

CITY OF  
**FOLSOM**  
DISTINCTIVE BY NATURE

CITY OF FOLSOM  
LIBRARY COMMISSION AGENDA  
REGULAR MEETING  
FOLSOM PUBLIC LIBRARY  
411 STAFFORD STREET, FOLSOM, CA  
January 17, 2023  
6:30 p.m.

**Notice Regarding Remote Participation**

Effective July 7, 2022, the City of Folsom is returning to all in-person City Council, Commission, and Committee meetings. Remote participation for the public will no longer be offered. Everyone is invited and encouraged to attend and participate in City meetings in person.

**1) Call to Order**

**2) Roll Call**      **Commission Members:**    Kathryn Allaman\_\_\_\_      Julie Moore\_\_\_\_  
Vijay Jonnalagadda\_\_\_\_ Colleen Shannon\_\_\_\_  
Dianna L a n e y \_\_\_\_ J e s s i c a Xu\_\_\_\_  
Pending \_\_\_\_\_

**3) Oath of Allegiance–Library Commission**

- a. Kathryn Allaman
- b. Julie Moore
- c. Colleen Shannon
- d. Jessica Xu

**4) Election of Chair and Vice Chair**

5) Business from the Floor

6) Approval of Minutes

- a. November 15, 2022

7) Old Business

- a. Review Library Master Fee Schedule

8) Reports & Presentations

- a. Monthly Statistics
  - i. November 2022
  - ii. December 2022

9) Library Director's Report

10) Commissioner Comments

11) Adjournment

**Notice:**

*As presiding officer, the Library Commission Chair has the authority to preserve order at all Library Commission meetings, to remove or cause the removal of any person from any such meeting for disorderly conduct, or for making personal, impertinent, or slanderous remarks, using profanity, or becoming boisterous, threatening or personally abusive while addressing said Commission, and to enforce the rules of the Commission. In compliance with the Americans with Disabilities Act, if you are a disabled person and need a disability – related modification or accommodation to participate in this meeting, please contact the library at 916-461-6145. Requests must be made as early as possible and at least one-full business day before the start of the meeting. Any documents produced by the city and distributed to the Library Commission regarding any item on this agenda will be made available at the Folsom Public Library located at 411 Stafford Street, Folsom, California during normal business hours and online: <https://www.library.folsom.ca.us/about/library-commission>.*

**LIBRARY COMMISSION MINUTES**  
**Regular Meeting**  
**November 15, 2022**

**1) Call to Order**

The meeting was called to order at 6:35 p.m. by Commission Chair Moore.

**2) Roll Call**

**Present:** Commissioners: Hutto, Jonnalagadda, Moore, Shannon.

**Absent:** Commissioners: Batt, Laney, Zhang.

**3) Approval of Minutes**

Commissioner Jonnalagadda moved to approve the October 18, 2022, Minutes as written. Commissioner Hutto seconded. Motion carried.

AYES: Commissioners: Hutto, Jonnalagadda, Moore, Shannon.

NOES: Commissioners: None.

ABSENT: Commissioners: Batt, Laney, Zhang.

ABSTAIN: Commissioners: None.

**4) Business from the Floor**

None.

**5) Reports & Presentations**

- a. Library Director Thomas Gruneisen presented the monthly statistics for October 2022. He explained that indicators are pointing towards a library that is recovering from the pandemic but has not yet returned to pre-pandemic levels. He then presented a report on database use from the past year. Instead of including a monthly aggregate report use using incomplete, future database reports will happen at fewer times throughout the year but include greater detail.

- b. Library Director Gruneisen responded to comments and questions from the Library Commission.

## 6) New Business

- a. Revisions to the Master Fee Schedule that was established in 2015, revised in 2016, and renewed in 2019 (Resolution No. 01297).

Aware that the Library Commission in 2021 voted unanimously to recommend the removal of fines from Folsom Public Library's Master Fee Schedule, Library Director Gruneisen presented the current schedule and sought the Commission's input on whether that was still its recommendation. This recommendation will then be presented to the Commission at the start of its new term in 2023, and if moved forward, will be presented to the City Manager for approval by the City Council.

