs Assessment:

[T]he City Council adopted a General Plan that recognized the need to expand or replace public facilities, including additional library services. The Public Facilities element of the General Plan, amended in 1998, supported Library facilities construction and suggested an additional 24,000 square feet of library space would be required to meet the library needs of the community. The Facilities Element further stated that libraries should be located adjacent to other facilities such as schools and parks, wherever possible. Community sentiment reflects the need for additional library services and supports the idea of joint-use facilities.

However, after the work to develop the joint use service agreement and the adoption of the 2050 General Plan, City investment in the library moved in the opposite direction, starting a steep downward decline, dropping to approximately a third of the

investment in the Library at the time of the plan's drafting and reducing available library hours and square footage. In the years following the development of the General Plan, Lincoln faced significant financial issues, with the City overall facing a 65% reduction in its budget between FY08 and FY12. As then City Manager Jim Estep shared in the FY09 budget narrative, "[t]his past year the City of Lincoln faced its most challenging budget shortfall in 30 years... commercial and industrial development has fallen short in providing the tax base needed for core city services."

Each of the next several years saw additionally challenging budget years; all general fund departments were impacted by staff reductions and significant budget cuts. In the FY11 budget narrative, City Manager Estep shared, "Over the last three years the City has struggled to maintain the level of service provided by the departments funded by the General Fund. Different strategies have been used each year to develop a budget that balances service levels and funding availability, but each year, for the past three years, the City has had to use one-time revenue and staffing/operating expense reductions as revenues continued to plummet. In 2007-08 the General Fund budgeted expenditures equated to \$456 per capita, and this year those expenditures are budgeted to drop to \$281 per capita (a 38 percent reduction)." In FY12, much of the same: "The question facing the City is how to continue to provide the level of service that the citizens of Lincoln expect with greatly reduced numbers." Even if Lincoln had wanted to maintain a level of support for library services, the financial situation did not allow the municipality to do so. However, even after the impact of these factors years later, investment has not returned at similar levels to support service, never mind a *growth* in service.

## Comparing Lincoln With Its Peers

When considering the work of a library and its level of investment or support, it can be helpful to look at key statistics in comparison with other California libraries. Drawing from the most recent [California Public Library Statistics](#), covering 2022–2023, it is possible to position Lincoln’s access to resources against those across the state, with the statistics and their comparisons giving a sense of the impact of the library’s use and strength of its funding. While these figures, as with many of the figures in the report, are several fiscal years old, using them allows us to ensure a like-for-like comparison of fiscal years across libraries and the state as a whole.

In the table below, Lincoln Public Library is compared against the statewide median (which draws the line between the top and bottom half of the state) and the statewide average. California’s libraries are incredibly diverse, and the statewide average can be a challenging figure, as within the state there are some significantly underfunded libraries as well as multiple libraries with substantial service areas and even more substantial budgets.

<b>FY 2022–2023</b>	<b>Lincoln Public Library</b>	<b>Statewide Median</b>	<b>Statewide Average</b>
Library visits per capita	4.02	2.12	3.39
Collection per capita	2.10	1.83	2.55
Content Use per capita	5.95	4.12	6.73
Expenditures per capita	\$18.65	\$41.11	\$65.18
Staff Expenditures per capita	\$10.03	\$30.54	\$44.28
Total Staff FTE per 1,000 population	0.12	.30	.44

In order to help place Lincoln in context, the key statistics are represented in terms of a number per capita, which further balances these large discrepancies. The table shows statistics for library visits per capita; for how many physical collection items are owned per capita; the content use, which is the circulation of physical materials plus the circulation, use, or access of digital materials, per capita; the overall expenditures per capita; the expenditures just on staff per capita; and, finally, the number of staff per 1,000 people the library serves.

As evidenced by the table, Lincoln is well above the median for visits per capita, which may be explained in part by library use by students and in support of the school, as well as highlighting anecdotal evidence from community engagement about residents from around the greater Sacramento area choosing to use Lincoln's library over other area libraries. It is also especially notable considering the Library's limited hours.

Similarly, the collection and content use per capita demonstrate that the collection offers access to more materials than the typical Californian public library. Again, some of this may be driven by school use, and the collection size is certainly a result of the joint use agreement, especially when considering the opening day collection items that were included to potentially support Sierra College students. It is important to note that the collection size, currently around 121,600 items, is significantly older, with 67% of the items with publication and/or acquisition dates ten or more years old; approximately 18% of the collection has not circulated in the last five years.

When looking at the resources Lincoln Public Library has access to in order to provide the services highlighted above, the picture is stark. **Lincoln's overall expenditures are less than half of the statewide median, and only 29% of the statewide average; only 29 of the 186 public libraries in California have a lower overall expenditure per capita.**

**Of the 182 public libraries in California who reported staff expenditure data, only 19 have a lower per capita figure of spending on staff than Lincoln.** Lincoln's expenditure of \$10.03 per capita is one-third of the state median and 23% of the state average. With only 6.52 full time equivalents of staff time, Lincoln Public Library's twelve staff members are having to manage a large facility, a complex joint use

agreement, and a significant collection for competing audiences and interests with extremely limited resources.

When considering these expenditure figures, it is important to remember they represent the Lincoln Public Library at their current level of funding. If the Library has to take a 25% cut to its budget, those figures drop to \$13.99 (overall expenditures per capita) and \$7.52 (staff expenditures per capita, assuming staff expenses take a proportionate cut). At \$13.99 per capita for overall expenditures, only 12 libraries in the state have a lower rate of support; at \$7.52 per capita for staffing, Lincoln drops into the bottom ten libraries in the state overall, with only nine libraries having a lower per capita expenditure rate on staff.

It may be further illuminating to compare Lincoln's figures with those libraries typically seen as comparisons by the Library and the City, and which are also located in the same geographic region: Roseville, Folsom, and the Placer County Library system.

<b>FY 2022-2023</b>	<b>Lincoln Public Library</b>	<b>Roseville</b>	<b>Folsom</b>	<b>Placer County</b>
Library visits per capita	4.02	2.38	2.05	1.39
Collection per capita	2.10	1.07	1.11	1.04
Content Use per capita	6.08	7.63	6.59	3.79
Expenditures per capita	\$18.65	\$24.55	\$25.65	\$41.11
Staff Expenditures per capita	\$10.03	\$16.26	\$16.79	\$26.73
Total Staff FTE per 1,000 population	0.12	0.19	0.17	0.23

Lincoln Public Library often uses nearby Roseville for peer comparisons. Roseville functions as a reference point because of its geographic adjacency and because

community members report comparing Lincoln services to those offered in Roseville, with its larger size and larger sales tax base. In looking at the table on the previous page, Lincoln Public Library does have more visits per capita and a larger collection per capita, but Roseville sees about 17% more use from a collection that is nearly half the size of Lincoln's — suggesting the items offered by Roseville are more pertinent to the community and/or are in better alignment with the needs of patrons using the space. Lincoln spends approximately 24% less on its library per capita than Roseville, and 38% less per capita on staff, though that figure is roughly in alignment with the size difference of the staff. Spending in alignment with Roseville would add \$308,647 to Lincoln's budget at its FY23 levels, for a total of \$1,027,279; applied to staffing, that could result in an additional 3.5 FTE for Lincoln.

