

# Shaker Heights Public Library Facility Options Study

Presented to the  
Shaker Heights Public Library  
Board of Trustees  
October 10, 2016

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## EXECUTIVE SUMMARY

### Problem

A 2014 study identified approximately \$5 million in capital repairs and maintenance for Shaker Heights Public Library facilities. Of these repairs, approximately \$4 million is required for the Shaker Main Library and \$1 million for the Bertram Woods Branch.

Completing these repairs, however, will not update or modernize the library for 21<sup>st</sup>-Century needs; it merely maintains the status quo.

The Bertram Wood Branch was last renovated in 2003. An updated computer center was created at the Main Library in 2011, but prior to this addition, the last significant renovation to the Main Library was in 2001.

This study was initiated to help guide the Shaker Heights Public Library Board of Trustees to the best solution for meeting the Library's facilities needs.

### Options Studied

With the advice of Library staff, the Library Board of Trustees identified seven options for addressing its facilities needs. These options are analyzed as part of this study:

Option	Name	Description
1	<b>Maintain</b>	Keep both buildings as they are; make the required repairs noted in the 2014 facility assessment; do not undertake service or facility improvements.
2	<b>Replace</b>	Replace two aging facilities with one new, up-to-date facility.
3	<b>Upgrade</b>	Keep and update both facilities to make them more modern and flexible.
4	<b>Limit</b>	Keep both buildings but significantly reduce service at the Main Library in an effort to reduce costs.
5	<b>Joint/Co-Locate</b>	Partner with the Shaker Schools on a joint or co-located facility at the Bertram Woods branch location while upgrading the Main Library.
6	<b>Contract</b>	Operate within current revenue and avoid going on the ballot.
7	<b>Combine</b>	Join the Cuyahoga County Public Library system.

## Criteria

At their March 3, 2016 retreat the Library Board of Trustees agreed upon the following criteria to assess each option:

Criteria
Is the option <b>Forward-Thinking</b> and <b>Differentiated</b> ?
Will the option be <b>Uniquely Shaker</b> ?
Will the option be <b>Less Expensive</b> ?
Will the option encourage <b>Community Partnerships</b> ?
Will the option <b>Grow Usage</b> and usefulness to the community?
Will the option make Shaker Library a <b>Destination</b> ?

## Recommendation/Rationale

The Shaker Heights Public Library Board of Trustees accepts the analysis of the facility options in this report. Based on community feedback and the results of this facility study, the Board has determined that maintaining two full-service branches is important for the Shaker Heights community. Therefore, the Board recommends pursuing Option 3: Upgrade.

Option 3: Upgrade received the highest score based on the criteria. It provides the most value to the community and is responsive to the clear preference expressed by residents for Shaker Heights Public Library to maintain both the Main Library with its traditional architecture in the Moreland neighborhood and the Bertram Woods Branch.

Another viable option the Board considered was Option 2: Replace, the second-highest scoring option. It provides substantially lower costs over the long-term; however, it is not responsive to community preferences in regard to historic architecture and branch count. Other options that were less expensive do not provide the value to the community that maintaining and updating the current locations provides.

As a contingency option, the Library is open to exploring Option 5: Joint/Co-Locate at the Shaker Heights Middle School location, if it offers both an upgraded Main Library equivalent to that in Option 3: Upgrade and provides a branch facility designed to be equivalent to an upgraded Bertram Woods with respect to parking, access, grade level, and approximately 12,000 square feet for public library services at typical public library hours. Option 5: Joint/Co-Locate was evaluated based on these specifications.

## **Next Steps**

To allow time to solicit community comment, the Library Board of Trustees has introduced this study at its October 10, 2016 meeting and intends to vote on the recommendations it contains at the December 12, 2016 Board Meeting, which will be held at the Main Library.

Decisions about the precise funding method to be proposed (e.g., operating levy v. bond issue) will be made after further research and discussion.

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## FULL REPORT

### Responsibility

Shaker Library was established as a school district library in 1937. It is governed by a seven-member Board of Trustees that is appointed by the Shaker Heights Board of Education. The Board of Trustees has all the powers and duties granted to it by law, which are detailed in Ohio Revised Code 3375.40. The Board has sole responsibility for the establishment and maintenance of the Library and its services, as well as for the acquisition, improvement, maintenance, use, and disposition of its properties.

The facility occupied by the Main Library, located at 16500 Van Aken Boulevard, is owned by the City of Shaker Heights and is leased by the Shaker Heights Public Library. According to its lease agreement with the City, the Library is responsible for all maintenance, improvements, and repairs of the leased premises.

The Bertram Woods Branch Library building and adjacent property are owned by the Library and the Library is responsible for all maintenance, improvements, and repairs of the facility.

### Problem

The Bertram Wood Branch was last renovated in 2003. An updated computer center was created at the Main Library in 2011, but prior to this addition, the last significant renovation to the Main Library was in 2001.

A Facilities Assessment and Maintenance Master Plan for both the Main Library and Bertram Woods Branch was completed in April, 2014, by HBM Architects, in consultation with engineers Thorson Baker + Associates.

The Library's consultants reviewed both the Main Library and the Bertram Woods branch to document the current conditions of the buildings and sites, and to identify areas of concern and needed repairs. They found that by 2025 the Main Library will need repairs totaling approximately \$4 million, and the Bertram Woods Branch will need repairs totaling approximately \$1 million. Completing these repairs will not update or modernize the library for 21<sup>st</sup>-century needs; it merely maintains the status quo. For the complete assessment, please see Appendix B.

This study was initiated to help guide the Shaker Heights Public Library Board of Trustees to the best solution for meeting the Library's facilities needs.

## Problem Context

Staff examined national trends in library services and the public's use and preference of print and other media. As society and community needs change, libraries have had to adapt to meet those needs. Staff reviewed usage trends at local, state, and national levels, as well as trends in library funding. The library's facility assessment and feasibility study, and a community opinion survey were also studied.

### Trends in Library Use

A Pew Research Center telephone survey of 1,601 Americans ages 16 and older conducted from March 7 to April 4, 2016<sup>1</sup> measured Americans' usage of and engagement with libraries.

The survey showed that most people view public libraries as important parts of their community. 80% thought that libraries should offer programs to teach people how to use digital tools, while 57% said libraries should definitely have more comfortable spaces for reading, working and relaxing.

People see libraries as a safe place and a source of educational opportunity. They believe that libraries contribute to their communities by providing a safe place to spend time (89%), creating educational opportunities for all ages (87%); and helping spark creativity in youth (80%).

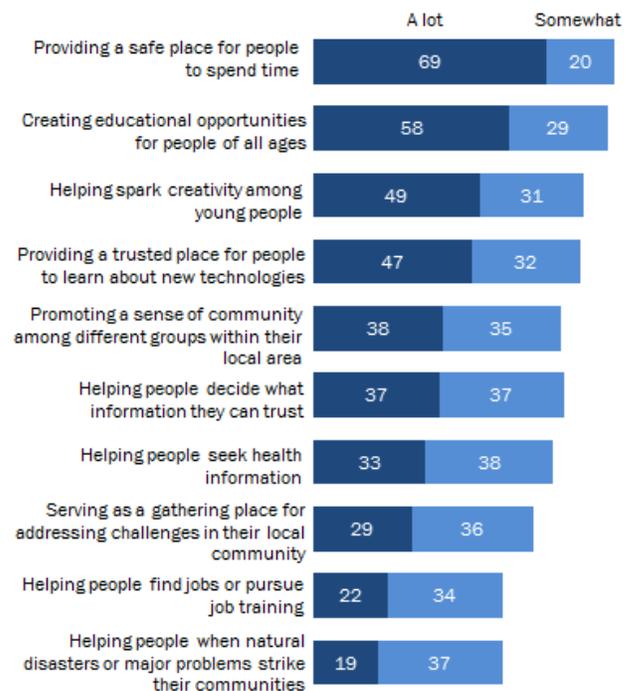
However, Americans are ambivalent about what libraries should do with the books.

When asked whether libraries should move books out of public spaces to free up more room for things such as technology centers, reading rooms, meeting rooms, and cultural events, 40% said maybe and 31% said definitely not, with only 24% saying definitely. These responses have been reasonably consistent since the question was first asked in 2012.