After discussion, the Commission recommended the following:

LB-1 Adult and Teen books and audio books - Extended Use (Fine): **All commissioners recommended removing this fine.**

LB-2 High-Demand Express material - Extended Use Fee (Fine): **Three commissioners recommended removing this fine; one commissioner recommended keeping it at its current rate.**

LB-3 Children's books and audio books - Extended Use Fee (Fine): **All commissioners recommended removing this fine.**

LB-4 DVD's Music CD's, and specialty kits - Extended Use Fee (Fine): **All commissioners recommended removing this fine.**

LB-5: [No fee in place]

LB-6 Returned check fee: **All commissioners recommended keeping this fee.**

LB-7 Library card replacement (Fine): **All commissioners recommended removing this fine.**

LB-8a Self-service copy charge - (B & W): **The Commission requested additional information on the costs of printing.**

LB-8b Self-service copy charges - (Color): **The Commission requested additional information on the costs of printing.**

LB-9 Hold re-shelving fee - per item (Fine): **All commissioners recommended removing this fine.**

LB-10 Interlibrary loan/item (plus add'l lending library fees): **The Commission requested additional information on this item.**

LB-11 Lost or damaged materials in Folsom collection: Up to cost item plus \$5.00 processing fee: **All commissioners recommended keeping this fee.**

LB-12 Lost or damaged materials from inter library loan - Up to cost of item, plus charges from lending library, plus \$5.00 local processing fee: **All commissioners recommended keeping this fee.**

LB-13 Referral fee for material and fee recovery services (for accounts with billed overdue materials and total outstanding charges of \$25 or more): **All commissioners recommended keeping this fee.**

**b. Recommendation for next term's on-boarding and items for consideration.**

Library Director Gruneisen asked if Library Commissioners had any recommendations to assist new commissioners at the start of their next term.

Commissioner Hutto believed it would be beneficial for new commissioners to go over prior meetings minutes to see what was previously discussed and what are still open items.

Commissioner Jonnalagadda agreed with Commissioner Hutto and suggested giving new commissioners an overview of what can be loaned from the library in addition to books.

Commissioner Shannon suggested giving an overview of how the commission meetings are run, e.g., explaining what the Monthly Statistics Report and Brown Act are; as well as covering information such as who the library's partners are, and what the Friends of the Library do.

Commissioner Moore recommended a Tour of the Library. Previous Library Director Lori Easterwood had taken the commissioners on a tour of the library, including the behind-the-scenes staff area.

## 7) Library Director's Report

Library Director Gruneisen reported on the following:

- Lisa Newlin has joined the library as the new Circulation Coordinator. She starts tomorrow November 16.
- Library Director Gruneisen thanked the commissioners for their work on recommending options for the future of the Einstein Café. The City Council was grateful for their service and directed staff to pursue the Commission's first recommendation of offering the space to the Friends to operate as a bookstore with possible café amenities.
- Additional State Park Day Passes were awarded. The library has been awarded an additional 100 California State Parks Passes, greatly increasing their availability.
- Library Director Gruneisen thanked the Library Commissioners for their service for this term. Especially for commissioners whose term will end on December 12th, their service is appreciated.

## 8) Commissioner Comments

Commissioner Hutto mentioned that she will not be reapplying for next term. She said it was both educational and a pleasure serving for 6 years in the library commission. She was happy to see that during her term that the Book Drop parking space was created after years of proposing it. She said it was wonderful working with all the other commissioners as well as Library Director Gruneisen. She hopes to cross paths again with everyone.

Commissioner Jonnalagadda said that he will miss Commissioner Hutto and thanks her for her service. He was proud of how the library has transitioned through the pandemic. He is really excited to continue to work with Library Director Gruneisen. Commissioner Jonnalagadda is interested in knowing the process on the decision making on which books to order and how many copies. He would love to see more copies ordered for those more popular books to keep the wait times shorter.