Folsom is often used as a greater Sacramento area comparison that is seen as more in alignment with Lincoln, as it is a municipal library with a single location. Again, as with Roseville, Lincoln sees higher use in terms of visits and offers a larger collection; Folsom's collection is used at a slightly lower rate than Lincoln's. Folsom spends about 27% more on its library per capita than Lincoln, and slightly more on their staffing, as their staff is about 30% larger than Lincoln's but their expenditures on staff is approximately 40% greater than Lincoln's. Funding staff expenses at the same level as Folsom would result in an additional \$353,635 to Lincoln's FY23 budget, for a total of \$1,350,267, which would support an additional 4 FTE.

There is an awareness that Placer County Library as a system has experienced its own financial difficulties, but that awareness may not align with the real basis of comparison. Considering the disparity between Lincoln and Placer County noted in the table above, it is likely Lincoln would benefit from joining the County system, at least in the short term; what would be saved on the consolidation of services would likely support the number of staff Lincoln needs to run its Twelve Bridges facility. If retaining local control and retaining access to library services in Lincoln, by Lincoln, for Lincoln is a priority, the City of Lincoln needs to invest more substantially in the library than the current level.



If we choose to compare Lincoln’s expenditures per capita and the percentage of the budget spent on staffing with just its counterparts in Placer County — Roseville, Loomis, and the Placer County Library system — Lincoln has the lowest per capita funding and the lowest expenditure on staff by far, as demonstrated in the table below comparing the four library service providers.

Library	Total Operating Budget	Expenditures Per Capita	% of Expenditure on Staffing
Lincoln	\$996,632	\$18.65	53.79%
Loomis	\$373,163	\$56.48	75.79%
Roseville	\$3,754,875	\$24.55	66.24%
Placer County	\$8,157,658	\$41.11	65.03%
<i>County average</i>		\$35.20	65.21%

If Lincoln were to support the library at the county average of \$35.20 per capita, *which would still place Lincoln in the bottom 50% of libraries in the state for funding per capita*, the Library’s budget would nearly double, adding an additional \$865,780 to the FY23 budget, for a total of \$1,862,412.

**Long term, the Lincoln Public Library staff are managing to provide a level of service that far exceeds the available resources in all categories.** The staff’s ability to do so is seen by stakeholders as a strength; for example, Board members share that the statistics for visits and use demonstrate library “services resonates with our residents,” that partnerships with the Friends and the school district “allows us to maximize what we can each do,” that the “beautiful, welcoming” multi-use facility is “an untapped resource,” and that “staff and customer service is A+... [there is] attention to each individual patron.” They also highlight the need for a “focus on sustainability, and not just for cost savings.”

Over the past 17 years, the community has increased its population by 24%. At the same time, the Library budget has contracted overall 1% each year, so that today it is 17% lower than it was in 2008. If we consider inflation over this time period<sup>8</sup>, in purchasing power, the Library's budget has shrunk 45% over the same time period.

To further emphasize how hard working the staff of the Lincoln Public Library are, consider that, over this time period when the population is growing and the budget has been diminishing, they have offered nearly the same level of access as in 2009/2010 in terms of hours open to the public, when the two library facilities offered a combined 42 hours of access a week compared to the current average of 36 hours per week.

The Lincoln Public Library's budget, if it had maintained a level of support since 2008 in pace with the growth of population and with inflation, should be 125% larger than the FY23 allocation, at approximately \$2,242,422.

**For every \$4 in funding Lincoln is allocating to the Library, it should be \$9.**

Anything less has, over each of these intervening years, represented a loss in funding and in service opportunities for the Lincoln Public Library and the community it serves. This path of decreasing financial support in the face of population growth and City expansion directly contradicts the village concept model and is critically underfunding library services — even before the loss of funding from Sierra College pulling out of the joint use agreement.

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<sup>8</sup> U.S. Bureau of Labor Statistics. Consumer Price Index Calculator.  
[https://www.bls.gov/data/inflation\\_calculator.htm](https://www.bls.gov/data/inflation_calculator.htm).

# The Lincoln Community's Vision of the Library

The Lincoln Public Library is a great example of a library working as hard as possible within its constraints. Output measures discussed elsewhere in this report, such as annual visits and circulation of materials, speak to strengths in the face of fiscal adversity. Community engagement provides additional insights.

The Methodology section beginning on page 55 details the community engagement techniques deployed as part of the research and analysis for this report, especially as it relates to strengths, opportunities, and aspirations. One of these techniques was a community survey taken by 1,847 individuals, which is referenced in this report as “Community Survey” or “survey.” Other techniques involved interviews, focus groups, and various opportunities for in-person, virtual, and self-directed engagements.

## **Strengths**

The Library's strongest connection to the community is by providing access to content. In the community survey, we learned that:

Eight (8) out of 10 patrons visit the Library to borrow physical materials (81%).  
*This is by far the leading reason people make visits.*

One (1) out of 5 library community respondents indicated that their primary connection to the Library is by accessing its premium digital content (20%). The majority of the non-Overdrive content is funded through the Friends. The Library can consider there to be a distinct set of digital patrons, that is, individuals who primarily use the e-Library.

Considering that most patrons who visit the library do so to borrow physical materials, it is not surprising that there is strong alignment in the community around making access to the facility easier.

Over half the respondents would like extended hours during the weekend and a consistent schedule throughout the year (58%).

Slightly less than half of the respondents expressed a desire for extended evening hours (44%).

In general, a strength that should be noted is the high level of awareness of and support for library services in Lincoln, including through City leadership. Library service is acknowledged as a key resource in the City's 2023-2025 Strategic Plan, where Goal 10 states:

“Conduct an analysis of current and future City library service and facility needs... Staff to initiate an analysis of the City's library service and facility needs, which is to include an examination of the use or repurpose of the Carnegie Library.”

## **Opportunities**

As a concept, an *opportunity* in relation to the Library is an identified community need or desire that can be met or fulfilled with Library programs and services. Community needs identified through engagement and background research are identified in the context of the following discussion about opportunities.

**The primary opportunity** for the Library is to capitalize on its position as a content provider to many in the community by **extending service hours** into the evenings and on Saturdays, in a way that provides for a consistent year-round schedule of open hours. Extended service hours would also enhance opportunities for the Library to foster community connections, in alignment with the values reflected in the village model, such as offering programs and providing space for a range of users.

**A secondary opportunity** that can be accomplished by extending service hours is to become **a bona fide community destination**.

This secondary opportunity is in direct alignment with the village concept model promoted by the City. Currently, the community survey indicates that just 1 out of 5 community members use the Library to attend events or to study, work, relax, meet friends and/or bring children.

A basis for this lower than desired level of use is the limited open hours the Library is open to the public. At an average of 36 open hours per week, the Library is not viewed as available as a community destination beyond the standard school and work day.

Current teen interns conducted interviews with their peers, and a recurrent theme that emerged from these is that students with after-school obligations cannot get to the Library during the week because the Library is closed by the time the structured parts of their school day experience are done. What is remarkable here is that the very students who might seem to have heightened access to the Library because of its campus location *also* encounter barriers to access to the Library due to its limited hours.

**A third opportunity** is for the Library to strengthen its position as a **community builder through programming**. The Library already offers an appealing range of programs that are in scope and scale beyond what is reflective of its level of staffing. It also has ample square footage to support a range of activities within its Twelve Bridges location.

Based on community interest and participation in the programming that is offered, it is clear that there is an opportunity to heighten the impact of the Library by fortifying its staff and budget to support more and more varied programming. Currently, the overall budget and staffing capacity limits access to the space and also constrains the timing and frequency of Library programming.