Figure 1 Public Library Contributions to Communities

**People see libraries as a safe place, a source of educational opportunity and trusted information, as well as a place to ignite creativity in young people**

*% of U.S. adults ages 16 and older who say libraries contribute 'a lot' or 'somewhat' to their communities by ...*



Source: Survey conducted March 7-April 4, 2016. "Libraries 2016"

PEW RESEARCH CENTER

<sup>1</sup> (Pew Research Center 2016)

Borrowing print material is still the most popular activity, with 64% of respondents saying they checked out a print book in the last twelve months. Although 90% of public libraries loan e-books, only 44% of library users know their libraries lend e-books. Just 6% of Americans say they only read digital books, while 39% read only print books and 29% read both print and digital books.<sup>2</sup>

Print is still dominant in book sales, as well. Print trade books are 73% of sales and e-books are 19% of sales.<sup>3</sup>

Although borrowing print material is a core library activity, the library environment is changing and content providers are making their content easier and more convenient to access.

### **Library Services Are Transforming**

Although some key library services are here to stay, other traditional services are transforming or even disappearing. Core library values such as free and open access to ideas and information are here to stay, although the format in which those ideas and information are accessed may change. Services that require the personal touch of expert staff who are eager to help will stay. Early literacy programming and out-of-school-time activities for children and teens remain essential. As the recent Pew Research Center survey on library use<sup>4</sup> showed, the library as community gathering place is important.

Library services that will transform include traditional reference service, the formats of material, how we deliver service, the technology we use, and how we measure success.

There has been a shift from traditional reference questions to more directional and technical questions. Traditional in-depth reference questions have declined, while more complex technology has resulted in more questions and problems for librarians to solve.<sup>5</sup>

The ways in which we measure success are changing to reflect these new ways of providing service. Libraries have traditionally only measured outputs such as circulation, visits, and program attendance. In addition to these traditional measures, it is also

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<sup>2</sup> (Pew Research Center 2016)

<sup>3</sup> (Association of American Publishers 2016)

<sup>4</sup> (Pew Research Center 2016)

<sup>5</sup> (Richardson 2011)

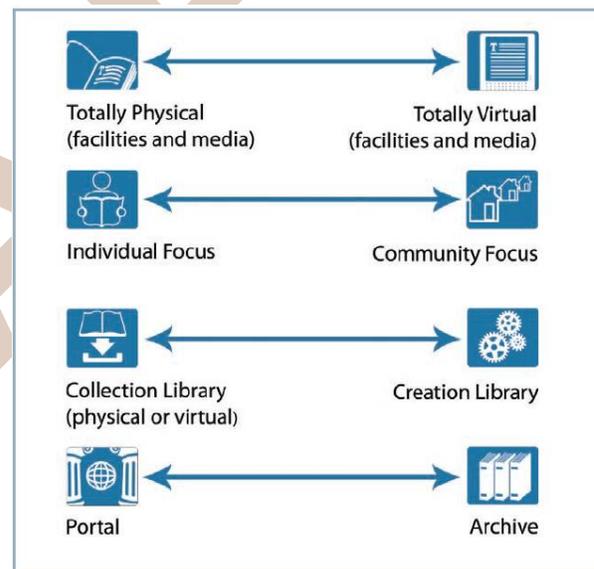
important to measure the impact library services have on the lives of our residents. Many libraries, including Shaker Library, are working to measure outcomes, as well as the more traditional outputs.

## Central Themes for Planning for the Future

As libraries plan for the future they confront the challenges of a rapidly transforming environment, particularly regarding access to media and technology. Shaker Library must carefully assess what approach to library service is best suited to its mission and to the community of Shaker Heights. To meet these challenges, the Library “must make strategic choices in four distinct dimensions, each consisting of a continuum of choices lying between two extremes.”<sup>6</sup>

As the Library makes choices around facilities and services, some current themes and insights must be kept in mind. People are seeking knowledge, personal enrichment, and entertainment in new ways. While people are seeking reference expertise in new and different ways, library staff members add unique value, and some groups especially need and want access to technology through trusted community institutions. Today's library is not just a storage facility for content, but also a place for meeting, sharing, and creating. Learning is a social process; spaces and technologies must be flexible and adaptable for both individual and collaborative use. Libraries serve a variety of groups and purposes, including users who are not in the physical library but are finding the library online.

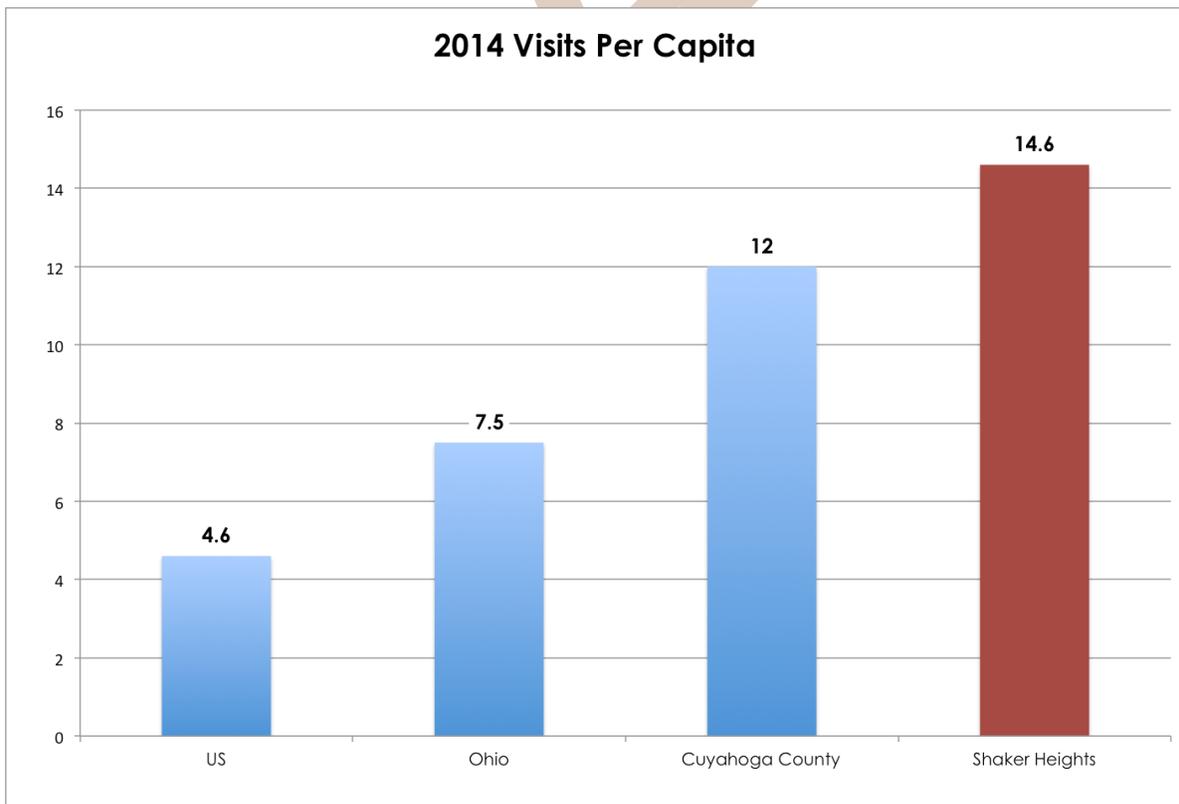
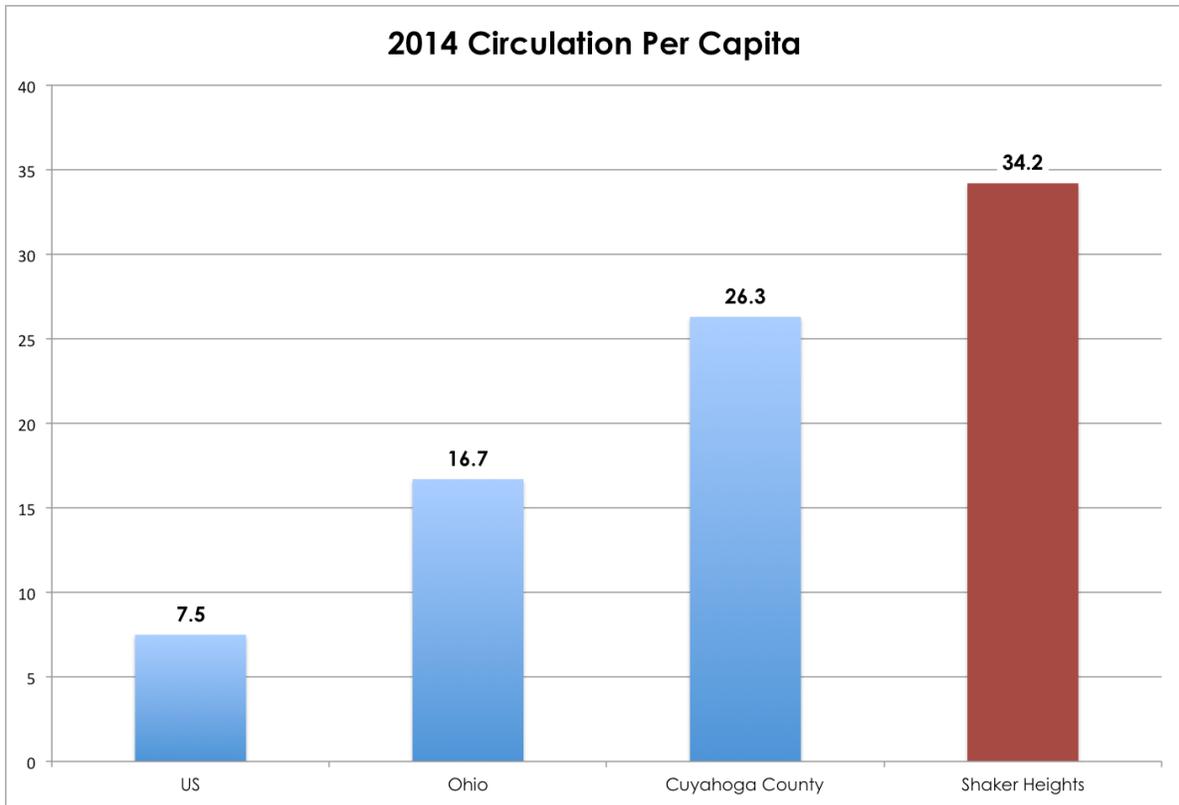
Figure 2: “Confronting the Future” Continuum



