

Appendix I

Assessment of Likely Operating Profile for the County Inclusion Option

Assessment of Likely Operating Profile for Option 7, County Inclusion
Prepared as background for Shaker Heights Public Library Board Retreat
September 24, 2016

Executive Summary

To evaluate this option, we needed to develop a basis for comparing how Cuyahoga County Public Library might serve Shaker residents if Shaker Library were to be incorporated into the County library system. This required developing a “most-likely” operating scenario based on how CCPL currently serves its communities. The most likely operating profile of library services provided by Cuyahoga County Public Library for the Shaker Heights School District would be as follows:

- A single branch using the Bertram Woods facility.
- Transition of the existing Shaker Library collection to the County Library’s catalog and termination of Shaker Library’s membership in CLEVNET. Digital collections provided by CLEVNET, such as Overdrive, would be provided directly by existing County Library contracts.
- An increase in County Library taxes in 2018 from 2.5 mills to 3.0 mills. As with the most recent County Library millage increase in 2008 from 2.0 to 2.5 mills, this increase would likely be accompanied by a pledge not to return to the ballot sooner than 10 years after the 2018 increase.

Wherever possible, these conclusions rely on answers or data provided directly by the County Library in response to questions from Shaker Library board members or staff. However, in many cases the County Library was unwilling or unable to provide answers about likely future library services in the Shaker Heights School District, most particularly concerning facilities to be operated in Shaker Heights and the future funding plans of the County Library.

Therefore, this assessment relies on an analysis of the County Library’s revealed preferences through a study of like decisions in the past, and documents the sources and reasoning for the analysis.

Background

In April 2016 Shaker Heights Public Library initiated a facilities study to evaluate the merits of seven options for future library services to the Shaker Heights City School District. One of these options was inclusion in the Cuyahoga County Public Library. To evaluate this possibility, the Library prepared a detailed list of questions¹ to be answered by CCPL in order for Shaker Library to evaluate inclusion. These questions were provided to the County Library subsequent to a conversation between Shaker

¹ Source File S-1, “S-1 PROPOSED ANALYSIS OF CCPL SERVING SHAKER DISTRICT.pdf”

Library Board President Chad Anderson and Cuyahoga County Library Board President Ed Blakemore in May 2016. During a follow-up conversation several weeks later, Mr. Blakemore expressed concern that the questions were too extensive for an initial evaluation, and requested a more abridged list. This abridged list of questions² was provided to Mr. Blakemore on June 3, 2016. He was also provided with “off-the-shelf” studies conducted by Shaker Library that were thought potentially helpful for the County Library in answering these questions, specifically the Facility Maintenance Study³ that detailed expected facility repair needs and a Branch Usage Study⁴ that evaluated branch usage by Shaker residents. In addition, Mr. Blakemore was provided with the same descriptive statistics⁵ and financials⁶ for Shaker Library that had been requested by and provided to the Mayor’s Financial Task Force.

In a follow-up call between Mr. Anderson and Mr. Blakemore on July 13, 2016, to explore answers to these abridged questions, Mr. Blakemore first indicated that he felt that the County Library had essentially answered these questions in their presentation⁷ to the Mayor’s Financial Task Force on July 2. He did agree to clarify more specific answers where possible, the results of which are summarized.⁸ This summary was also provided to the Mayor’s Financial Task Force on July 16.

These responses provide clarity on collections and on the process CCPL would use for due diligence, first requiring a request from the Shaker Heights Library Board for inclusion similar to the process used by the East Cleveland Library. These answers, however, did not address facilities or taxation. As these factors are critical to any evaluation, the following analysis was initiated to devise an effective basis of comparison of this option to other alternatives available to Shaker Heights Public Library district residents.

Facilities Analysis

First principles

In June 2010, the Cuyahoga County Library⁹ established a Facilities Master Plan. In 2006 a Capital

² Source File S-2, “S-2 Attenuated questions - PROPOSED ANALYSIS OF CCPL SERVING SHAKER DISTRICT.pdf”

³ Source File S-3, “S-3 042114 Final Report.pdf”

⁴ Source File S-4, “S-4 Mapping observations 1_4_11 v4 (CCPL).pdf”

⁵ Source File S-5, “S-5 Shaker Library statistics for CCPL.pdf”

⁶ Source File S-6, “S-6 Shaker Library 2015 Financials.pdf”

⁷ Source File S-7, “S-7 06.30.16 Shaker Request for Info.pdf”

⁸ Source File S-8, “S-8 CCPL Responses Summary.pdf”

⁹ Source File S-9 “S-9 CAFR-2015.pdf”

Facilities Plan Committee recommended to the County Library Trustees that the Library transition to a system-wide funding mechanism for capital needs. Traditionally, the County Library had provided staffing, equipment and materials throughout its service area, but often looked to other municipal entities like cities or schools to provide the physical space to operate a library. Shifting to system-wide (internal) funding for capital needs would allow the Cuyahoga County Library to accomplish the following goals identified for the Facilities Master Plan (*author's emphasis*):