When asked to consider how to spend any additional dollars the Library might receive for programming, community survey respondents indicated that they would like to spend just about 3 out of five dollars on over programs for youth. These programs would encompass:

- Regular activities for children, such as Storytime, Read to a Dog, and Homework Help;
- Regular activities for teens, to be developed with teen input;
- Special events for children, teens and their families like Family Art Night or Battle of the Books;
- Programs that help youth build reading and school skills.

For a community even half the size of Lincoln, a baseline level for sustaining youth programming and engagement should be at least one full-time credentialed youth services librarian and another full-time credentialed school librarian/media specialist. Lincoln has neither of these roles staffed fully, and this means that the youth population in town are under-served when it comes to programs for youth and the kind of academic, curricular support that is the special purview of a school librarian/media specialist.

As Lincoln develops its village model and attracts new families with children, these families will come from other municipalities with expectations about baseline public library services. In addition to collections and space, a large part of a healthy library ecosystem in a municipality is a robust profile of activities and curricular support for children and students of all ages.

In addition to programming for youth, there is also interest in adult programming, notably creative or cultural experiences such as concerts, author visits, and art events. Survey respondents would like to see 2 out of every 5 dollars of additional library program and event funding to be earmarked for these types of experiences.

**Pursuing opportunities that meet community needs calls for, above all else, staffing the Library in support of extending open hours.** Extended open hours provide support for the opportunities discussed above. There is also significant community support for this.

More than half the survey respondents want to see extended hours during the weekend, along with a consistent year-round schedule for Library hours (58%).

Additionally, 2 out of 5 respondents indicated a desire for extended open hours in the evenings (44%). These results all suggest that a major opportunity for the Library to improve is to extend service hours. It also suggests that if the Library is facing budget challenges, preserving open hours should be a main priority.

**Finally, a fourth opportunity** is for the Library to strengthen its position as a **content provider** by undertaking a collection-wide audit of its physical materials, right-sizing the collection to match the needs of the community. Given the popularity of using the collection — again, 8 out of 10 survey respondents report visiting the library for materials is their top activity — and the overall older age of the collection, there is an opportunity to refine the physical collection and enhance digital offerings.

## **Aspirations**

**The clearest aspiration** for the Library is to capitalize on its position as a content provider to many in the community by creating a long term plan to **extend access to physical collections and shared community spaces in each village.**

The community survey indicated there to be less interest in other options for easing access to borrowing, such as the expansion of Library Hold Lockers, adding branches throughout the City, and providing pop-up Library services on a regular schedule or at community events. Around 1 out of 4 respondents indicate an interest in these specific efforts.

In spite of these survey outcomes, access was by far and away the most pressing need expressed by participants in direct community engagement opportunities. A next step for the Library is to determine what modalities are optimal for the community as part of extending access in every village. In these engagements, staff and community members highlighted a desire for a combination of:

- mobile service, self-service, and full-service options;
- a dedicated outreach team with a bookmobile and/or mobile service vehicles to bring access to the collection and programming to other areas of the community;
- an additional physical location, particularly in the northern area of the city; and,
- a timeline for bringing Carnegie back into a service option, whether as a self-service location or, to capitalize on its location downtown and on the square, as a space for gathering and events.

A re-opening of the Carnegie Library with some self-service options for collection access, complemented by a design of spaces that make it a bona fide community destination for solo study or work and for collaboration among community members would provide a more intimate complement to the expansive Twelve Bridges location.

Over half of the community members surveyed are interested in a library refresh that offers:

- comfortable, lounge-like spaces (66%);
- spaces that promote focus and individual work (56%); and,
- spaces to use/charge your own personal device.

In surveying the community, it is evident that nearly 9 out of 10 people tend to bring their own computer, tablet, or phone to the Library if they plan to spend time there. This means that a revitalization of the Carnegie Library would not call for a large build-out of public-access computer workstations but rather a strong electrical and wifi network infrastructure accessible to users' personal devices.

**A secondary aspiration is to create community awareness about library services beyond the basics.** This includes raising awareness about the existing library hours, which include substantial hours on Saturdays, to overcome the perception of a lack of access on the weekend.

Many community members are familiar with core services offered by any given library, such as access to book collections and to technology. Aligned with this, half of community survey respondents indicated they are familiar with accessible library materials, such as large print materials, audiobooks, and the digital library.

Beyond content provision, survey respondents are far less familiar with Library services. About 1 out of 4 respondents are familiar with:

- Online reading programs offered by the Library (26%)
- Large community events, like the Lincoln Book Festival (23%)



Few residents are aware of the 24/7 Library Hold lockers, likely because this is a very new service.

A sustained marketing effort will foster engagement with the Library for all that it is accomplishing now. Marketing will also help current and incoming residents continue to envision how the Library has the potential to fulfill core community needs such as building connections among residents and creating shared, readily accessible community destinations in each village.

Taking active steps from the Library to promote its current efforts would call for specific marketing expertise as part of a staff role at the Library and/or support from external paid partnership with a vendor.

These opportunities and aspirations call upon City of Lincoln stakeholders and leadership to review the 2050 General Plan's agenda for Library Services. As the City has proceeded with its ambitious village model vision for its future, library services need to be considered as key components, alongside parks, schools, and community centers.

# Paths Forward for the Lincoln Public Library

More than 15 years of declining investment in the Library, when combined with existing community growth, planned annexations and expansions, and Sierra College pulling out from the joint use agreement, has placed the Lincoln Public Library in a precarious financial and service provision situation.

**There are no good options available; the City of Lincoln will either need to take a position that library services are not part of the vision they have for Lincoln's future, which would seem to be in direct conflict with the "feel" of Lincoln and commitments in the 2050 General Plan, or will need to commit to a long and gradual re-investment in library services.**

The financial picture is further complicated by the requirements of the grant from the State of California that support the construction of the Twelve Bridges location, which stipulates the facility must be used as a public library for 40 years following the grant award, until 2047; otherwise, the City is responsible for paying back the full \$10 million of the grant. Even with the three party joint use agreement, the City of Lincoln will be the one required to absorb the greatest risk if the facility cannot be used as a public library.

In her February 4, 2025 work session with the Lincoln City Council, Lincoln Library Director Kathryn Hunt highlighted multiple potential major solutions to the funding issue created by Sierra College's withdrawal. Many of those solutions are covered throughout this report. However, there are two mentioned in the work session that are not addressed here:

- *Closure of the Library.* If the Twelve Bridges location is closed as a library before 2057, the City will have to repay the State of California the \$10 million construction grant
- *Change in Governance — Privatization or joining the County.* Any change in governance will result in loss of local control, with extremely uncertain cost savings and service impacts. These are also multi-year processes requiring negotiations with partners and approval from the State.

Options like handing the Twelve Bridges facility over to the school district or the library returning just to offering service out of the Carnegie — itself not a viable option, as no work has been done on the 2,300 square foot facility to bring it up to current accessibility standards — are not possible due to the stipulations of the construction funding and article 9 of the joint use Memorandum of Understanding (MOU), most notably stating that “[t]he Agencies may only use the Library as a joint use, co-located public library, for the benefit of the City, the College and the School District, and for no other purpose.”

In painting a picture of the options Lincoln has in this moment for its library, there are three that stand out as realistic given the timeframe:

- **A loss in service: maintaining a single-location service point at Twelve Bridges with 75% of the current budget.** With Sierra College pulling out of the joint use agreement, the library is losing 25% of its current budget, or \$222,212, which will have a dramatic impact on the services the Library can provide.