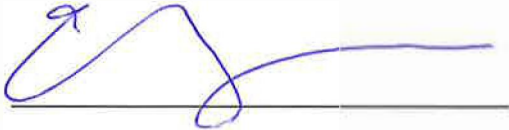
Commissioner Shannon said it has been a pleasure and highly educational serving the commission for the last four years. Her only disappointment is that during her term the commission did not accomplish making Folsom library fine free. She felt they were so close. Her term is ending but she will reapply.

Commissioner Moore stated that this is also the end of her four-year term and she will reapply. She said it has been educational and interesting seeing the connection between her work as a school librarian and being on the Library Commission.

Commissioner Moore appreciates all the support this library gives to its community. She thanks Library Director Gruneisen for his continued support on eliminating fines.

9) **Adjournment**

Meeting adjourned at 7:45 p.m.



Elizabeth Maximo  
Secretary to the Library Commission



	Oct. 2022	Nov. 2022	Nov. 2021	YTD 22-23	YTD 21-22	%Change	
All items checked out or renewed in Folsom	37,648	<b>39,075</b>	39,253	<b>208,820</b>	219,375	-5%	
Folsom items checked out or renewed system wide	48,073	<b>46,622</b>	44,990	<b>251,534</b>	256,640	-2%	
eBook/eAudio items checked out (Overdrive & Enki)	4,969	<b>4,930</b>	4,580	<b>26,747</b>	24,168	11%	
Self check usage	53%	<b>52%</b>	52%	<b>52%</b>	49%	6%	
Public Computer Sessions	1,284	<b>1,116</b>	700	<b>6,431</b>	3,611	78%	
Website Visits	12,279	<b>11,865</b>	10,284	<b>68,378</b>	58,410	17%	
Library visits - In Building	14,283	<b>14,461</b>	10,655	<b>76,635</b>	60,142	27%	
New library cards issued	250	<b>271</b>	197	<b>1,543</b>	1,120	38%	
Number of items <b>loaned</b> to other libraries	4,365	<b>3,701</b>	4,384	<b>21,830</b>	26,884	-19%	
Number of items <b>borrowed</b> from other libraries	4,614	<b>4,211</b>	4,065	<b>24,220</b>	26,582	-9%	
Items added (physical items)	1,163	<b>775</b>	604	<b>4,852</b>	4,509	8%	
eItems added - <b>Northnet Consortium</b>	283	<b>397</b>	493	<b>1,567</b>	2,022	-23%	
eItems added - <b>Folsom only</b>	42	<b>33</b>	47	<b>190</b>	247	-23%	
Volunteer hours worked:							
	<b>Shelving</b>	34	<b>30</b>	51	<b>167</b>	227	-26%
	<b>Library Programs</b>	49	<b>79</b>	0	<b>411</b>	139	196%
	<b>Miscellaneous</b>	90	<b>111</b>	101	<b>520</b>	534	-3%
	<b>Total</b>	173	<b>220</b>	152	<b>1,098</b>	900	22%
Programming(# held/attendance):							
	<b>Adult</b>	11/131	<b>7/55</b>	2/14	<b>39/292</b>	13/160	200%/82%
	<b>Teen</b>	1/36	<b>1/30</b>	1/18	<b>3/111</b>	3/54	0%/105%
	<b>Youth</b>	43/1839	<b>40/1780</b>	22/759	<b>209/10301</b>	116/4490	80%/129%
	<b>Outreach</b>	3/1008	<b>12/417</b>	2/26	<b>22/1579</b>	6/73	267%/2063%
	<b>Tours</b>	6/197	<b>1/17</b>	1/33	<b>10/327</b>	3/142	233%/130%
	<b>Total</b>	64/3211	<b>61/2299</b>	28/850	<b>283/12610</b>	141/4919	101%/156%

**Total Items in Collection:** 95,058  
**Total Items in Digital Collection (Folsom & Consortium):** 101,932  
**Total Registered Borrowers:** 35,289