1. To ensure the Library's financial stability into the future by **reducing operating costs through efficient building design**
2. To create centers of excellence
3. To establish **equity of service** across the 47 communities we serve

These principles have guided the prioritization of the County Library's facility efforts over the past several years, and would similarly guide facility assessment for the Shaker Heights School District under inclusion. In practice, establishing centers of excellence has generally been subtler than other elements. The new Parma Snow facility is the system's center of excellence for meeting space, for example, but for most new branches this is usually expressed an amenity, such as Warrensville's recording booth. Equity of service and efficient building design, however, have been applied broadly for prioritization, and can be used to evaluate Shaker Library facilities.

Question #1: How many branches would serve Shaker Heights: 0, 1 or 2?

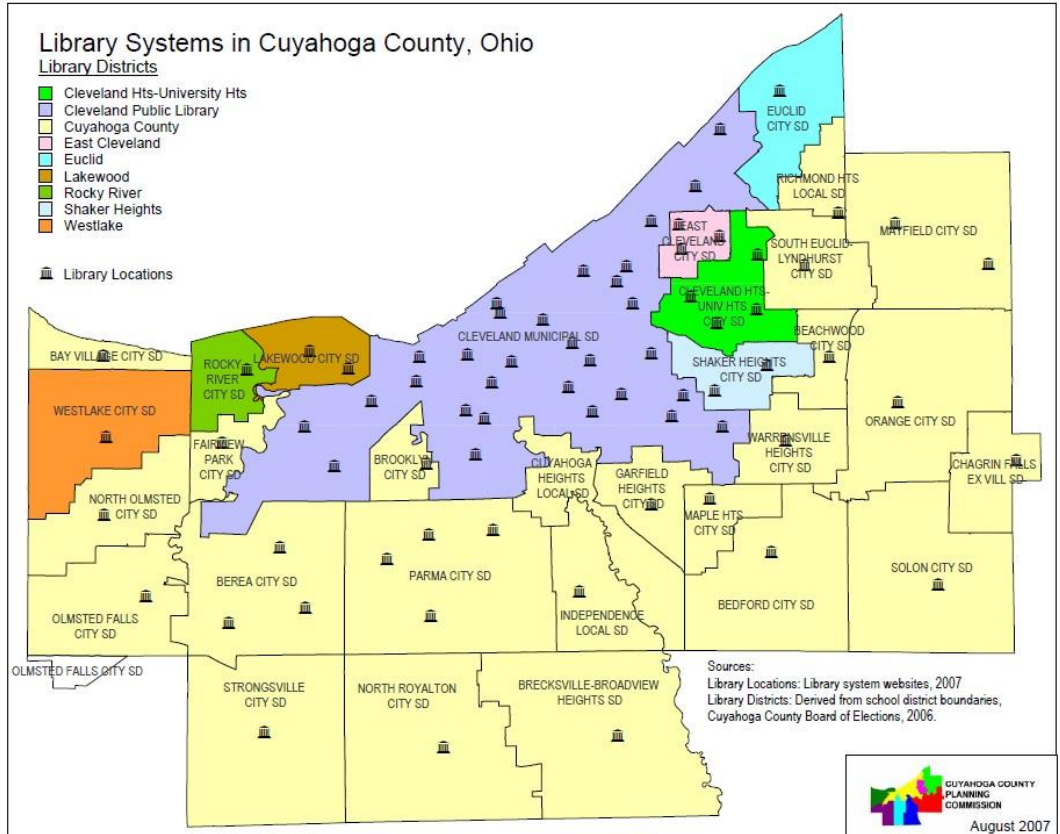
As seen in Table 1, the County Library does not provide branches for about half the municipalities it serves. The only municipality it serves with 2 branches is Parma, which is the second-largest city in Cuyahoga County and 2.9 times the size of Shaker Heights¹⁰.

Table 1: CCPL Branch Count Per Municipality		
No branch	21	44%
1 branch	26	54%
2 branches	1	2%

Based on the above, it would appear to be a real possibility that Cuyahoga County Public Library might serve Shaker with no branches. However, looking at school districts in Figure 1 provides a different perspective

¹⁰ 2010 US Census

Figure 1 Library Branches by School District in Cuyahoga County



Note: East Cleveland has closed two branches and Cuyahoga County one branch (Parma) since 2007
 Source: Cuyahoga County Planning Commission, 2007

Of the 24 school districts served by the County Library, only Cuyahoga Heights does not have a branch, and that district is both the smallest in the County Library service region and irregularly shaped. On the basis of *service equity*, it is likely that the Shaker Heights School District would have one branch.