In this worst-case scenario, services provided by the Library must be restructured to more adequately represent the investment by each party. With the City funding 85% of the budget, as well as holding the responsibility for maintenance and use of the building, the hours, services, programs, and collections must be repositioned to ensure the significant majority of the benefit of library services will directly impact community users, as opposed to users from the school. In addition, due to the current funding structure, the 25% cut will mainly need to come from staffing, which could represent a loss equivalent to 3 to 3.5 FTE, stretching an already thin level of coverage to the breaking point and resulting in additional and significant reductions in open hours.

- **The status quo: maintaining a single-location service point at Twelve Bridges with the current budget.** For this option to be viable in the timeframe necessary requires additional investment from the school district, which will need to triple its current investment in order to maintain the level of service the Library is currently providing to the high school and its students. Even with this investment, the Library should make adjustments to its hours to better meet the

needs of the community members looking to use the library, more adequately balancing the open hours to reflect the investment of each party, and the school district will need to acknowledge that access every morning to the library facility with the current staffing level is not a possibility. This need for morning hours prevents the Library from more fully meeting the needs of its greater community member users.

Replacing the funding lost by Sierra College's withdrawal by finding a new partner will not maintain Library service status quo because that partner will come with service expectations and the need for additional infrastructure to manage the level of investment. More on this is covered in the next option.

- **Adding a new partner — and adding additional services.** The City wishes to see a new partner come in to replace Sierra College, but it must be made clear that there is no realistic opportunity to replicate the current joint use agreement, which provided a significant benefit in incoming funding from Sierra College without a similar level of service provision, mainly due to the college not building the anticipated campus. The City will never again be able to find a partner willing to contribute 25% of the overall budget with no discernable return of service/no additions to services offered. The three-party agreement was a boon for Lincoln, and now that it will no longer be in place, it needs to be recognized that such an agreement will not return.

Any new partner coming in with such a substantial annual investment will expect to see services that meet their needs commensurate with that investment; this means **even if the City is able to find such a substantial partner, there will not be an increase in core access, hours, or service at the Twelve Bridges location.**

**What is essential to note is that, even at its current level of funding, and certainly before the 25% reduction that comes from Sierra College pulling out of the joint use agreement, the Library is not able to adequately meet the demand of either its public or school stakeholders because it does not have enough staff.** This is through no fault of the staff, who work diligently to provide the highest level of service they can with their constrained resources.

## **A Loss in Service: Maintaining a single-location service point at Twelve Bridges with 75% of the current budget**

Operating at 75% of the current budget will be a devastating blow to library services in Lincoln; unfortunately, it is also the most likely path forward if the City cannot acknowledge the need to rethink its approach to the Library's budget.

Because of the current funding structure, the 25% cut will need to come almost entirely from staffing, which could represent a loss equivalent to 3 to 3.5 FTE, stretching an already thin level of coverage to the breaking point and resulting in additional and significant reductions in open hours. Library Director Kathryn Hunt, in her work session presentation to Council on February 4, 2025, highlighted that the need to operate at 75% of funding would require a 50% cut in staff, “dissolving most seasonal positions” and cutting or “dissolving several benefitted positions” and a 40% reduction in open hours. While further minor savings would come as a result of these drastic staff and access changes, as fewer programs will be offered, reducing programming supplies and costs, fewer materials might be purchased, and some minor savings on janitorial, none of these add up in any significant way to make up for the disastrous reductions needed that will come from staffing.

As significant decisions will have to be made with staffing, hours, and the collection, as soon as possible — even with the bridge funding provided by the City for the next two years — the Library should restructure its hours, deprioritizing morning hours and shifting to evening access, and potentially closing additional days of the week in order to reallocate part-time hours to offer both morning and evening hours.

In this worst-case scenario, services provided by the Lincoln Public Library will need to be thoroughly restructured, and must be done so to more adequately represent the investment in funding by each remaining party. This will obviously require the MOU to be reopened and renegotiated, and a future MOU can have stronger language around the responsibility and commitment to funding support and less language around service provision details, many of which appear to be unenforced at this time.

With the City funding 85% of the budget, as well as holding the responsibility for maintenance and use of the building, the hours, services, programs, and collections must be repositioned to ensure the significant majority of the benefit of library services will directly impact community users, as opposed to users from the school; school needs for morning access are currently a main driver of the open hours, as evidenced by the change in hours during the summer when school is on break.

A 40% reduction in open hours based on the City funding the majority of the budget would render the Library's open hours to 23 hours per week. A schedule that factors in the a community desire for consistent open hours with some evening and weekend access could be modeled this way:

<u>DAY</u>	<u>OPEN HOURS</u>
Monday	Closed
Tuesday	1 – 7 PM
Wednesday	10 – 2 PM
Thursday	1 – 7 PM
Friday	10 – 2 PM
Saturday	9 – 12 PM
Sunday	Closed

This schedule also takes into consideration a community desire to keep the Library hours consistent throughout the calendar year.

Operating on 75% of the budget will make the gap between the service Lincoln can actually provide and the service it looks like it should be able to provide, as perceived by the community through the appearance of the Twelve Bridges location, even wider. As seen above, library service at 3 to 4 FTE would have a schedule with fewer open days, fewer open hours, very limited programming, and no outreach activities.

Filling in the gaps represented by these enormous staffing costs is virtually an impossibility. With over 7,500 volunteer hours in FY23, Lincoln is already outpacing the average of its neighboring peers (Placer County, Loomis, Roseville, and Folsom) by 919%. Those volunteers also give of their time at what is already a significant pace, with Lincoln's 168 volunteers donating their time at a level three times higher than their

next highest neighboring peer, Folsom, whose 136 volunteers give just over 2,500 hours.

**While volunteer efforts can substantially enhance the connection of the Library to its community, they do not replace the impact of credentialed, paid staff.** With the looming cut to the Library budget, there will not be enough staff capacity to coordinate more volunteer efforts than those are already given.

## **The status quo: maintaining a single-location service point at Twelve Bridges with the current budget**

For this option to be viable in the timeframe necessary requires additional investment from the school district, which will need to triple its current investment, from 15% to 45%, in order to maintain the level of service the Library is currently providing to the high school and its students. While the City has pledged the bridge support would be the best time to implement a stepped process towards a more equitable investment.

Even with the school adding additional financial support, the Library should make adjustments to its hours to better meet the needs of the community members looking to use the library, more adequately balancing the open hours, and the school district will need to acknowledge that access every morning to the library facility with the current staffing level is not a possibility.

This need for morning hours prevents the Library from more fully meeting the needs of its greater community member users. As with the previous option, a more balanced schedule in terms of hours of access would look more like the variable summer schedule than the current “regular” schedule, with service generally available two mornings at 9am and evening hours available two evenings until 7pm while potentially retaining the full 9am to 5pm Saturday schedule. If the school needs access to additional mornings during the week, it will need to fund additional School Librarian Technicians and task the Technicians with monitoring morning hours.

In its current state, the Library has additional staffing challenges beyond the hours of access: in the last year, there has been a 100% turnover in part-time staff working under 20 hours. Part-time staff are critical to ensuring a variety of library hours can be offered, and each staff member represents an investment in training, confidence, and expertise that is lost when they need to be replaced.