	Nov. 2022	Dec. 2022	Dec. 2021	YTD 22-23	YTD 21-22	% Change	
All items checked out or renewed in Folsom	39,075	<b>37,040</b>	37,152	<b>245,860</b>	256,527	-4%	
Folsom items checked out or renewed system wide	46,622	<b>43,952</b>	45,288	<b>295,486</b>	301,928	-2%	
eBook/eAudio items checked out (Overdrive & Enki)	4,930	<b>4,512</b>	4,808	<b>31,259</b>	28,976	8%	
Self check usage	52%	<b>50%</b>	51%	<b>52%</b>	20%	160%	
Public Computer Sessions	1,116	<b>1,108</b>	760	<b>7,539</b>	4,371	72%	
Website Visits	11,865	<b>12,142</b>	10,544	<b>80,520</b>	68,954	17%	
Library visits - In Building	14,461	<b>12,419</b>	10,181	<b>89,054</b>	70,323	27%	
New library cards issued	271	<b>201</b>	152	<b>1,744</b>	1,272	37%	
Number of items <b>loaned</b> to other libraries	3,701	<b>3,899</b>	4,677	<b>25,729</b>	31,561	-18%	
Number of items <b>borrowed</b> from other libraries	4,211	<b>4,391</b>	4,417	<b>28,611</b>	30,999	-8%	
Items added (physical items)	775	<b>764</b>	923	<b>5,616</b>	5,432	3%	
eItems added- <b>Northnet Consortium</b>	397	<b>366</b>	240	<b>1,933</b>	2,262	-15%	
eItems added - <b>Folsom only</b>	33	<b>76</b>	64	<b>266</b>	311	-14%	
Volunteer hours worked:							
	<b>Shelving</b>	30	<b>31</b>	41	<b>198</b>	268	-26%
	<b>Library Programs</b>	79	<b>78</b>	0	<b>489</b>	139	252%
	<b>Miscellaneous</b>	111	<b>90</b>	73	<b>610</b>	607	0%
	<b>Total</b>	220	<b>199</b>	114	<b>1,297</b>	1,014	28%
Programming(# held/attendance):							
	<b>Adult</b>	7/55	<b>6/28</b>	2/14	<b>45/320</b>	15/174	200%/84%
	<b>Teen</b>	1/30	<b>1/35</b>	1/13	<b>4/146</b>	4/67	0%/118%
	<b>Youth</b>	40/1780	<b>45/1778</b>	21/757	<b>254/12079</b>	137/5247	85%/130%
	<b>Outreach</b>	12/417	<b>3/277</b>	0	<b>25/1856</b>	6/73	317%/2442%
	<b>Tours</b>	1/17	<b>0</b>	0	<b>10/327</b>	3/142	233%/130%
	<b>Total</b>	61/2299	<b>55/2118</b>	24/784	<b>338/14728</b>	165/5703	105%/158%

**Total Items in Collection: 94,869**  
**Total Items in Digital Collection (Folsom & Consortium): 103,349**  
**Total Registered Borrowers: 35,505**

**LIBRARY COMMISSION ACTION**

In recent years, the efficacy of leveraging late fines to promote the timely return of library materials has come under scrutiny. Upon consideration of the operational and customer service challenges that come with the current fine structure, particularly at a time when neighboring systems have eliminated such fines, the Library Commission under Director Lori Easterwood voted unanimously to recommend the removal of fines in 2021. That recommendation was reaffirmed by the Library Commission under Director Thomas Gruneisen at the close of its term in 2022. Staff are requesting that at the start of its new term, the Library Commission reaffirm or modify the recommendations of past commissions for presentation to the City Council.

At the same time, this proposed revision to the library’s Master Fee Schedule has led the library to reevaluate its current fees for public printing and for interlibrary loan requests. To become cost neutral in these areas, the library recommends increasing the fee for these services.

Revisions to the Master Fee Schedule require the recommendation of the City Manager to City Council.