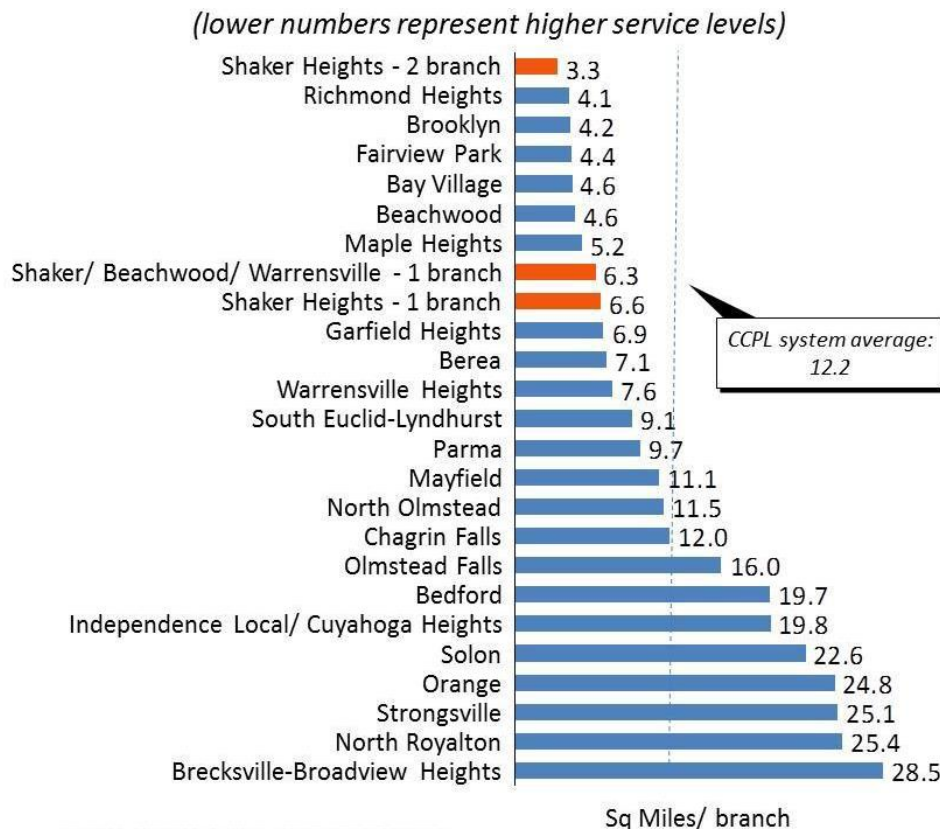
Figure 1 also shows that the Shaker Heights School District is fortunate to be adjacent to the Beachwood and Warrensville branch libraries, which are some of the best served in the County system with respect to branch counts.

In testing service equity three scenarios are considered: two branches in the Shaker district, one branch in the Shaker district, and a hypothetical district consisting of Shaker, Warrensville Heights, and Beachwood each with a branch. This is not unreasonable since County Library heat maps showing usage patterns that were used in Facility Master Plan siting decisions show some usage by Shaker customers in

these branches already¹¹. In addition, the branchless Cuyahoga Heights school district was combined with Independence to better form comparisons.

There are two service quality standards in evaluating library branch count: Service Area per Branch (smaller service areas imply more nearby and convenient branches) and Population Served per Branch (smaller populations imply less crowded branches). Of these, Service Area per Branch is the more relevant measure as adding branches is the only way to improve quality; to a point, branches can be made bigger to make them less crowded versus increasing branch count, and this is almost always the cheaper option. Figure 2 shows comparative service areas per branch for the County Library.

Figure 2: On average each CCPL branch serves 12.2 square miles



Source: US Census Bureau, 2014 ACS Estimate

Retaining two Shaker branches would literally “blow the curve” on CCPL’s service standard, being higher than any District currently served, almost four times better than average service levels, and almost eight times better than the Strongsville District cited by the County Library as an example of how they service higher- educated districts¹². Even with one branch, both the Shaker-only and Shaker-