## Usage Trends

Although national, state, and local trends show decreasing visits and circulation per capita, Shaker Library's usage figures remain high when compared to other libraries. The charts below show figures for 2014, the last year for which national data is available.

<sup>6</sup> (Levien 2011)



Local population figures are changing. The population of the City of Shaker Heights is declining and aging. The US Census Bureau estimates that between 2000 and 2014, the population of the City of Shaker Heights decreased 5.5%, and the median age of city residents has increased from 39.6 to 41.5. During that period, the population of the Shaker Heights School District, which is the library's service area, decreased 5.7%.

Patterns of use of different types of library materials are also changing slowly. While circulation of downloadable media has grown steadily, accounting for approximately 6% of Shaker Library's total circulation in 2015, customers continue to check out the vast majority of items in a variety of physical formats. Print material remains the dominant format, accounting for about 47% of Shaker's circulation. Also in 2015, 81% of Shaker circulation consisted of first-time checkouts, not renewals. Shaker Library must still offer a large selection of physical material for circulation, while allowing for growth in the demand for downloadable materials as well.

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## **Library Strategic Plan**

In 2011, Shaker Library began work on a new strategic plan for 2012-2015. The purposes of that process included determining the critical service objectives that Shaker Library needed to pursue to enhance its reach and relevance as a community resource, and developing a high-level plan to meet those objectives within its medium-term operating constraints, consistent with municipal and community goals. The resulting strategic plan centered on four strategic themes:

- Providing innovative, customer-driven services in vibrant, welcoming spaces.
- Improving services by implementing efficient, cost-effective processes.
- Having a knowledgeable, passionate, and tech-savvy staff with the tools they need to provide excellent customer service.
- Being fiscally strong and budgeting strategically.

A preliminary review of both Library facilities indicated that there were substantial maintenance and capital needs to be addressed in the next few years. In light of the Library's strategic themes, a primary objective was to explore the feasibility of a new facility. The exploration has been ongoing, and this objective has carried over into the 2016-2017 strategic plan.

## **Brief Financial History**

Most of Shaker Library's funding (65%) comes from local property taxes. The State of Ohio Public Library Fund provides 32% of the library's funding, and less than 4% comes from other sources, such as fines, fees, gifts, and grants. Between 1985 and 1998, the funding from the state provided close to 50% of the Library's funding, but in recent years state funding has decreased to its current level of 32%. Since 2009, the Library has received less state funding per year than it did in 1985 (when calculated in 1985 dollars) and local property tax revenue has declined. As a result, total revenue has decreased, and spending by the Library has decreased along with it.

## **Community Visioning Sessions**

To begin gathering community input, community and staff visioning sessions were held at the Main Library on September 6, 2014. More than 50 people attended the sessions, which were presented by HBM Architects.

Morning and afternoon sessions were offered, each consisting of two parts. First was a "Mind-Breaking" activity, during which the presenters displayed a variety of images of modern libraries around the world and participants were invited to share what aspects they liked and disliked. Next was a "World Café" portion, during which participants were invited to explore a variety of topics at different tables around the room, and

express their preferences. Topics included architectural styles, concepts for renovation of the Main Library, whether the two buildings should be consolidated into one and if so, where it should be located. For a summary of the sessions, see Appendix C.

## Community Opinion Survey

To examine the community's opinions about the library and its need for new or updated library buildings, TRIAD Research Group conducted a survey of 516 registered voters (margin of error not more than  $\pm 4.3\%$  at a 95% confidence level) in the Shaker Heights Public Library District from May 27 to June 2, 2015. Highlights of their findings include:

Nearly everyone said they are satisfied with Shaker Heights as a place to live.

- 68% are very satisfied
- 25% are somewhat satisfied

A majority said they used the library regularly.

- 51% use the library regularly (at least once a month)
- 28% use the library less often, but at least once a year
- 21% haven't used the library in the past year

Responses were positive about Shaker Library and the importance of libraries in general.

- 77% are satisfied with Shaker Library
- 73% strongly agree a good public library is important to Shaker's quality of life
- 71% say the library is doing a good job with its money
- 87% agree having an up-to-date library is important to our children's education
- 73% disagree that libraries aren't as important as they used to be

Responses indicated that the public has little awareness of the condition of the Shaker Library buildings and the need to update or replace.

- 58% think they are in good condition
- 25% think they only need minor repairs
- 66% say the Main Library is fine the way it is now
- 56% say it's adequate to meet future needs

A majority of respondents said that they want to preserve the existing Main Library building and keep the Bertram Woods Branch open.

- 74% agree that the Main Library is an historic building and should be preserved
- 64% agree that keeping the branch library open is more important than building a new Main Library
- 72% support updating and renovating both buildings
- 29% support building a new Main Library and closing Bertram Woods Branch

## Options and Criteria

### Options Studied

With the advice of Library staff, the Library Board of Trustees identified seven options for addressing its facilities needs. These needs are analyzed as part of this study:

Option	Name	Description
1	<b>Maintain</b>	Keep both buildings as they are; make the required repairs noted in the 2014 facility assessment; do not undertake service or facility improvements.
2	<b>Replace</b>	Replace two aging facilities with one new, up-to-date facility.
3	<b>Upgrade</b>	Keep and update both facilities to make them more modern and flexible.
4	<b>Limit</b>	Keep both buildings but significantly reduce service at the Main Library in an effort to reduce costs.
5	<b>Joint/Co-Locate</b>	Partner with the Shaker Schools on a joint or co-located facility at the Bertram Woods branch location while upgrading the Main Library.
6	<b>Contract</b>	Operate within current revenue and avoid going on the ballot.
7	<b>Combine</b>	Join the Cuyahoga County Public Library system.

### Criteria Selection

The Library Board of Trustees held a planning retreat on Thursday March 3, 2016 at the Bertram Woods Branch. At that retreat Trustees and key staff reviewed information about how to measure the quality of library services and then brainstormed criteria to evaluate the seven facility options. The ideas generated from this process were grouped thematically to see which had consensus as the most important. These themes became the criteria by which each option was judged. Trustees also brainstormed possible improvements to modernize facilities to provide guidance to HBM Architects for Option 3: Upgrade.

## Criteria

At their March 3, 2016 retreat the Library Board of Trustees agreed upon the following criteria to assess each option:

Criteria
Is the option <b>Forward-Thinking</b> and <b>Differentiated</b> ?
Will the option be <b>Uniquely Shaker</b> ?
Will the option be <b>Less Expensive</b> ?
Will the option encourage <b>Community Partnerships</b> ?
Will the option <b>Grow Usage</b> and usefulness to the community?
Will the option make Shaker Library a <b>Destination</b> ?

## Measuring the Evaluation Criteria

### Is the option Forward-Thinking and Differentiated?

To keep up with changing societal needs, state-of-the-art libraries:

- Are flexible, accommodating, and sustainable
- Provide knowledge and information services, and help customers gain the skills and access the tools necessary to acquire that knowledge and information
- Act as a community hub
- Promote knowledge building, creativity, and Entrepreneurship.