**BACKGROUND/ISSUE**

The current Library Master Fee Schedule was established in 2015, revised in 2016, and renewed in 2019 (Resolution No. 01297). The current schedule with proposed revisions is:

**Library Master Fee Schedule**

#	Service	Revised Fee	Current Fee
LB-1	Adult and Teen books and audio books – Extended Use Fee (Fine)	\$0.00/ day per item	\$0.25/ day per item - \$5.00 max/item
LB-2	High-Demand Express materials – Extended Use Fee (Fine)	\$0.00/ day per item	\$1.00/ day per item - \$5.00 max/item
LB-3	Children’s books and audio books - Extended Use Fee (Fine)	\$0.00/ day per item	\$.05/ day per item - \$1.00 max/item
LB-4	DVDs, Music CDs, and specialty kits- Extended Use Fee (Fine)	\$0.00/ day per item	\$.25/ day per item - \$5.00 max/item
LB-5	--	--	--
LB-6	Returned check fee	City standard fee (see Finance)	City standard fee (see Finance)
LB-7	Library card replacement fee (Fine)	\$0	\$1
LB-8a	Self service copy charges - (B & W)	\$.XX/page	\$.15/page
LB-8b	Self service copy charges - (Color)	\$1.00/page	\$.50/page
LB-9	Hold re-shelving fee - per item (Fine)	\$0	\$1
LB-10	Interlibrary loan/item (plus add'l potential fees from lending library)	\$5	\$3

LB-11	Lost or damaged materials in Folsom collection	Up to cost of item plus \$5.00 processing fee	Up to cost of item plus \$5.00 processing fee
LB-12	Lost or damaged materials from inter library loan	Up to cost of item, plus charges from lending library, plus \$5.00 local processing fee	Up to cost of item, plus charges from lending library, plus \$5.00 local processing fee
LB-13	Referral fee for material and fee recovery services (for accounts with billed overdue materials and total outstanding charges of \$25 or more)	\$10	\$10

During the past five years, libraries across the United States have seen a dramatic and widespread shift in the way they leverage fines. Recognizing that the primary purpose for charging overdue fines is to increase the accessibility of the collection by disincentivizing patrons from keeping items for an extended period of time, libraries began to look more critically at whether the mechanism of imposing fines has acted to increase or decrease access to the library’s collection.

Since then, research in this area has consistently indicated that the imposition of late fines has a marginal effect on whether or how long items are kept overdue and may instead adversely affect item return rates. A more pronounced effect, however, is that while fines have only a small impact on the library budget, they have a larger negative impact on the goodwill of residents and their willingness to use the library.

Encouraged by these findings and appreciative of the benefits gained by the suspension of fines during the pandemic, libraries in our region have increasingly discontinued the collection of late and manual fines while retaining charges for lost or damaged items. In our region, Yolo County discontinued charging late fines in 2021 and was followed shortly after by Sacramento Public Library (SPL). Woodland Public Library, Lincoln Public Library, and Loomis Public Library are fine-free, while the collection of fines in Colusa County Library remains suspended.

At the same time, while promoting access to its services, it is important that the library remain a responsible steward of public funds. In assessing its current Master Fee Schedule, staff found that the current fees for public printing are insufficient to recoup expenses in this area. Similarly, although loan requests for items from Sacramento, Colusa, and Sutter Counties remain free to Folsom Public Library customers, requests from outside these counties must be manually submitted and require considerable staff time to process; additionally, at this time there often exists alternate avenues for requesting these items or their equivalents at lower cost to Folsom Public Library. Accordingly, the fees for these services have been adjusted to restore cost neutrality.

## ANALYSIS

The experience of Folsom Public Library staff concurs with that of the wider library profession that while charging customers late fines has only a small impact on our budget (0.5% for FY2022), it has a significant impact on our ability to serve our residents. Whether customers avoid using library services

due to inconvenience or financial necessity, these charges create a barrier to access and present Folsom Public Library as a second-rate service when considered alongside its peers.