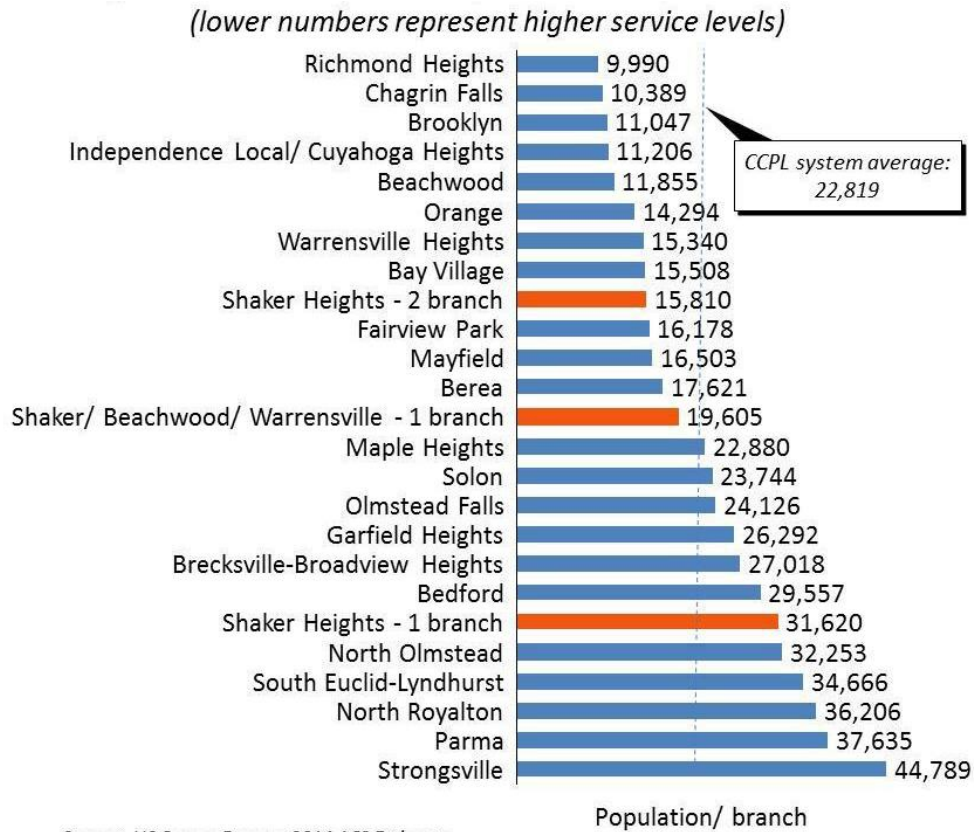
¹¹ Source File S-4, “S-4 Mapping observations 1_4_11 v4 (CCPL).pdf”

¹² Source File S-7, “S-7 06.30.16 Shaker Request for Info.pdf”

Warrensville-Beachwood districts show service levels two times better than the county average.

Figure 3 shows population per branch across the County Library system.

Figure 3: On average each CCPL branch serves 22,819 residents



Source: US Census Bureau, 2014 ACS Estimate

By this measure, a Shaker Library district with two branches is about one third better than the County average, and one branch about half again worse than the County average, with neither in the extreme range. But note the one branch Shaker/Warrensville/Beachwood district is just better than the County average.

Given the primacy of area served in determining branch count and the extremes by which this measure varies from county standards, when combined with a more neutral result from population per branch, we conclude that the service equity standard will require Cuyahoga County Public Library to operate only one branch to serve the Shaker Heights City School District.

Question #2: Which branch: Moreland or Bertram Woods?

As part of its Facilities Master Plan, the County Library determined to replace the Telling Mansion with a new, purpose-built structure to house the Lyndhurst–South Euclid Branch. There was unusually strong community opposition to this plan, centering on the loss of a historic building as a library and on moving the branch to a location more difficult for Brush High School students to access by foot.¹³ On March 18, 2013, Lyndhurst City Council voted 6-1 in favor of a resolution asking the County Library to remove Lyndhurst from the name of the new branch, citing unfavorable location as an issue.¹⁴ A County Library Board committee examined the request and conducted a survey of Lyndhurst cardholders that found that a plurality (43%) supported dropping the Lyndhurst name from the branch. On the strength of the response, the committee voted unanimously to recommend dropping the Lyndhurst name, but this recommendation was overturned by the full Board.¹⁵ The Lyndhurst City Council subsequently voted 6-1 in November 2013 to send another resolution to the County Library Board to remove Lyndhurst taxpayers from the Library’s tax rolls in an attempt to “have the voices of its residents heard.”¹⁶

It is not typical of the County Library to drive forward in the face of opposition by community leaders. Its effort to support Warrensville Heights in developing a “Town Center” was exemplary. But in the Lyndhurst case, CCPL’s preference was to accept community opposition rather than change course, as the Telling Mansion was too costly and inefficient to operate and lacked adequate parking.¹⁷ Multi-story libraries like Telling are inefficient to operate, and the CCPL Master Facilities Plan sought to avoid them altogether for new construction.¹⁸ Indeed, the only branch entirely eliminated by the County Library as part of the Master Facilities Plan was Parma South, a two-story former school building.¹⁹

As Table 2 shows, Shaker Library’s Main branch is substantially inferior to Bertram Woods Branch in its ability to support reduced operating costs

¹³ Source File S-10 “S-10 Lyndhurst City Council approves resolution that seeks to send a message to Cuyahoga County Public Library board _ cleveland.pdf”

¹⁴ Source File S-11 “S-11 Lyndhurst_ Remove name from new library _ cleveland.pdf”






¹⁵ Source File S-12 “S-12 Cuyahoga County Library Board denies Lyndhurst council's request to remove city from South Euclid-Lyndhurst Library name.pdf”