Library facilities today must offer:

- Places where one can learn, create and collaborate
- Flexible workspaces that are attractive and adaptable for individual and collaborative work, such as moveable walls and furniture
- Infrastructure and spaces that will allow for easy adaptability to new technologies
- Access to creativity and productivity tools and equipment, such as A/V and multimedia labs, digital interactive whiteboards, and videoconferencing equipment
- Neutral spaces that foster creativity, where people can create new content, explore new hobbies, access technology, and satisfy their curiosity

It remains vitally important to provide customers with a large, rich collection of books, online resources, and other materials.

- Excluding CLEVNET, Shaker Heights Public Library's holdings are slightly more than 800,000 items.

- Shaker Library's membership in the CLEVNET Consortium gives customers access to 12 million items, as compared with Cuyahoga County Public Library's collection of approximately 3 Million items.
- A recent study found:
  - Collective cost savings of more than \$30 million, which resulted from libraries being able to share cataloging services, administration, computer equipment and professional support, as well as to consolidate circulation.
  - Such savings translated into an average \$6 return for every dollar invested by CLEVNET libraries.
  - In a given year, the cumulative value of accessed research and items borrowed or downloaded in the CLEVNET system nears \$27 million.

### Will the option be Uniquely Shaker?

The stated goals of Shaker's civic institutions are:

- The City is committed to efficient government, economic development, vibrant neighborhoods and desirable quality of life.
- The School District has outlined achievement among students, continuous improvement of the District, policies that support goals, high quality staff and facilities, communication between the District and the community, and fiscal responsibility.
- Shaker Heights Public Library's strategic plan emphasizes 4 areas: customer-driven services in vibrant, welcoming spaces; efficient, cost effective processes; knowledgeable, passionate, and tech-savvy staff who provide excellent customer service; staying fiscally strong.

The Library can reflect Shaker values in a variety of ways:

- Education
  - Providing curriculum support materials for district students
  - Providing a large and rich collection of materials for all ages
- Diversity
  - Promoting inclusion by making buildings accessible to people of all ages and physical abilities
  - Ensuring representation in collections, programs, and staff that reflect the Shaker community
- The Arts
  - Cultivating community art by hosting writers, artists, and performers
  - Collecting local writing and music
  - Displaying artwork, such as having an in-library gallery

- Hosting hands-on opportunities for creativity and collaboration
- Distinctive Architecture and Housing
  - Creating facilities that suit locational and cultural particularities, and give users a sense of the library itself as an anchor and symbol of commonality
  - Maintaining or constructing architecture that is in sync with the rest of the city and supports city goals, such as “green” initiatives
  - Supporting residents' pride in the city and its housing through such services as the “Research your Shaker Home” tools and information now offered
- Community-Focused Programming and Collections
  - Offering programming that addresses the needs of the surrounding neighborhood, such as Community Forum series
  - Highlighting local events and community achievements
  - Offering access to local information and community connections

### **Will it be Less Expensive?**

This includes costs for capital and operations. See Appendix K, Financials, as well as the findings for each option.

All options are compared to Option 1: Maintain. This criterion only measures expenses, not value provided. For an assessment of Shaker Heights Public Library's 2014 Return on Investment using standard methodologies, see Appendix M

### **Will the option encourage Community Partnerships?**

To make the Library an indispensable part of the lives of individuals and community life:

- Decisions about space, collections and services must be made in response to community needs and aspirations
- Renovations or construction can involve community- and customer-centered design

Relationships can be developed and maintained with the City and Schools through support of their initiatives:

- Economic development and neighborhood revitalization (For example, the library may assist with creation of an Innovation Zone, workforce training, etc.)
- Addressing the digital divide (e.g. technology access, skills training)
- Preparing the City for resiliency as the climate changes and marketing Shaker Heights as a "green city" (e.g. “green” improvements or construction, programming on environmental topics)
- School facility improvements

Libraries are implementing a variety of other options for developing/maintaining partnerships:

- Co-location of library services with various community partners, usually other government offices, social service agencies, or arts organizations
- Community Engagement work: shifting staffing patterns to allow librarians to work in the community and to provide programming to bring individuals and groups into the library
- Providing "Opportunity Spaces" to be used by community groups
- Offering naming rights to locations within the library during building or renovation projects.
- Moving away from the library as storage for collections and toward flexible space for meeting, collaborating, and creating

### **Will the option grow usage and usefulness to the community?**

Of the four main indicators of public library use (physical visitation, circulation, program attendance, and use of public-access computers), all but program attendance have been trending downward nationally in recent years. Some studies and library experiences, however, have found pathways that may potentially lead to increased usage.

Factors that may lead to greater usage:

- Positive user experience. Customers will come to a store, or a library, for an experience, and will return if they enjoy the experience.
- Principles associated with retail marketing
  - Library space should be designed to encourage people to linger
  - Decompression zones between inside and outside
  - Environmental cues and floor plans that encourage "sales"
  - Areas specifically designed for children and teens
- Safe, welcoming, comfortable spaces.
  - HVAC the most important system for human habitability
  - Physical, technological and educational accessibility
- Investments in collections, programs, computers, staff time, and expertise
- High levels of service
- Convenience of the location and open hours

## Will the option make Shaker Library a Destination?

The 21<sup>st</sup> century public library is less a storage facility for information, and more a space for sharing ideas and experiences, a neutral community space where individuals from a vast array of backgrounds come together and interact. Today's new and renovated libraries reflect this change in emphasis.

- Libraries are becoming active places
- People are more likely to want to spend time at the library when it meets their needs and suits their lifestyles.
- The most successful are those that tap into the unique needs of their individual communities.

Libraries become destinations by offering space for a wide range of purposes and amenities, such as:

- Devices that patrons may borrow and use in the library (Laptops, tablets)
- Spaces for children and teens
- Cafés, as simple as a coffee cart or vending machines, or as complex as a dining facility that serves soup, salads, and sandwiches
- Outdoor spaces (play areas, reading gardens, etc.) as an integral part of their overall design and use
- 24/7 Wi-Fi, which can be accessed from outside even when the library is closed
- A Learning Commons, a multi-functional space that can be rearranged and re-organized to meet a variety of needs and purposes
- Spaces for community groups to gather, discuss important issues, and work together to improve their neighborhoods

A 2014 report from The Aspen Institute sums up this approach:

*"The public library is a welcoming space for a wide range of purposes—reading, communicating, learning, playing, meeting and getting business done. Its design recognizes that people are not merely consumers of content but creators and citizens as well. Its physical presence provides an anchor for economic development and neighborhood revitalization, and helps to strengthen social bonds and community identity.*

*"The library is also a virtual space where individuals can gain access to information, resources and all the rich experiences the library offers. In the creative design of its physical and virtual spaces the public library defines what makes a great public space."*

For supporting criteria research and sources see Appendix D.

### General Assumptions

#### Usage Assumptions

To calculate usage changes that may result from renovating or building new library facilities, Shaker Library studied the effects of Cuyahoga County Public Library's countywide building and renovation projects. CCPL's recent capital projects offer empirical evidence for how changes in library facilities may affect customer behavior.

#### Conclusions related to new construction:

- New construction appears to have the potential to improve circulation, although location improvements seem to be a significant factor
- New construction appears to have the potential to improve visits
- Community enthusiasm matters – a better library on paper does not outperform a better library in the eyes of the community
- Location matters – usage will decline if the new library is not in sync with existing user traffic patterns outside the library

#### Conclusions related to renovation:

- Renovation does not appear to improve circulation
- Renovation appears to have the potential to improve visits
- Repairs are not “renovations,” and are unlikely to grow visits
- Significant new features or substantial upgrades are most likely to grow visits

#### Conclusions related to adding and consolidating branches:

- No single factor influences circulation more than branch count – branch reduction has always resulted in decline, and new branches always produce circulation
- In the case of consolidation:
  - The smaller branch's circulation is fully lost and the larger branch may decline, or the combined circulation falls significantly
  - The combined visits fall
- When the Woods Branch's hours were reduced, there was no recapture of Woods visits at Main – absent building improvement (building or location), loss of the small branch visits could be an outer range loss

Based on this analysis (which is more fully detailed in Appendix E), Shaker Library calculated the projected effects on usage for each studied option. These effects are presented in Table 1.