This issue has come particularly to the fore following the decision by SPL, our major partner with which we have reciprocity agreements, to remove late and manual fines. Folsom Public Library patrons benefit from that partnership and widely use our neighbor's facilities and materials.

Accordingly, in staff interactions with Folsom residents, attempting to explain why some late items on their accounts are returned for free, whereas some are literally being "nickel and dimed", has created confusion, frustration, and embarrassment, especially when residents find that their home library is the one doing the charging, whereas Sacramento County allows the items to be returned for free.

Similarly, some Folsom residents have found that because SPL's systems are defaulted to waive fines on check-in, it is preferable for them to return their items to Sacramento County instead of to their local Folsom Public Library. Other Folsom residents have found that agents at the main SPL call center are willing to waive these fines when they call, whereas staff at Folsom Public Library are unable to do so.

The barrier that overdue fines present to some of our customers is real. 3,108 patron cards are currently blocked due to fines & fees (8.98% of total cardholders). 627 of these cards are for youth accounts (8.83% of all youth cardholders). By way of illustration, the population at Theodore Judah Elementary is 593 students; the combined student populations of Carl H. Sundahl and Mangini Ranch Elementary Schools is 640. This lack of access runs counter to Folsom Public Library's mission to "inspire lifelong learning, enrich lives, and connect our diverse community."

## **PAST FINDINGS**

Staff who looked at this issue in 2021 found that:

1. There is no data to support the idea that fines are a successful incentive for patrons to return materials. Rather, research indicates that fines act as a deterrent to library use for low-income users –members of the community who most need access to public library resources. Some families report prohibiting members of the household to utilize libraries out of fear that they will not be able to afford the overdue fines associated with checking out material.
2. Children and teens do not have full control over their ability to return material in a timely manner or to pay fines once they have accrued. This can result in youth ceasing to use the library at a critical time in the development of their life-long literacy skills.
3. Eliminating fines fosters a positive relationship between the library and community and improves the library experience for our patrons. Overdue fine transactions can become contentious and can position library staff as accusatory and punitive rather than friendly and approachable.
4. Studies demonstrate that people are more likely to return late material to the library if they do not have a fear of overdue fees. Thus, rates of recovery of overdue materials are improved.

The American Library Association in 2019 passed the "Resolution on Monetary Fines as a Form of Social Inequity" which states that monetary fines "present an economic barrier to access of library materials and services" and that "there is mounting evidence that indicates eliminating fines increases library card adoption and library usage." The resolution ultimately concludes that "fines ultimately do not serve the core mission of the modern library."

Given the compounded difficulties of maintaining these fines when the major library system next to us does not, as well as the positive benefits that libraries have experienced upon the removal of fines, and a desire to make the library a more accessible place, the Library Commission voted unanimously to recommend their removal in 2021.

## **POLICY/ RULE**

City of Folsom Municipal Code Section 3.50.020 states, "The city manager is hereby directed to recommend to the council the adjustment of fees and charges to recover the percentage of costs reasonably borne in providing the regulation, products or services enumerated in this chapter and on the schedule of rate review as hereinafter established in this chapter. Costs reasonably borne shall be as are defined in section 3.50.030."

## **FINANCIAL IMPACT**

The Library collected approximately \$12,709 in late fines in Fiscal Year 2022. It collected approximately \$1,667 in FY21 and \$14,268 in FY20. If late fines are removed entirely, the City could see a reduction in revenue as high as \$23,000 should current increases in circulation rates continue into the future.

The Library collected approximately \$1,784 in manual fines in Fiscal Year 2022. It collected approximately \$868 in FY21 and \$3,553 in FY20. If late fees are eliminated entirely, the City could see a reduction in revenue as high as \$5,300 should current increases in circulation rates continue into the future.

At current print usage rates, increasing the fee for monochrome printing by \$.05/page will result in additional revenue of approximately \$1,090 per year. Increasing the fee for color printing by \$.50/page will result in additional revenue of approximately \$623 per year.