¹⁶ Source File S-10 “S-10 Lyndhurst City Council approves resolution that seeks to send a message to Cuyahoga County Public Library board _ cleveland.pdf”

¹⁷ Ibid

¹⁸ Source File S-13 “S-13 CCPL-Library-Facilities-Master-Plan-Executive-Summary-091215.pdf”

¹⁹ Source File S-14 “S-14 Parma-South-Assessment-091215.pdf”

Table 2: Branch Design Efficiency Considerations			
Factor	Moreland	Woods	
Stories	3	1	
Design	Elementary school, repurposed for library	Purpose-built library branch	
Zoning	Zoned for minimum 2-story construction	No 2-story requirement	
Repairs required	\$4M	\$1M	
Ownership structure	Land and building leased from City, lease allows early exit for library financial concerns	Land and building owned by library	

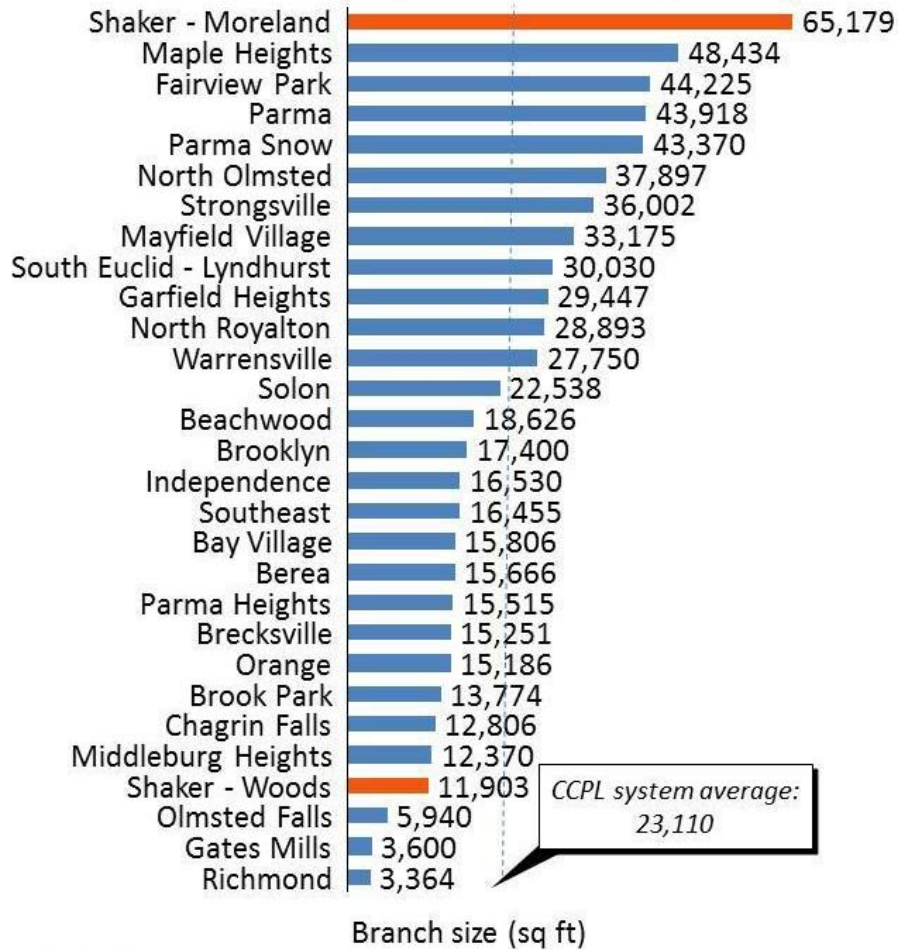
 = Advantage

In some ways Table 2 understates the design disadvantages to the Main Library. The basement level is currently used for non-public service functions, including a technical services area to process books and administrative offices. Neither use is likely to be needed by County Library. Converting the basement into a public service area, however, would require an additional service point and staffing. The second floor is ring-shaped, which requires multiple service points to ensure sight lines to all areas. This design tends to drive extra operating costs because a single service point doesn't have line-of-sight to the entire area. Therefore, CCPL's efficient-building design standard will likely result in the selection of the Woods branch as the sole branch to serve the Shaker Heights City School District.

The other consideration for branch selection is service equity. Branch service equity is easily expressed by size of the branch, as shown in Figure 4.

Figure 4: Shaker Main Library is 2.8 times larger than the average CCPL branch

(higher numbers represent higher service levels)



Source: CCPL CAFR

There is no branch across all 27 of those operated by the County Library that is close in size to Shaker’s Main Library – once again, it “blows the curve” on service standard. It is fully 2.8 times larger than the average County library. Woods, by contrast, is on the small end of County Libraries, at a little more than half the County average, although not the smallest and not substantially smaller than Bay Village, which is cited by the County Library as an example of service in a highly educated district.²⁰ Looking forward, it is possible to make small branches larger. It is not possible to make large branches smaller. Therefore, the service equity standard requires selection of the Woods branch to serve the Shaker School District.