**The Memorandum of Understanding (MOU) will need to be reopened and revised regardless of next steps.** Both parties should take the opportunity to ensure the revised document more clearly outlines funding responsibilities and the benefits accorded by the level of investment and maintains specifics only if those specifics will



be enforced. At the time of the original MOU's development, the following was, through that document, assured to be true and to remain funded:

- From Article 15, Element 2, Section 15.1: that a set of Library Minimum Service Standards would be maintained, set out in a high level of detail in Exhibit B, including recommendations for hours, number of seats, number of computers, staff work space square footage, and more.
- From Article 15, Element 2, Section 15.2: that any of the three agencies could “provide additional library services at the Library, at their own cost, and subject to approval by the Lincoln City Council, which approval shall not be unreasonably withheld”
- From Article 15, Element 2, Section 15.4: that “[t]he Library will employ a Library Media Teacher holding a valid credential authorizing services as a librarian issued by the State Board of Education or Commission for Teacher Preparation and Licensing.”
- From From Article 16, Element 3, that “the Library will be open for the public for not less than 64-1/2 hours per week as follows: Monday through Thursday 7:30 a.m. to 8:00 p.m.; Friday 7:30 a.m. to 5:00 p.m.; Saturday 12:00 noon to 5:00 p.m.” In the Library Plan of Service, there is the commitment to having at least 60 hours of service per week and supporting increased hours during exams, when needed.

At the time of this report, despite the MOU not having been reopened or renegotiated, these elements are not in effect and seem to be not in effect without penalty, undermining the value of the MOU as a whole.

The 2003 Library Plan of Service prepared by Stockton Associates also included several factors in developing the plan of service referred to in Exhibit B of the MOU that have changed:

- “The downtown Carnegie Library will continue to serve the community as a library with a change in focus and scope. Together, the two libraries will provide much needed public library services to the Lincoln community.”
- “In order to build the new library and to operate it effectively, the library will need a dedicated and well-qualified staff. For the first full year of operation, the

partnering agencies have agreed to support the equivalent of... 8.8 FTE.” The specific positions are listed to develop that 8.8 FTE figure.

- “Library Technical Services support for acquisitions and cataloging will be provided through an agreement with Sierra College,” which would further free up the 8.8 FTE of staff for direct public service, programming, and outreach.

Furthermore, the Community Library Needs Assessment lays out some rather prescient statements for the future on pages 4-7 and 4-8:

The service population for the Lincoln Public Library is expected to grow phenomenally over the next 20 years. In the 20 years previous to 2000, the city grew over 171%. In the next 20 years, it is expected to grow over 405% over its 2000 population, to 56,575 residents. Much of the future growth will occur between 2000 and 2010. If growth is to be a positive influence on the city, city infrastructure and services must be planned to support the growth and yet maintain the town atmosphere the city's residents want to keep. The city completed a revision of its Strategic Plan in 2002 that addresses these issues.

**What is essential to remember is that funding the status quo is realistically a commitment to a gradual, continuous erosion of services.** In order to maintain the current level of library service — as incomplete as it is in meeting the varied needs of the student population and community members — requires the library’s already thin budget to grow at the pace of inflation and of Lincoln’s population growth.

Replacing the funding lost by Sierra College’s withdrawal by finding a new partner will not maintain a service status quo because that partner will come with service expectations and the need for additional infrastructure to manage the level of investment. Challenges to this approach are discussed in the next section.

## **Adding a new partner — and adding additional services**

The City has been clear in its desire to see a new partner come in to replace Sierra College, but it must be made clear that there is no realistic opportunity to replicate the current joint use agreement.

The current agreement, because Sierra College did not build its anticipated campus, provided a significant benefit in incoming funding without a similar level of service provision. The City will never again be able to find a partner willing to contribute 25% of the overall budget with no discernable return of service or no additions to services offered.

All involved must recognize the current joint use agreement offered some significant benefits for the City and for the City's investment in the Library's budget, as any new partner coming in with such a substantial annual investment will expect to see services that meet their needs commensurate with that investment; this means **even if the City is able to find such a substantial partner, there will not be an increase in access, hours, or service at the Twelve Bridges location.** The same issue of diminishing returns from the previous option remains, even with a new partner, if the City and school district do not step up their investments.

When looking for a partner who could participate at a level similar to Sierra College, there are few options in Lincoln that can meet this need; the United Auburn Indian Community (UAIC) is likely the most notable.

The Lincoln Public Library also does not have the staffing levels necessary to develop the kind of authentic partnership such a large amount of money requires — fundraising and partner management at this level would require a staff member dedicated to finding and then maintaining that funding, and Library Director Kathryn Hunt, who has to be part of the FTE providing direct service, is not able to add such a substantial project or commitment.

Funding this budget gap through a patchwork of small business support or contributions and/or grants is even less realistic, as those funds will require an even more substantial investment of staff time to maintain, collect, and deliver on the funds and the promises that come with those many competing audiences and needs.

When talking about partnership at such a high level, the following needs to be considered:

- The partnership will come with new service expectations, as funders will expect to see a return on their investment;
- The partnership will require coordination of different, and potentially competing, partnership goals, as is already evident in the issues around the Library's service hours;
- There is labor necessary to manage the partnership, the service expectations, the volunteers, the funding, the reporting, etc;
- High-level, high-value, authentic partnership development generally needs at least an 18 to 24 month lead time to develop the partnership — staff time *and* calendar time;
- The Library Director cannot help run the library if she is going to have to create or manage the partnership, nor if she needs to undertake the landscape analysis and needs assessment necessary to approach the right partner, if they exist;
- Even a short-term infusion of cash through partnership requires staff and calendar time.
- Partnership at this level requires staff dedicated to maintaining and reporting on that partnership — as does any move that requires a significant number of volunteers.

As mentioned in earlier sections, the Lincoln Public Library is already operating with a higher investment of volunteer time than its peers and county neighbors, and with the well-established trends in less time investment in social and fraternal organizations such as the Rotary, Kiwanis, etc, in overall community volunteering on a regular, scheduled basis, and in the increasing age of those who volunteer, any increase in volunteerism to support the library is a short-term and labor-intensive exercise at best.

**One last element makes this option a less attractive option: resource allocation for this project would need to start now if there is the hope to be at a place in two years, when the City's current bridge funding commitment ends.** That means, effectively, the Library will have to operate at the 75% level until that partnership is built up, and, without an increase from the City and the school district to avoid further erosion of service, the gap to fund is actually more substantial than the 25% amount.

## **A Funded Model**

Any option that responds to the expressed community needs and incorporates the opportunities the community wants to see requires significant additional investment. This level of investment represents the true cost of services in alignment with expressed City values and community expectations, and planning would need to start immediately so the first steps towards this level of investment can be incorporated into the next fiscal year's budget.

If the City is not willing to start this investment, then it must be acknowledged that Lincoln is not planning on offering library services beyond what is currently available. This is a truth that would be very difficult for the community to accept, and will likely impact the impression new and potential community members have of Lincoln as they look to move into new developments.

Library service is seen as a public good, and there is a great deal of anecdotal evidence that social infrastructure services funded by local government, such as parks, community centers and other facilities, and libraries, are important to attracting the high wage earners and young families who will be looking for and who can afford the low and medium density housing that makes up the overwhelming majority of units being built in the village models. Those new residents are likely coming from areas with established and well-funded library services, and will likely expect a similar level of service to compliment the reasons many may be moving to Lincoln — for the small town feel.

The current Twelve Bridges facility is a true community resource, and a facility to rightly be proud of. At 40,000 square feet, it is large enough that it could potentially support the use of a community of 100,000 people — but not in its current location, geographically isolated from downtown, and not with its current level of staffing.

The vision of the Lincoln community is one of an integration of recreation, community services, and more, and the reality is that the current decision is not to integrate library services into the village concept. If the City cannot sustain services for the population it has right now, it will not be able to offer library services to its new residents, either.