Table 1 Summary of Usage Impact Study

Option	Circulation	Visits
Maintain	No change	No change
Replace	-22%	-7 to 10%
Upgrade	+4%	+20%
Limit	No change	Fewer
Joint/Co-locate	+4%	+20%
Contract	-30%	-7 to 20%
Combine	-41 to 72%	-43%

## Financial Assumptions

- With one exception, the time horizon for each option is 10 years, from 2017 to 2026. This assumption is based on the Board being able to pledge not to return to the ballot for 10 years.
- These options begin the time period with operating surpluses and end with deficits. For all except Option 2, the target reserves are \$2M in 2026
- For Option 2: Replace, the time horizon is 20 years, 2017 to 2036. The target for reserves is \$2M in 2036.
- Timing assumptions:
  - If necessary, a levy vote is assumed to take place in Fall 2017 with revenues in 2018
  - Operational changes are assumed to occur in 2018 (e.g., service level improvements, cost savings changes in branch operations)
  - Impact of new construction or renovation is assumed to begin in 2019
- Ten- and 20-year projections are highly sensitive to small changes in assumptions about growth rates. They do not substantially impact the relative projected financials of the different options, however.
- Other key assumptions include:
  - 1.5% annual cost of inflation
  - 1.5% growth in Public Library Fund (PLF) revenue and a constant PLF of 1.7%
  - Shaker Library used the same growth rate for assessed property values that was used by the Shaker Heights Public Schools. The key assumption of this projection is that valuations will not fall below the projected 2018 level and will not erode property tax revenue during the projection period. The

nominal value of property taxes from any levy that goes into effect in 2018 is assumed to remain flat during the forecasted period

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# Option 1: Maintain

## Findings Summary

Table 2: Ratings for "Maintain"

Forward-Thinking, Differentiated	Uniquely Shaker	Less Expensive	Community Partnership	Grow Usage	Destination: Shaker Library
Parity	Parity	Parity	Parity	Parity	Parity

### Description

This option completes all maintenance and repairs outlined in the Facilities Assessment for both buildings. There are no service improvements or modernization. This option is considered "parity" for rating all criteria. All other options are measured on how they compare with Option 1: Maintain.

### Methods

HBM Architects completed a facilities assessment in 2014. They thoroughly assessed the projected maintenance and facilities expenses for the next 10 years.

### Data

Some items on the facility assessment have been completed. The most significant in terms of cost was replacing VAV boxes.

**Option 1: MAINTAIN**

This scenario is the closest to "status quo" as is fiscally feasible. It is primarily a baseline for comparison.

Cost Savings		Main Library	Woods Branch
<b>BASELINE</b>			
Service	No service level improvements	No service level improvements	No service level improvements
Costs Addressed	\$4.1 million in costs per HBM Facilities Assessment; Bond amount of \$5.5 million reflects inflation.	\$1.0 million in costs per HBM Facilities Assessment; Bond amount of \$5.5 million reflects inflation.	\$1.0 million in costs per HBM Facilities Assessment; Bond amount of \$5.5 million reflects inflation.
Savings	\$8,000 of annual energy efficiency cost savings.	\$1,000 of annual energy efficiency cost savings.	\$1,000 of annual energy efficiency cost savings.

Usage Assessment	Circulation	Visits
	No Change.	No Change.

Combined	Millage Increase	Total Annual Tax to be Paid in 2018	Amount of Bond Total	Annual Tax per \$100K of Market Value
	1.1 Mills	\$3.4 Million	\$5.5 Million	\$153
		Compared to today @ 3.8 mill: +\$0.8 million		Compared to today @ 3.8 mill: +\$37

## Option 2: Replace

### Findings Summary

Table 3 Ratings for "Replace"

Site	Forward-Thinking, Differentiated	Uniquely Shaker	Less Expensive	Community Partnership	Grow Usage	Destination: Shaker Library
Main	Superior	Parity	Advantaged	Advantaged	Disadvantaged	Advantaged
Woods	Superior	Parity	Disadvantaged	Disadvantaged	Inferior	Advantaged

### Description

Replace two aging facilities with one new, up-to-date facility. This option closes the Bertram Woods Branch and operates with one new facility at either the location of the current Main Library, which is owned by the city, or at the current Bertram Woods Branch location, which is owned by the Library.

### Methods

HBM Architects did a feasibility study in August 2014. This study included community input at "world café" sessions at the Main Library on September 6, 2014. The architects gathered community feedback regarding potential locations, input regarding preferences of architectural styles, and responses to current trends and services for public libraries.

## Option 2: REPLACE

This scenario illustrates the financial implications of the 2014 World Café plan.

Cost Savings <b>\$225,000</b>		Main Library	Woods Branch
Service	Year-round Sunday hours and maker-space librarian service level improvements.		Facility closed.
Costs Addressed	\$4 million in repair costs eliminated through construction of a new facility. Assumes construction on Moreland site; no City repair or carrying costs.		\$1 million in repair costs eliminated through closure of facility.
Savings	\$390,000 of costs savings (\$360K of staff costs and \$30K of utilities). 7 of 56 FTEs; 13% of staff costs. One-time severance costs in 2019		\$705,000 of 2019 costs savings from closing facility. (100% of staff and utilities; 60% of Woods-related collection spending). One-time severance costs and one-time sale of Woods site in 2019.

Usage Assessment	Circulation	Visits
	-22%	-7% to -10%

Combined	Millage Increase	Total Annual Tax to be Paid in 2018	Amount of Bond Total	Annual Tax per \$100K of Market Value
	1.3 Mills	\$3.7 Million	\$20.0 Million	\$1.63

Compared to today @ 3.8 mill:  
+\$1.1 million

Compared to today @ 3.8 mill:  
+\$47

If the New Facility is constructed at the Main Library location:

Criteria	Rating
Forward-Thinking	<p>Superior</p> <ul style="list-style-type: none"> <li>Designed as up-to-date library with the flexibility and infrastructure to meet current and future needs</li> <li>Maintain CLEVNET membership</li> </ul>
Uniquely Shaker	<p>Parity</p> <ul style="list-style-type: none"> <li>Advantages <ul style="list-style-type: none"> <li>More accessible for all (ADA)</li> <li>Designed to fit architectural "look" of Shaker Heights</li> </ul> </li> <li>Disadvantages <ul style="list-style-type: none"> <li>Closing branch means location less convenient for eastern part of service area</li> <li>Moreland School building either vacant or removed.</li> </ul> </li> </ul>
Less Expensive	<p>Advantaged</p> <ul style="list-style-type: none"> <li>This option costs less than the Maintain option.</li> </ul>
Community Partnership	<p>Advantaged</p> <ul style="list-style-type: none"> <li>Advantages <ul style="list-style-type: none"> <li>Good opportunity to foster partnerships and design the facility to support those partnerships</li> <li>Location supports city's efforts to revitalize Moreland neighborhood</li> <li>Allows community input in facility design</li> </ul> </li> <li>Disadvantages <ul style="list-style-type: none"> <li>May need zoning variances to build as needed</li> <li>May limit eastern Shaker participation due to location (less convenient for middle school, etc.)</li> </ul> </li> </ul>
Grow Usage	<p>Disadvantaged</p> <ul style="list-style-type: none"> <li>Generally branch reduction results in decline in usage.</li> <li>Both circulation and number of visits drop when access is reduced.</li> </ul>
Destination: Shaker Library	<p>Advantaged</p> <ul style="list-style-type: none"> <li>Improved design will create a destination</li> <li>More useful for families, children, teens</li> </ul>

If the New Facility is constructed at the Woods Branch location:

Criteria	Rating
Forward-Thinking	<p>Superior</p> <ul style="list-style-type: none"> <li>• Designed as up-to-date library with the flexibility and infrastructure to meet current and future needs</li> <li>• Maintain CLEVNET membership</li> </ul>
Uniquely Shaker	<p>Parity</p> <ul style="list-style-type: none"> <li>• Advantages <ul style="list-style-type: none"> <li>• More accessible for all (ADA)</li> <li>• Designed to fit architectural "look" of Shaker Heights</li> </ul> </li> <li>• Disadvantages <ul style="list-style-type: none"> <li>• Closing Main location means location less convenient for South Shaker</li> <li>• Moreland School building either vacant or removed</li> </ul> </li> </ul>
Less Expensive	<p>Disadvantaged</p> <ul style="list-style-type: none"> <li>• This option costs more than the Maintain option. The City will be responsible for maintaining the vacated Moreland School building.</li> </ul>
Community Partnership	<p>Disadvantaged</p> <ul style="list-style-type: none"> <li>• Advantages <ul style="list-style-type: none"> <li>• Good opportunity to foster partnerships and design the facility to support those partnerships</li> <li>• Allows community input in facility design</li> </ul> </li> <li>• Disadvantages <ul style="list-style-type: none"> <li>• Lots of space at the current location that may not be available at a new location</li> <li>• Property is smaller, probably less parking available</li> <li>• May need zoning variances to build as needed</li> <li>• Location does not support city's efforts to revitalize Moreland neighborhood – no longer an anchor in the neighborhood</li> </ul> </li> </ul>
Grow Usage	<p>Inferior</p> <ul style="list-style-type: none"> <li>• Generally branch reduction results in decline in usage. Assume reduction higher when the Main Library is relocated.</li> <li>• Both circulation and visits drop when access is reduced.</li> </ul>
Destination: Shaker Library	<p>Advantaged</p> <ul style="list-style-type: none"> <li>• Improved design will create a destination</li> </ul>

## Option 3: Upgrade

### Findings Summary

Table 4 Ratings for "Upgrade"

Forward-Thinking, Differentiated	Uniquely Shaker	Less Expensive	Community Partnership	Grow Usage	Destination: Shaker Library
Advantaged	Superior	Disadvantaged	Superior	Superior	Superior

### Description

This option completes all maintained and repairs outlined in the Facilities Assessment for both buildings. It renovates both buildings, with an effort to optimize flexibility to meet current and future needs.