²⁰ Source File S-7, “S-7 06.30.16 Shaker Request for Info.pdf”

In fact, there are several structural advantages for the County Library to choose the Woods site as the branch location. It has excellent car and mass transit service, lying both on the RTA Green Line and the busiest north-south bus routes in Shaker Heights. It is not as convenient to western Shaker Heights residents as Moreland, but the radius around Woods encompasses more of Shaker because Moreland's location close to the border with Cleveland captures so much of that city within its radius. Woods is adjacent to Shaker Middle School, and while Moreland is closer to Shaker High School (0.7 mi) than is Woods (2.0 mi), these distances are not significantly different than the distances between Brush High School and the Telling Mansion (0.5 mi) shifting to the new South Euclid-Lyndhurst Branch (1.6 mi).²¹ **And as the Shaker Library has found in architectural studies, the Woods site could support a branch almost four times its current size.**²² It is important to note that the County Library has completed its new building and renovations under its Facility Master Plan²³ – no renovation is likely in the medium term, and future renovations will depend upon the County Library's ability to tap new resources.

Collections analysis

The County Library indicated that they were not considering joining CLEVNET²⁴, and therefore the basis of comparison should be to County's current collection, operating out of the Woods branch.

There are three collection comparisons that are most relevant: unique titles in primary catalogs (physical), unique titles in primary catalogs (digital) and the number of volumes (physical) immediately available at a location. The first two indicate the likelihood of having material of interest to library customers for those willing to place a hold, whereas the last is a measure of how likely a library customer is to find an item of interest to them browsing at the branch

CLEVNET provides a substantial advantage in primary physical catalog titles over the County Library system, as shown in Figure 5.

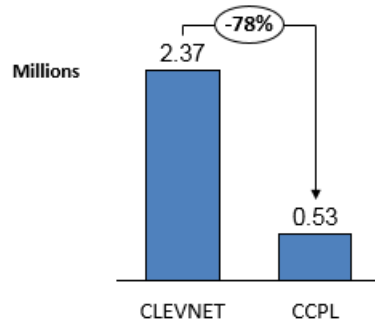
²¹ Google Maps, pedestrian

²² Source File S-16, "S-16 Single Facility Concepts 08_26_14.pdf"

²³ Source File S-9 "S-9 CAFR-2015.pdf"

²⁴ Source File S-8, "S-8 CCPL Responses Summary.pdf"

Figure 5: Unique Physical Book Titles

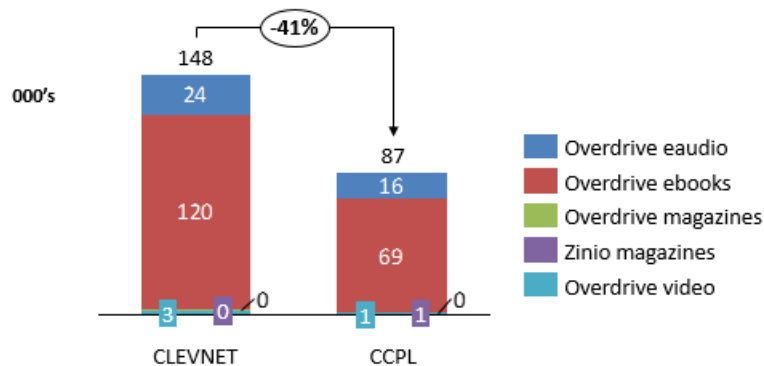


Sources: CLEVNET analyst Hilary Prisbylla March 19, 2015;
 CCPL American Library Directory 2014

Moving from CLEVNET to the County Library would reduce selection of physical items available to Shaker School District residents by 78%. It should be noted that CCPL, like SHPL, also provides access to Inter-Library Loan options, most particularly SearchOhio, for less common titles. While this is helpful, the service exists outside the regular catalog, increasing barriers to usage – holds are not automatically tracked, search procedures are considerably more primitive than the main catalog, and borrowing privileges are less uniform. Eliminating these barriers is the reason that CLEVNET requires all member libraries to put their collection in the common catalog, and the reason all CCPL branch collections are captured in a common catalog. **2014 analysis of SHPL CLEVNET usage versus CCPL SearchOhio usage showed that one out of every six items circulated by SHPL came from another CLEVNET partner. By contrast, only one of every hundred items circulated by CCPL came from SearchOhio.**

In electronic collections, both libraries use Overdrive, Hoopla and Zinio. It was not possible to make a comparison with County Library titles through Hoopla, but it was through the other services (and Overdrive remains the most popular electronic resource for libraries). The results are shown in Figure 6.