The City should implement a multi-year plan to work towards funding at the average aggregate of the county as a minimum — the \$35.20 per capita mentioned on page 24. At current population levels, that budget would be double, at \$1,862,412. However, this figure will need to grow as population increases over the course of the plan to align spending.

A model of a multi-year plan assuming a static population of 52,000 people is below. This is a pathway that would just put the Library on nearly the same playing field as the County. In effect, it can be considered a corrective action for funding for the current population to bring it in alignment with the County aggregate.

Fiscal Year	Budget Amount	Increase	Per Capita for 52,000 population
2024-25	\$937,422	Current budget	\$18.03
2025-26	\$1,190,526	27%	\$22.89
2026-27	\$1,452,442	22%	\$27.93
2027-28	\$1,771,979	22%	\$34.08
2028-29	\$2,161,814	22%	\$41.57

If the City had been able to maintain the status quo of the plan it expressed in 2008, the current budget would be approximately \$2,242,422, or \$42.95 per capita. This substantial investment would only *just* bring Lincoln’s spending above Placer County’s, and only *just* bring Lincoln above the median spending for the state.

The increase each year would in effect be on average 23%. In the 2025-2026, the percentage is higher to factor in the funding lost from Sierra College. In subsequent years, the percentages provide a consistent pattern for increases that also consider a conservative Consumer Price Index Inflation for 2025 of 2% as a guidepost.

Again, this major need for additional investment would only bring Lincoln in line with a County-funded system that is seen by many Lincoln stakeholders as inferior. Quantitatively, this level of investment would bring Lincoln just barely into the top 50% of funding per capita when using the State's public library funding statistics as a method for benchmarking. This model is a demonstration of how far funding for library services in Lincoln have been allowed to fall.

The 2008 General Plan estimates a population of 130,000 or more by 2050, and that is only 25 years away — even if there is no per capita increase in funding, at the 2025 per capita level of funding, \$18.03, that requires a budget of \$2,343,900 for 130,000 people. The City needs to be continually investing just to keep pace.



## Future Considerations for Library Service

When gathered through multiple modes of community engagement, the aspirations of the community are clear: **community members are proud of their library, and want more access.** The community needs and aspirations Lincoln needs to keep in mind to support future planning are really that simple — though, as this report has shown, will not be simple to achieve or to fund.

### Increased Hours

Most immediately, the City should explore ways to support what can at least be perceived as additional hours at the Twelve Bridges location. The current hours were determined via historic use patterns and a community survey, but the reality of the interest in and need for library hours means it will be difficult to find a schedule via consensus. Students, even among themselves, have competing needs: they need access during school hours and free periods, which include early morning hours, and want access to the library for homework and gathering opportunities after their afterschool activities are completed — so after 5pm — as well as on weekends. The morning needs of the school compete with the evening and weekend needs of the community.

Recommendations in this consideration include:

- The City should try to avoid options that result in a reduction of hours, preserving the current average of 36 hours of access a week as a minimum.
- Moving away from the current schedule where the Library has consistent hours and implementing a schedule with some morning and some evening hours. Access via hours should be prioritized in accordance with the investment allocations.
- Undertaking a plan for investment, including in partnership with the school district that focuses on their investment in staffing to support library access, that would result in additional hours of access at the Twelve Bridges location.

## **Exploring Different Modes of Access**

Just about one in four survey respondents favored options for easing access to borrowing, such as the expansion of Library Hold Lockers, adding branches throughout the City, or providing pop-up Library services on a regular schedule or at community events. Nevertheless, easing and increasing access was the top concern in community and stakeholder engagement, emerging as a top priority for the Board and staff. This means that options distinct from those cited in the survey need to be explored.

Particularly through the design thinking based engagement opportunities, when participants were asked to work with one another to better understand their needs for library service as community members and then propose solutions, no matter how ambitious, alternative forms of access were by far the most prevalent solution. The ideas included:

- Supported transportation for community members to get to the library; the need for better public transportation to the library was also expressed in the survey and through other community engagement;
- Additional book lockers, including at grocery stores or gas stations, prioritizing their locations for ease of community access;
- Service engagement with retirement communities;
- Re-engaging the Carnegie location as an event hub, even if the facility itself was only used for storage and the events took place on the plaza out front;
- Equipment, including small vans or other vehicles, to support pop-up library service provision around the community, which might include retirement communities, in village commercial centers as they develop, and in parks;
- A bookmobile.

All of these service ideas are programs used by libraries across the country, so as Lincoln sought to research or implement any of these ideas, the Library would be able to learn from the knowledge and experience of peers.

Recommendations in this consideration include:

- Improve signage for the Twelve Bridges location, so community members know there is indeed a public library there. While this doesn't increase access, it does increase the perception of access.
- Additional book lockers and funding for a bookmobile are the kind of projects that can gather significant fundraising support, and it is a more realistic approach to direct community-based fundraising towards these tangible options that expand the definitions of library service. Starting a fundraising campaign for what is needed to expand at least the perception of additional access in the immediate future would take advantage of the interest the community has in supporting the Library.
- Place a book locker or a library collection vending machine on the plaza in proximity to the Carnegie to take a first step in returning library service to the downtown.
- Use the resources available within other City departments to explore the feasibility of using the Carnegie as some kind of community-focused space with a library presence.

An important factor to note is that even with unstaffed models like book lockers or a book vending machine, there is a staffing requirement to service them. Depending on the number of unstaffed locations and the distance between them, the level of use of the unstaffed options, and the materials movement necessary to support their use, the Library would likely need 20 to 40 hours a week for service, or .5 to 1 FTE.

### **Ensuring Library Service is Incorporated in the Village Model**

As new villages come online, the City does need to make a commitment to some kind of library presence, whether it is additional book locker pick up options, bookmobile stops, small self-service locations like King County Library System's (KCLS) [Redmond Ridge Express](#), or a small staffed branch.

This would be in alignment with the vision of Lincoln that the City is communicating through their various village and annexation plans — walkable, neighborhood oriented areas of the community, where community members, especially as Lincoln (and its

traffic) grows, will not have to drive to distant areas of the community to access services. Moving around a city of 100,000 or 140,000 is very different from moving around a city of 50,000 — traffic and access will only grow as an issue, even if only as a perceived issue.

This option likely includes a re-look at how Public Facilities Elements (PFE) fees are collected and their expectation for use. As each new development brings these fees to the municipality, they should be designed at a level to support the development of town infrastructure in response to increased demand on municipal services.

Currently, the Library uses PFEs in alignment with the constraint that they be used for capital funding, using the fees to support the collection, since books qualify as a capital expenditure. However, this places a core library service — and the service most mentioned across engagement efforts — subject to the variables of these fees and, along with the substantial investment in the collection from the Friends of the Lincoln Library, hides the level to which both the City and the school district are underfunding the collection.

Recommendations in this consideration include:

- Incorporating the full costs of supporting the Library collection annually into the budget supported through the joint use agreement, which means additional investment from both the City and school district.
- At minimum, clarify the expectations for what PFEs are intended to fund, and explore ways they could be collected and/or saved to ensure money is available for a library presence in each village. More information on this is in the following section, “Notes on Developing the Paths Forward.”
- Engage a community group that includes library and city staff to research potential modes of library access for the villages.
- Consider how the City and school district can extend the kind of cooperation that exists in the Twelve Bridges location to other school facilities already planned for the village annexations.

## **Supporting the Library Financially**

The exploration or development of alternative funding options or methods was beyond the scope of this project, but it is clear that the City needs to explore alternative methods for ensuring consistent financial support at the level needed by the community.