### Methods

HBM Architects met with library staff in spring 2016 to develop a preliminary concept plan for renovations at the Main Library and Bertram Woods Branch. Staff provided information about service needs and desired improvements to guide the concept plan. The concept plan assumed spending \$8 million at Main and \$2 million at Woods. These amounts included many but not all of the needed facility repairs.

### Option 3: UPGRADE

This scenario makes improvements in place and preserves historical architecture and service levels.

<b>Cost Savings</b> <b>-\$290,000</b>		<b>Main Library</b>	<b>Woods Branch</b>
Service	Year-round Sunday hours and maker-space librarian service level improvements.	Harmonized 10 am to 7 pm hours.	
Costs Addressed	\$4.1 million in costs per HBW Facilities Assessment; Bond amount of \$5.5 million reflects inflation, \$8 million renovation; \$5.7 million is incremental to repair costs identified in Facilities Assessment.	\$1.0 million in costs per HBW Facilities Assessment; Bond amount of \$5.5 million reflects inflation, \$2 million renovation; \$1.8 million is incremental to repair costs identified in Facilities Assessment.	
Savings	50% of \$390,000 savings of a one-level, purpose-built facility; 4/56 FTEs; 6% of staff costs; no one time severance costs; \$8,000 in annual energy efficiency cost savings.	\$54,000 from consolidating from 3 to 2 services points; \$1,000 of annual energy efficiency gains	

<b>Usage Assessment</b>	<b>Circulation</b>	<b>Visits</b>
	+4%	+20%

<b>Combined</b>	<b>Millage Increase</b>	<b>Total Annual Tax to be Paid in 2018</b>	<b>Amount of Bond Total</b>	<b>Annual Tax per \$100K of Market Value</b>
	1.6 Mills	\$3.9 Million	\$13.1 Million	\$172

Compared to today @ 3.8 mill:  
+\$1.3 million

Compared to today @ 3.8 mill:  
+\$56

## Detailed Findings

Criteria	Rating
Forward-Thinking	Advantaged <ul style="list-style-type: none"> <li>• Although Main is still a repurposed old school building rather than a flexible, up-to-date facility, the library is renovated to allow for some flexibility and to address modern library needs</li> <li>• Addresses the key concerns but doesn't have the efficiencies of a new Main Library facility</li> </ul>
Uniquely Shaker	Superior <ul style="list-style-type: none"> <li>• Maintains and improves both facilities</li> <li>• Better ADA accessibility</li> <li>• Maintains historical architecture at Main Library</li> </ul>
Less Expensive	Disadvantaged <ul style="list-style-type: none"> <li>• This option costs more than the Maintain option.</li> </ul>
Community Partnership	Superior <ul style="list-style-type: none"> <li>• Improvements as community gathering place. Flexible meeting spaces with adaptable technology</li> <li>• Allows community input in design of renovation</li> <li>• Additional opportunities for community partnerships at both sites</li> </ul>
Grow Usage	Superior <ul style="list-style-type: none"> <li>• Increased hours lead to increased usage and usefulness</li> <li>• Significant new features or substantial upgrades are most likely to grow visits</li> </ul>
Destination: Shaker Library	Superior <ul style="list-style-type: none"> <li>• Improved design will create a destination</li> <li>• More useful for families, children, teens</li> <li>• Maintains both locations</li> </ul>

## Option 4: Limit

### Findings Summary

Table 5 Ratings for "Limit"

Forward-Thinking, Differentiated	Uniquely Shaker	Less Expensive	Community Partnership	Grow Usage	Destination: Shaker Library
Inferior	Inferior	Disadvantaged	Disadvantaged	Disadvantaged	Disadvantaged

### Description

This option operates both existing buildings but moves Main Library operations to the 28,000 square foot first floor. It requires renovations to Main Library to move operations to the first floor. Only required repairs are completed for both buildings.

The 21,000 square feet available on the second floor would be eliminated. Significantly less space will be available for meeting rooms, computers, teens, and Play & Learn. The collection would have to be significantly reduced to fit services that are currently on the second floor onto the first floor.

### Methods

As part of the 2014 facility assessment, HBM Architects developed a concept plan for this option.

### Option 4: LIMIT

This scenario is included because it was contemplated in the initial analysis. There is such a small cost savings versus the full renovation of both branches and such a large service impact that it is not likely a viable option.

<b>Cost Savings</b> <b>-\$200,000</b>		<b>Main Library</b>	<b>Woods Branch</b>
Service	Year-round Sunday hours and service level improvements.	Harmonized 10 am to 7 pm hours.	
Costs Addressed	\$4.1 million in costs per HBM Facilities Assessment; Bond amount of \$5.5 million reflects inflation.	\$1.0 million in costs per HBM Facilities Assessment; Bond amount of \$5.5 million reflects inflation. \$2 million renovation; \$1.8 million is incremental to repair costs identified in Facilities Assessment.	
Savings	50% of \$390,000 savings of a one-level, purpose-built facility; 4/56 FTEs; 6% of staff costs; no one time severance costs; \$8,000 in annual energy efficiency cost savings.	\$54,000 from consolidating from 3 to 2 services points; \$1,000 of annual energy efficiency gains.	

<b>Usage Assessment</b>	<b>Circulation</b>	<b>Visits</b>
	No Change.	Fewer.

<b>Combined</b>	<b>Millage Increase</b>	<b>Total Annual Tax to be Paid in 2018</b>	<b>Total Amount of Bond</b>	<b>Annual Tax per \$100K of Market Value</b>
	1.5 Mills	\$3.8 Million	\$11.5 Million	\$167

Compared to today @ 3.8 mill:  
+\$1.2 million

Compared to today @ 3.8 mill:  
+\$51

## Detailed Findings

Criteria	Rating
Forward-Thinking	Inferior <ul style="list-style-type: none"> <li>• Moves all functions to the first floor</li> <li>• Reduce services available to the public</li> <li>• Less space for technology</li> </ul>
Uniquely Shaker	Inferior <ul style="list-style-type: none"> <li>• Reduced programming due to lack of space</li> <li>• Smaller and fewer meeting rooms</li> <li>• No art wall</li> <li>• No teen center</li> <li>• Reduced materials available to make room for meeting rooms and computers on first floor</li> </ul>
Less Expensive	Disadvantaged <ul style="list-style-type: none"> <li>• This option costs more than the Maintain option with less space and programming.</li> </ul>
Community Partnership	Disadvantaged <ul style="list-style-type: none"> <li>• Most partnerships would be eliminated due to lack of space, including Play and Learn and CEO/CTC</li> </ul>
Grow Usage	Disadvantaged <ul style="list-style-type: none"> <li>• Reduced visits, collections, and programs.</li> </ul>
Destination: Shaker Library	Disadvantaged <ul style="list-style-type: none"> <li>• Two locations, but neither will be updated and Main Library will lose current services and space.</li> </ul>

## Option 5: Joint or Co-Located Facility

### Findings Summary

Table 6 Ratings for "Joint or Co-Located Facility"

Forward-Thinking, Differentiated	Uniquely Shaker	Less Expensive	Community Partnership	Grow Usage	Destination: Shaker Library
Advantaged	Superior	Disadvantaged	Superior	Superior	Superior

### Description

This option was originally to replace Bertram Woods Branch with a joint school-public library facility in the new Middle School.

After subsequent conversations between the schools and the library, along with research on joint facilities, we determined that although partnerships between the two organizations are essential, a joint school-public library model would not provide optimum service to either the students or the greater Shaker Heights community. Moreover, the challenges of a joint facility appeared to reduce current services offered by the public library and the school library.

At its September 13, 2016 Board meeting, the schools unveiled three options for a new middle school. One of those options included using the Bertram Woods property site and removing the existing library building.