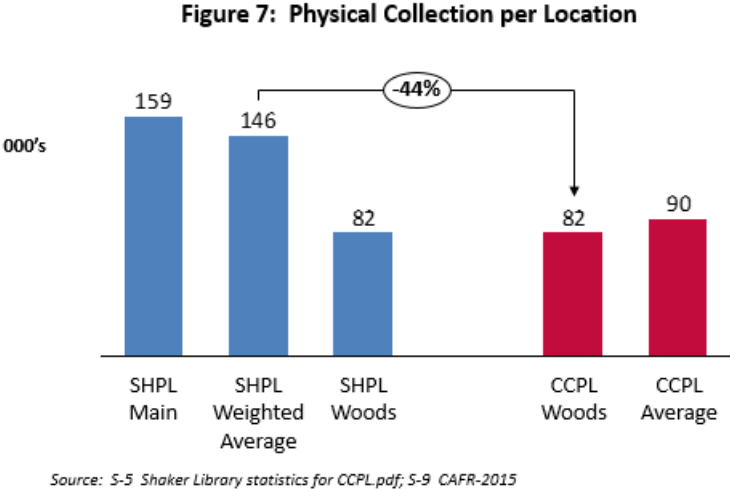
Figure 6: Unique eMedia Titles



Source: SHPL catalog analysis September 12, 2016

As can be seen, switching from CLEVNET to the County Library would reduce electronic selection to Shaker School District residents by close to half. To some extent, this understates the advantage that SHPL brings to bear. Shaker Library is a subscriber to Overdrive’s Advantage service, which provides more copies of popular titles, as availability is a frequent complaint of e-media users. Not every CLEVNET library subscribes to Advantage, and County Library does not.

Finally, there is the number of physical volumes per branch, with the County Library average taken as the ratio of their total physical collection divided by branch count and the Shaker Library weighted average reflecting the fact that 79% of visits are to Main Library. The results are shown in Figure 7.



A Woods-only branch operated in the Shaker Heights School District by the County Library would provide 44% fewer physical items than exist for the average SHPL visitor today. Note that the CCPL Woods figure is not substantially less than the CCPL average, so this result probably wouldn’t change significantly even if Woods were changed by CCPL.

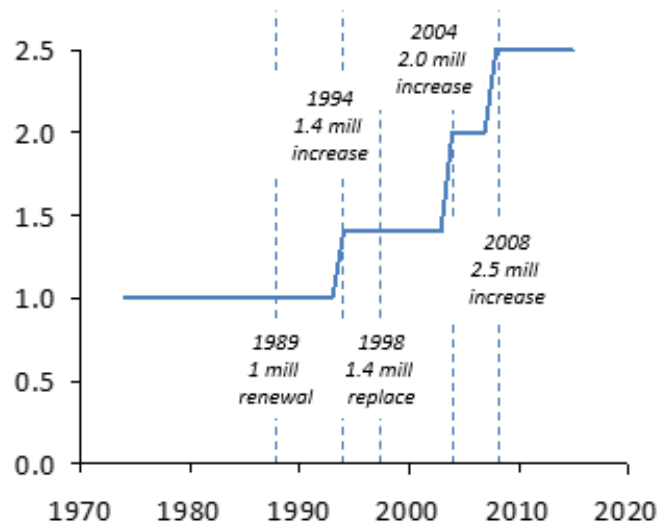
Taken these three findings together, collection quality under the County Library would likely be reduced by approximately 40-80%.

Tax Analysis

For many years, County Library residents enjoyed exceptionally low rates of millage; the County Library charged a single mill for at least the twenty years prior to 1994.²⁵ In 1994, voters passed a 0.4 mill increase, an additional 0.6 mill increase in 2004, and a 0.5 mill increase approximately four years later. These changes are shown in Figure 8.

²⁵ Source File S-16, “S-15 Bryan Dunn Budget Commission.pdf”

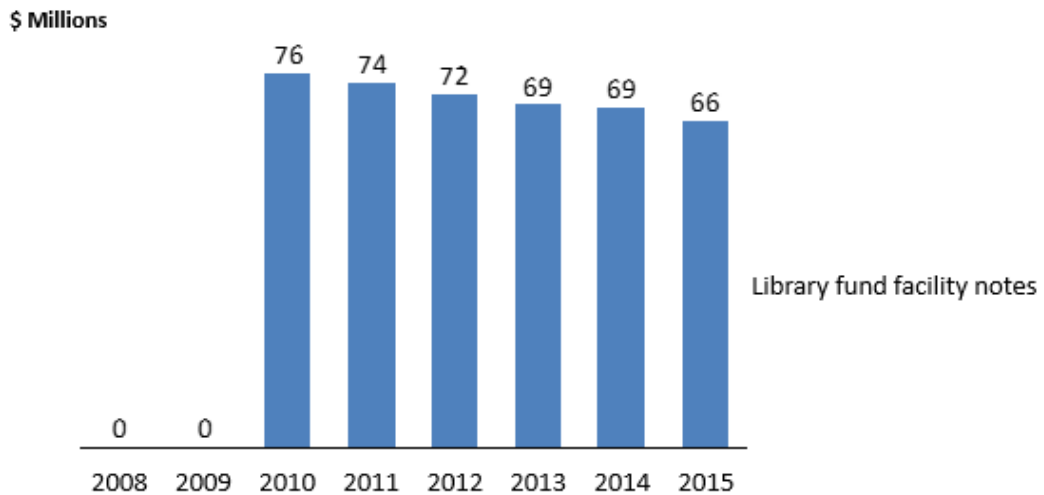
Figure 8: Cuyahoga County Library Millage History