Recommendations in this consideration include:

- Ensuring the City and school district fully support the ongoing, annual, core services of the Library. This would allow community fundraising, partnership agreements, and the support of the Friends of Lincoln Library to be directed towards non-core service expansions, pilot projects, and one-time costs, so that the Library is less vulnerable to changing funding or support.
- Exploring a new approach to the use of PFE funds.
- Investigating a tax measure to increase general fund revenue.
- As suggested in Library Director Kathryn Hunt's February work session with Council, investigating whether there is potential funding from the County for County patrons using library services in Lincoln.

## **Notes on Developing the Paths Forward**

In the case of the Lincoln Public Library, there appears to be broad support for the Library, its services, and its importance to the community from its stakeholders, including City leadership and City Council. While this is an excellent place to start, as the potential paths forward highlighted in the last section demonstrate, that support needs to be backed by tangible financial investment, particularly for staffing.

The findings of this report provide an analysis built on the information we as consultants were able to obtain and observe; as with any community-focused engagement process, there will be community members whose experiences and backgrounds are not as well-represented as they might be, and perspectives on the library and its future that are not reflected. We offer these following observations as points of interest — while their presence does not change the recommendations we have made for the paths forward, it is important the City note these gaps.

### **The Need to Strengthen Stakeholder Relationships**

The Lincoln community seems open and willing to engage with the Library and offer its support, but that support may be limited to a more shallow or transactional relationship.

Deeper or potentially more meaningful engagement was more challenging, even when directly engaging with community members that fit the survey profile. This does not bode well for the kind of sustained engagement and advocacy on the part of Library stakeholders and the community that will be necessary to ensure access to library services. For example, while the Library put together a strong team of advocates and stakeholders, the Project Planning Team was hobbled due to team members unable to make meetings and team members not fully participating in community engagement work, such as interviews with community members and stakeholders. In another example, over the course of the project, the Library offered multiple opportunities for the community to engage through a variety of methods, but did not have attendance at virtual sessions or opportunities held in the evening.

Regardless of which option the Library or City chooses to move forward, there will need to be substantial work on the part of advocates and stakeholders to connect with

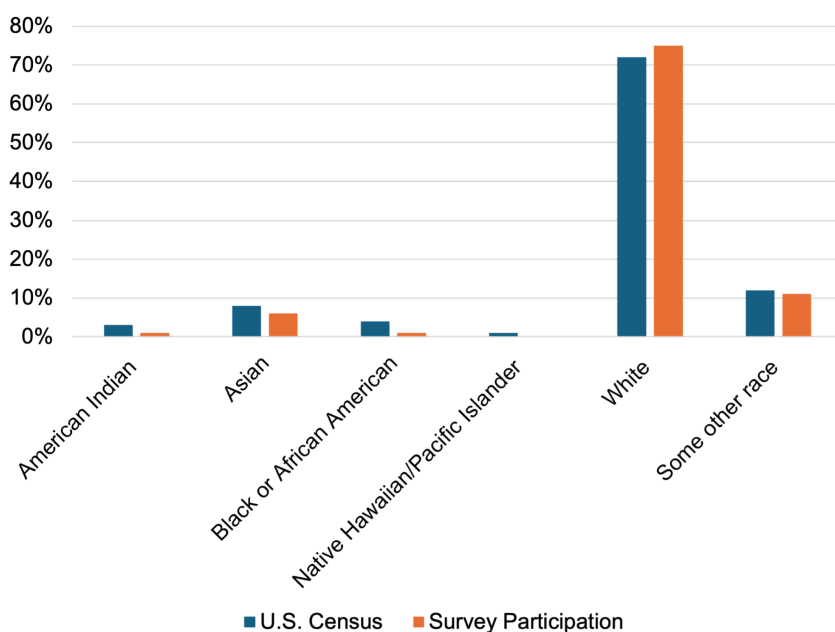
community members, city leadership, and potential partners in the community. This will be especially crucial if the Library is expected to move forward in obtaining operating funds through partnerships.

### **Ensuring Diverse Perspectives**

Constructive Disruption consultants worked with Library staff and the Project Planning Team to identify ways to reach out to Lincoln's diverse communities as part of this study. For example, the Project Planning Team participated in a community mapping exercise, which is a tool used to bring to the forefront community groups and community perspectives unlikely to be represented in a broad call for engagement, ensuring a project has the opportunity to learn from the experiences of a more diverse cross-section of the community.

However, as noted above, the Project Planning Team was not able to complete their outreach to the community groups and members they identified, leaving notable gaps in representation. Some of this was mitigated by the teen interns undertaking some interviews, and by engaging with young people through the Read Across Lincoln program, incorporating input from students across the community. The City and the Library also, in some cases, did not feel they had a strong enough relationship with key groups to reach out as part of the engagement process, with the United Auburn Indian Community as a notable example.

In addition, the survey, which could be taken electronically and anonymously and took 5 minutes or less to complete, had a large, generally homogeneous set of respondents. 1,847 community members shared their thoughts.



Survey participation by race is reflective of the general population of white people. However, survey participation by ethnicity was not. The American Indian and Black/African American communities in Lincoln are small, yet they are significantly under-represented.

The Latino community makes up 19% of the City of Lincoln population according to the U.S. Census American Community Survey (2024). That's nearly 1 out of 5 residents. Just 9% of the Latino population participated in the survey. This indicates that there is significant under-representation from this large segment of the population.

The Library must invest in cultivating strong, mutually beneficial relationships with community groups and members outside of those traditionally represented by the profile of the survey respondents or who are traditionally part of planning processes. This would ensure, in times of crisis, those relationships are already strong and are not and would not be perceived as extractive.

### **Using the Public Facilities Elements (PFE) Fees to Support Access**

Exploring the opportunity for alternate uses for the PFE fees are beyond the scope of this study, but there is a strong sense that the PFEs should be reallocated to truly support capital needs beyond those in the collection. Ongoing costs for the library collection, as a core service, and the most accessed service, should be incorporated fully into the municipal budget and should not rely upon PFEs or support for the Friends.

In exploring future models, we believe the City needs to pick up the collection costs so PFE fees can go for their true intention: providing funds to broaden library access across the city. The City may need to charge more if the funds are intended to help capital costs of new facilities in the village model, as estimates show the funds collected are not enough to fund a branch.

Even if the PFEs cannot be used to support additional truly capital expenses like a small branch in each village, taxes will eventually burst upwards and a new gap will open in the Library's budget when, down the road, the PFEs invariably sunset.



## Methodology and Resources

The Constructive Disruption team, in concert with library leadership and the project planning team, applied multiple data collection methods during the planning process. The project planning team was comprised of the following members:

- Carol Judd, Lincoln community member
- Celina Salas, Latino Leadership Council
- Erin Frye, City of Lincoln
- Gloria Irey, Library Advisory Board
- Heather Pierce, WPUUSD, Library Advisory Committee
- Karen Lindh, Friends of the Lincoln Public Library
- Karen Van Gundy, Lincoln Public Library staff member
- Kathryn Hunt, Lincoln Public Library Director
- Linda Derosier, Friends of the Lincoln Public Library
- Lynne Snyder, Library Advisory Board
- Paul Radcliffe, Rotary International
- Rene McGrath, Lincoln community member
- Richard Pearl, City Councilmember
- Samuel Schlafer, Lincoln Public Library staff member

The methods included background research, a community survey, external and internal focus groups, various virtual and in-person community-focused sessions, and stakeholder interviews. These multiple methods and their respective analytic components provided for a triangulation of data, in support of the development of a robust and reliable foundation for a community needs assessment and conceptualization of a modern public library.