After conversations between Library Board President Chad Anderson and School Board President Bill Clawson, Mr. Anderson directed the Library Board members to consider as a possible option that the schools would construct a library facility that is at least equivalent to the current Bertram Woods Branch, which would be funded through the School's bond issue. Specifically, the new library facility would need to be equivalent to Woods in parking, access, and grade level, with approximately 12,000 square feet for public library service during typical public library hours.

Mr. Anderson also directed the Board to assume that the Main Library would be renovated under the assumptions in Option 3: Upgrade.

All assessments of this option against the criteria were done with the above revised assumptions.

## Methods

Library staff visited or interviewed staff from eleven public libraries in Ohio that have joint facilities with public schools.

### How School/Library Partnerships Work

- Most of the partnerships between public libraries and school systems in Ohio are in rural areas that would not have a library branch were it not for shared space agreements.
- Most of these partnerships have written contracts, some more specific/thorough than others.
- Some library facilities are closed to the public during school hours; others are open.
- The most successful partnerships spell out clear expectations and demonstrate regular communications among library and school staff.
- Some facilities have both public and school library staff; many employ public library staff only. In one example, library staff members are paid by the public library, but are considered volunteers within the school.
- Often, the public library is considered a tenant of the school building and pays a nominal lease.
- The school usually owns and maintains the building and its grounds; the public library usually owns the collection, shelving, furnishings, etc.
- The public library usually selects and purchases materials in the collection, sometimes with the input of school staff.
- Students are often restricted to certain materials during the school day (i.e. DVDs) but can check out whatever they like during after school hours.

### Pros

- Public library may get a maintained facility for a low rental fee.
- Additional and better-quality resources and expertise are available to students, especially in communities where funds for materials and staff are limited.
- The public library becomes part of community in a different way; parents stop in after dropping students off. The partnership provides "community service, goodwill and outreach," especially in areas that are otherwise underserved by public libraries.
- The partnership can sometimes provide shared programming, like author visits, and use school spaces, like gyms and auditoria.

### Cons

- Limited hours restrict the public's access to the library and its services and can be confusing. For instance, several libraries are closed during the schools' spring break.

- Security – most partnerships shared concerns about the ability to maintain school security levels during the school day, especially in those facilities open to the public during school hours.
- Potential clashes between the missions of the public library and the schools. For example, public libraries purchase material for all ages and interests; many of those items may not be appropriate for a school library. Another issue is filtering Internet access. Shaker Library does not filter any Internet access; schools do.
- Difficulty defining expectations of public and school library staff. Many school staffs are unionized whereas Shaker Library staff is not.
- If expectations are not delineated and enforced, public library staff can be overwhelmed.
- Lack of sufficient parking creates problems.

#### Issues That Must Be Addressed in Considering a Joint Facility in Shaker Heights

- Are there expressed needs for shared facilities or services in Shaker Heights?
  - The schools maintain good libraries in each building, staffed by a professional school librarian.
  - Shaker is not an underserved or remote area; there are many, good public libraries in close proximity.
  - Would limiting the hours of the library at the joint facility to non-school times be acceptable to the community?
- Cost savings would need to be evaluated and would depend on staffing and building maintenance agreements
- Security of students

Library staff attended the June 24, 2016 meeting of the Shaker Schools Facilities Executive Council. At that meeting Amy Switzer shared the above results of the library's research on joint facilities with school staff and trustees.

Shortly after that meeting, the schools requested and Mr. Anderson granted permission to include the Bertram Woods Branch property in a site survey of the Shaker Heights Middle School property for planning purposes.

## Option 5: CO-LOCATE

Assumes SHPL pays some portion of the cost of a co-located branch involving the Woods property and Middle School redevelopment. Calculated based on a cost estimate of \$200/ft<sup>2</sup>, \$2.3 million will fund the creation of a 12,000 ft<sup>2</sup> space equivalent in size to Woods. This represents a \$600,000 savings compared to Woods repairs + renovation.

Cost Savings		Main Library	Woods Branch
<b>-\$260,000</b>			
Service	Year-round Sunday hours and maker-space librarian service level improvements.	Harmonized 10 am to 7 pm hours.	
Costs Addressed	\$4.1 million in costs per HBM Facilities Assessment; Bond amount of \$5.5 million reflects inflation. \$8 million renovation; \$5.7 million is incremental to repair costs identified in Facilities Assessment.	SHPL contributes to joint facility costing \$2.3 million; Provides \$600,000 in savings v. \$1.0 million of costs identified in Facilities Assessment and \$1.8 million of net HBM renovation plan.	
Savings	50% of \$390,000 savings of a one-level, purpose-built facility; 4/56 FTEs; 6% of staff costs; no one time severance costs. \$8,000 in annual energy efficiency cost savings.	\$54,000 from consolidating from 3 to 2 services points; \$1,000 of annual energy efficiency gains.	

Usage Assessment	Circulation	Visits
	+4%	+20%

Combined	Millage Increase	Total Annual Tax to be Paid in 2018	Amount of Bond Total	Annual Tax per \$100K of Market Value
	1.6 Mills	\$3.9 Million	\$12.4 Million	\$171

Compared to today @ 3.8 mill:  
+\$1.3 million

Compared to today @ 3.8 mill:  
+\$55

## Detailed Findings

This assessment assumed that the Main Library would be renovated under the assumptions in Option 3: Upgrade and that the schools would provide a library facility on the middle school property at least equivalent to the current Bertram Woods Branch, funded through the School's bond issue. Specifically, the new Bertram Woods branch would include the equivalent in parking, access, grade level, and approximately 12,000 square feet for public library work at typical public library hours.

There is no architectural concept existing today that meets this criteria, nor was there any co-located facility analog available for comparison on circulation and visits. Therefore, this assessment is necessarily more speculative in terms of likely outcomes than the others.

Criteria	Rating
Forward-Thinking	<p>Advantaged</p> <ul style="list-style-type: none"> <li>• Although Main is still a repurposed old school building rather than a flexible, up-to-date facility, the library is renovated to allow for some flexibility and to address modern library needs</li> <li>• Addresses the key concerns but doesn't have the efficiencies of a new Main Library facility</li> <li>• Budget set by HBM plan for "upgrade"</li> </ul>
Uniquely Shaker	<p>Superior</p> <ul style="list-style-type: none"> <li>• Maintain and improve both facilities</li> <li>• Better ADA access</li> <li>• Maintain historical architecture</li> </ul>
Less Expensive	<p>Disadvantaged</p> <ul style="list-style-type: none"> <li>• This option costs more than "Maintain."</li> </ul>
Community Partnership	<p>Superior</p> <ul style="list-style-type: none"> <li>• Renovation can allow community input</li> <li>• Additional opportunities for community partnerships; closer collaboration with schools</li> <li>• Improvements at both sites</li> <li>• Partnerships at both sites</li> <li>• Improved meeting rooms and collaboration space create additional opportunities for the library to serve as a community gathering-place.</li> </ul>

Criteria	Rating
Grow Usage	Superior <ul style="list-style-type: none"> <li>• Projected to increase usage and usefulness, though not as much as upgrading</li> <li>• Increased hours (year-round Sundays)</li> </ul>
Destination: Shaker Library	Superior <ul style="list-style-type: none"> <li>• Improved design will create a destination</li> <li>• More useful for families, children, teens</li> <li>• Two locations are better than one to serve residents</li> </ul>

DRAFT

## Option 6: Contract

### Findings Summary

Table 7 Ratings for "Contract"

Forward-Thinking, Differentiated	Uniquely Shaker	Less Expensive	Community Partnership	Grow Usage	Destination: Shaker Library
Inferior	Disadvantaged	Superior	Disadvantaged	Inferior	Disadvantaged

### Description

Avoid going on the ballot and operate within current revenue. Operate existing buildings with only necessary repairs. This option requires a reduction in service and number of facilities to be viable.

### Methods

Financial data was projected through 2026. A key assumption is that the Bertram Woods Branch closes within a year to provide funding required for Main Library repairs.

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## Option 6: CONTRACT

This scenario describes an independent library operating with a single branch, while protecting the City from having to assume responsibility of Moreland School.

Cost Savings +\$860,000		Main Library	Woods Branch
Service	No service level improvement.		No service. Facility closed.
Costs Addressed	\$4.1 million in costs per HBM Facilities Assessment; Bond amount of \$5.5 million reflects inflation.	\$1 million in repair costs eliminated through closure of facility.	\$694,000 of 2018 costs savings from closing facility. (100% of staff and utilities; 60% of Woods-related collection spending). One-time severance costs and one-time sale of Woods site in 2018 AND 2019.
Savings	\$8,000 of annual energy efficiency cost savings.		