Source: County Budget Commission (S-15 Bryan Dunn Budget Commission.pdf)

The 2008 0.5 mill levy increase included a pledge not to return to the ballot for 10 years, and its stated purpose was to enable the County Library to execute its Facilities Master Plan. Consistent with this pledge, the County Library began issuing general revenue bonds to execute the plan in 2010. The indebtedness of the County Library is shown in Figure 9.

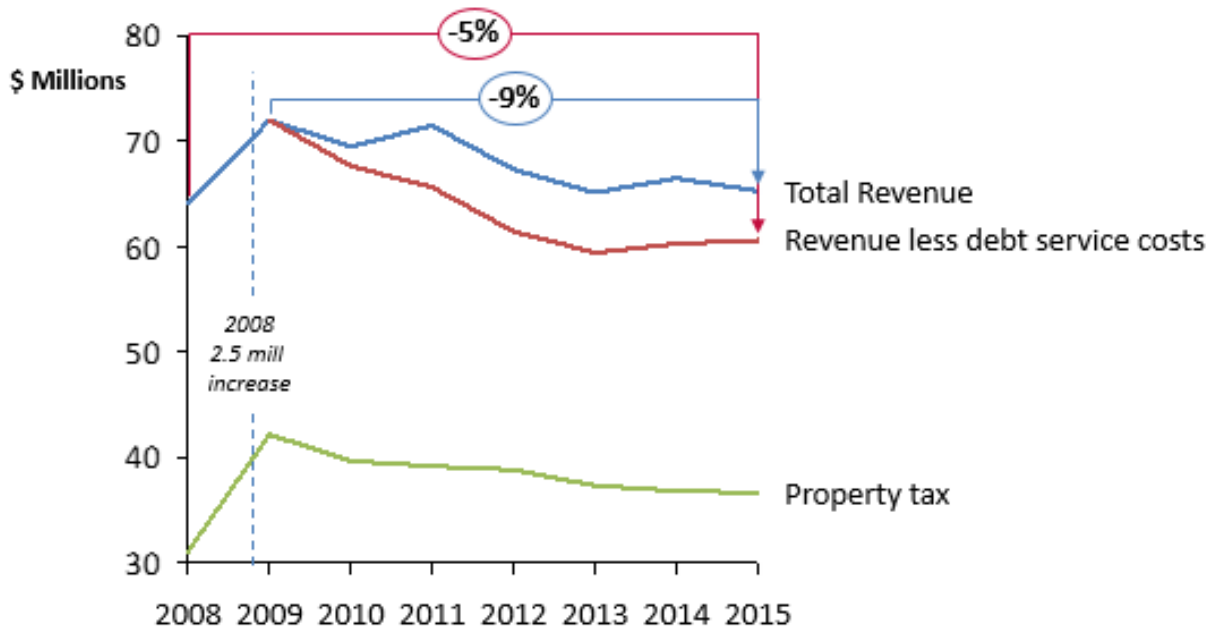
Figure 9: Cuyahoga County Library Debt



Source: S-9 CAFR-2015

Declines in the Ohio Public Library Fund affecting all libraries, as well as declines in assessed property valuation in the County Library district, have resulted in falling County Library revenues. Overall, the County Library realized 9% less in revenue in 2015 than it did in 2009. More significant is the decline in revenue after debt service payments, as the ability to issue bonds to execute the Facilities Master Plan was the primary justification for the 2008 levy increase. This revenue after debt service has fallen by an additional 5% since 2008, the year before the newest levy increase went into effect. These changes are shown in Figure 10.

Figure 10: Cuyahoga County Library Revenue Trends



Source: 2015 CAFR (5-9 CAFR-2015)

Insofar as revenue after debt service is the funding that allows the County Library to operate and provide services, and since this decline after inflation is very material, it would be reasonable for the County Library to seek an increase in millage at the end of its ten-year pledge in 2018. Consistent with the levels of increase sought in 1994, 2004 and 2008, the increase is assumed to be 0.5 mills. Consistent with observed behavior in the 1994-2004 period and their stated pledge in 2008, we anticipate that any proposal to increase the CCPL levy will be paired with a pledge to not go on the ballot again for ten years.