### Survey

The design of the survey questions provided an opportunity for individuals to rank priorities and express ideas as they relate to: the Library as a community space; the library as a community builder through its public programming; and, the library as a content provider.

The survey provides a set of quantitatively based insights about how people see themselves using library spaces, participating in library programs and activities, and borrowing content from the library. This information supports a data-based approach to decision-making about library facilities. It also complements the information and insights gathered through the focus groups and the stakeholder interviews.

### **External Focus Groups and Stakeholder Interviews: Participant selection**

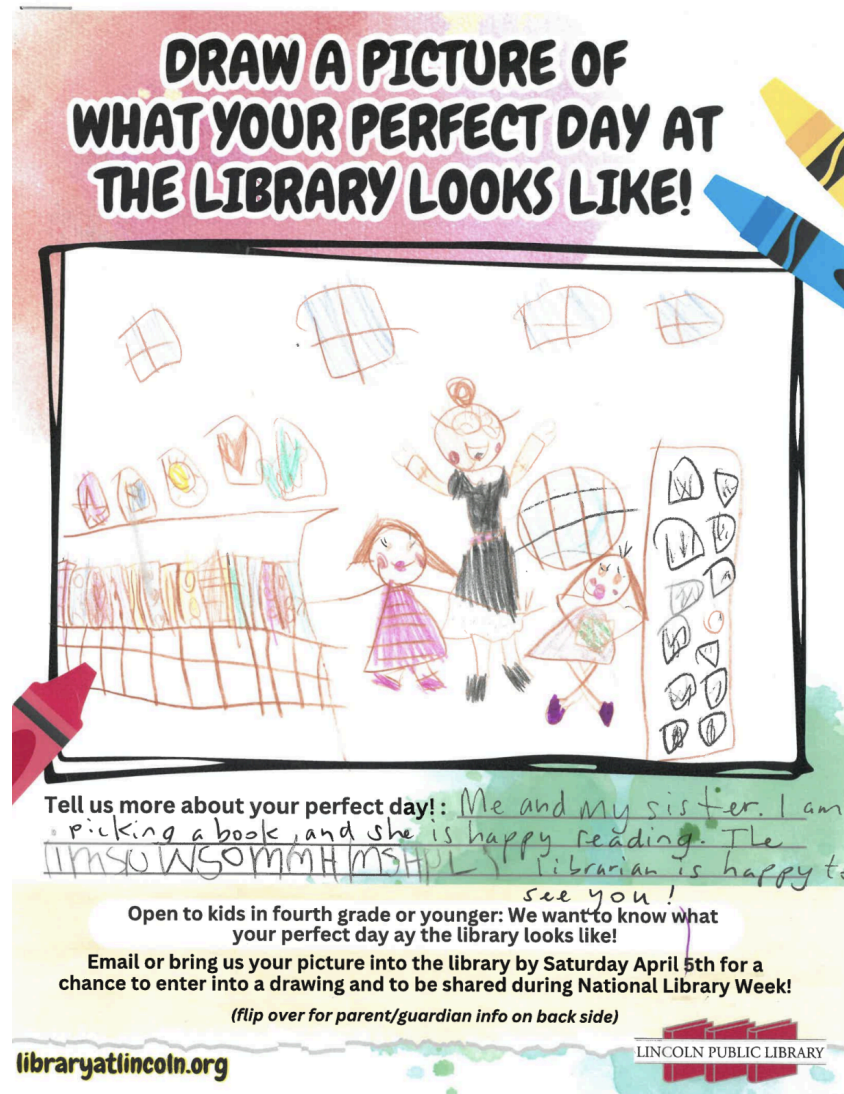
The participants in external focus groups were identified using community mapping, a process that draws upon an organization's internal expertise to identify stakeholders across an entire community. The project planning team mapped Lincoln, and this provided the basis for outreach for focus group and stakeholder interviews. By its very nature, this approach supports diversity and inclusion, so that focus group and interview engagement methods capture voices that represent as many segments of the community as possible.

### **Focus Groups, Stakeholder Interviews, and Community Town Halls/Cafés**

The majority of the focus groups, stakeholder interviews, and community town hall/café options were facilitated using the Aspen Institute's SOAR method. A **S**trengths, **O**pportunities, **A**spirations, **R**esults (SOAR) analysis is a strategic planning tool that focuses an organization on its current strengths and vision of the future for developing its strategic goals. SOAR engages at all functional areas of an organization, focusing on what is currently done well rather than concentrating on perceived threats and/or weaknesses (as is the case with the SWOT method).

In these focus groups and stakeholder engagements, the conversations were not constrained to focus exclusively on Lincoln Public Library services as they are currently delivered. Rather, they were sufficiently broad so that reflection and insights considered the Library in the context of the whole community. The premise is that the libraries are a constituent part of the community fabric and all are best served by taking an integrated approach to considering its role and impact on residents. This outlook is in complete alignment with the City of Lincoln's village concept.

In addition, the project offered the opportunity for community members and staff to engage in sessions using Stanford's design thinking process to unearth potential new solutions to the community's most critical needs for library service.



Below is a summary of engagements:

- January 2, 2025: All Staff Session
- February 4, 2025: City Council work session led by Library Director Kathryn Hunt
- February 5, 2025: Library Board focus group
- February 6 and 8, 2025: Virtual community town halls
- March 2025: Design activity for students up to grade 4 in the March Read Across America program (see an example to the left)
- March 2025: Teen Council members held

one-on-one interviews with peers

- March 19, 2025: In-person staff design thinking session
- March 20, 2025: In-person community member design thinking session
- March 20, 2025: In-person drop-in community café

### **Information Sharing and Digital Engagement**

Library Director Kathryn Hunt created a project website (<https://www.lincolncalibrary.org/en/parks-recreation-and-activities/library-community-outreach-2025.aspx>) to highlight the work of the project and invite community members throughout the process to continue to share information. The website provided an additional pathway for community input through a form that encouraged community members to engage with the four drop-in community café questions, ensuring community members who were unable to attend in person could still participate.

## Resources

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## About Constructive Disruption

Constructive Disruption (<http://www.constructivedisruption.info>) is a woman-owned consultancy based in Oregon focusing on strategy work for local government and libraries. Constructive Disruption's planning processes are built with a collaborative, future-focused mindset at the heart; our strengths-based, human-centered approach sets our consultancy work apart.

The Constructive Disruption consultancy functions as a cooperative, bringing together expertise tailored to each project. Team members are located across the United States; we pool our knowledge and experience in the belief that collaborators with different viewpoints create superior end products. For the Lincoln Library Funding and Community Aspirations Report, our team included:

- **Stephanie Chase** (she/her). Stephanie has more than 20 years of experience in public libraries on both the east and west coasts, having served as a library director or in executive leadership in small and rural public libraries as well as at Multnomah County (OR) Library, The Seattle Public Library, and the Hillsboro (OR) Public Library. Stephanie is the Founding Principal of Constructive Disruption and currently the Executive Director of the Libraries of Eastern Oregon, a 15-county resource sharing cooperative, and serves on the American Library Association's Executive Board.
- **Judah Hamer** (he/his). Judah Hamer has deep experience in public and school libraries, with a career spanning over three decades. His areas of expertise are organizational development, knowledge management, and interactional analysis. In addition to more than 30 years in library service, Judah has taught extensively at the School of Communication & Information, Rutgers University (NJ) and is currently the Human Resources Manager for the Boston Public Library.

**We believe in working together to break down barriers to progress.**





CONSTRUCTIVE  
*disruption*