Usage Assessment	Circulation	Visits
	-30%	-7% to -20%

Combined	Millage Increase	Total Annual Tax to be Paid in 2018	Amount of Bond Total	Annual Tax per \$100K of Market Value
	No Change	\$2.6 Million	No Bonds Issued	\$116

Compared to today @ 3.8 mill:  
No Change

Compared to today @ 3.8 mill:  
No Change

## Detailed Findings

Criteria	Rating
Forward-Thinking	Inferior <ul style="list-style-type: none"> <li>• Close Bertram Woods Branch</li> <li>• Reducing access to public and amount of collection available</li> </ul>
Uniquely Shaker	Disadvantaged <ul style="list-style-type: none"> <li>• Lose programming at branch</li> <li>• Still have a Main Library, but it will deteriorate due to lack of funding</li> </ul>
Less Expensive	Superior <ul style="list-style-type: none"> <li>• This option will cost Shaker less than the Maintain option</li> </ul>
Community Partnership	Disadvantaged <ul style="list-style-type: none"> <li>• Lack of funding will negatively affect our ability to participate in new partnerships and make it difficult to maintain current partnerships</li> </ul>
Grow Usage	Inferior <ul style="list-style-type: none"> <li>• Reduced visits, collections, and programs</li> <li>• Inflation will reduce funds available to spend on new material for the collection</li> </ul>
Destination: Shaker Library	Disadvantaged <ul style="list-style-type: none"> <li>• Reduce to one facility</li> <li>• Services will continue to decline as inflation affects revenue</li> <li>• Spaces not updated or modernized. With only required repairs the library will become less and less appealing to the community</li> </ul>

# Option 7: Combine Inclusion in Cuyahoga County Public Library

## Findings Summary

Table 8 Ratings for "Combine"

Forward-Thinking, Differentiated	Uniquely Shaker	Less Expensive	Community Partnership	Grow Usage	Destination: Shaker Library
Parity	Inferior	Superior	Disadvantaged	Inferior	Disadvantaged

## Description

This option assumes that Shaker Library would request inclusion in Cuyahoga County Public Library as outlined in Ohio Revised Code §3375.21 "Resolution for inclusion of subdivision in county library district."

In this option the library would adopt a resolution providing for the inclusion of Shaker Library in Cuyahoga County Public Library. If the School Board subsequently agreed to the inclusion of the Shaker Library into Cuyahoga County Public Library, all title and interest in all property, both real and personal, would be transferred to the Board of Trustees of Cuyahoga County Public Library. The Shaker Library and its Board of Trustees would cease to exist and its territory would become part of the Cuyahoga County Public Library district.

## Methods

Shaker Heights Public Library initiated a facilities study in January 2016 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 questions<sup>7</sup> needed to evaluate inclusion and provided them to the County Library subsequent to a conversation between Shaker Library Board President Chad Anderson and Cuyahoga County Library Board President Ed Blakemore in May 2016.

In a follow-up conversation several weeks later, Mr. Blakemore expressed concern that the questions were too extensive for an initial evaluation, and requested an abridged list. This abridged list of questions<sup>8</sup> was provided to Mr. Blakemore on June 3, 2016. He was also provided with "off-the-shelf" studies conducted by Shaker Library that were

<sup>7</sup> Appendix J, "S-1 PROPOSED ANALYSIS OF CCPL SERVING SHAKER DISTRICT.pdf"

<sup>8</sup> Appendix J, "S-2 Abridged questions - PROPOSED ANALYSIS OF CCPL SERVING SHAKER DISTRICT.pdf"

thought potentially helpful for the County Library in answering these questions, specifically the Facility Maintenance Study<sup>9</sup> that detailed expected facility repair needs and a Branch Usage Study<sup>10</sup> that evaluated branch usage by Shaker residents. In addition, Mr. Blakemore was provided with the same descriptive statistics<sup>11</sup> and financials<sup>12</sup> 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 questions, Mr. Blakemore first indicated that he felt that the County Library had essentially answered these questions in their presentation<sup>13</sup> 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.<sup>14</sup> 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 analysis in Appendix I was initiated to devise an effective basis of comparison of this option to other alternatives available to Shaker Heights Public Library district residents.

Figure 3 CCPL's Response to Mayor's Financial Task Force Re Inclusion



## DUE DILIGENCE PROCESS

Based on recommendations from the Community Research Institute at Baldwin-Wallace during the East Cleveland Public Library inclusion feasibility study (2010), CCPL would anticipate the following steps in a due diligence process:

1. The Shaker Heights Public Library (SHPL) Board would provide a letter of intent requesting inclusion with Cuyahoga County Public Library.
2. A forensic audit of SHPL finances would be conducted.
3. A facility and maintenance audit at SHPL would be conducted.
4. SHPL deed, title and legal searches would be conducted to understand any potential liabilities that would need to be resolved in the course of the inclusion process.
5. Verification of the process for transition of SHPL property tax millage from current rates to CCPL rate.

<sup>9</sup> Appendix J, "S-3 042114 Final Report.pdf"

<sup>10</sup> Appendix J, "S-4 Mapping observations 1\_4\_11 v4 (CCPL).pdf"

<sup>11</sup> Appendix J, "S-5 Shaker Library statistics for CCPL.pdf"

<sup>12</sup> Appendix J, "S-6 Shaker Library 2015 Financials.pdf"

<sup>13</sup> Appendix J, "S-7 06.30.16 Shaker Request for Info.pdf"

<sup>14</sup> Appendix J, "S-8 CCPL Responses Summary.pdf"

## Data

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.

It is not possible to make a considered comparison of the County option without using a “most-likely” scenario. 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. See Appendix I for full analysis.

## Option 7: COMBINE

The details described below are based on assumptions about the choices Cuyahoga County Public Library may make should SHPL be consolidated into its system. These assumptions are based on CCPL's past decisions and requirements of the Ohio Revised Code.

Cost Savings <b>+\$1,400,000*</b>		Main Library	Woods Branch
Service		No service. Facility closed.	To be determined.
Costs Addressed		City assumes responsibility for Moreland School.	If CCPL retains Woods, they would be responsible for repairs, renovation or replacement. Repairs identified in Facilities Assessment would cost \$1 million.
Savings		Facility Closed	Property tax rate in SHPL district would change. SHPL current effective rate is 3.8 mills; CCPL is 2.5 mills. The actual SHPL rate after accounting for HERB, is 3.3 mills compared 2.2 mills for CCPL.*

Usage Assessment	Circulation	Visits
	-41% to -72%	-43%

Millage Increase	Total Annual Tax to be Paid in 2018	Amount of Bond Total	Annual Tax per \$100K of Market Value
-0.6 Mills	\$2.2 Million	Not Applicable	\$76

Compared to today @ 3.8 mill:  
+\$0.4 million in savings

Compared to today @ 3.8 mill:  
+\$40 in savings

\*No short-term savings for Shaker taxpayers if the City of Shaker Heights is responsible for capital expenses and ongoing maintenance costs at Moreland School and CCPL raises millage to 3.0 in 2018, as projected. Long-term, the NPV value is a savings of \$855,000.

## Detailed Findings

Criteria	Rating
Forward-Thinking	<p>Parity</p> <ul style="list-style-type: none"> <li>• Cuyahoga County Public Library is a forward-thinking library system.</li> <li>• Membership in CLEVNET will cease. Materials will be centrally selected and the collection size and breadth will decrease to fit just the Bertram Woods Branch.</li> </ul>
Uniquely Shaker	<p>Inferior</p> <ul style="list-style-type: none"> <li>• Required equity of service for all CCPL branches means that service and collections will be standardized throughout all communities served by CCPL</li> <li>• The Library Board of Trustees would not be Shaker residents who are appointed locally.</li> <li>• Ballot issues would no longer be the sole decision of Shaker residents.</li> <li>• Only one branch compared to current two facilities</li> <li>• Less space for programming</li> </ul>
Less Expensive	<p>Superior</p> <ul style="list-style-type: none"> <li>• This option is less expensive than the Maintain option, although with less space and programming.</li> <li>• Responsibility for the former Main Library reverts to the City of Shaker Heights.</li> </ul>
Community Partnership	<p>Disadvantaged</p> <ul style="list-style-type: none"> <li>• Partnerships that receive library funding, such as Play and Learn, may not be funded if they don't fit the County model</li> <li>• Positions specific to Shaker Library, such as Local History Librarian and Community Engagement Librarian, would face elimination because of equity of service requirements</li> </ul>
Grow Usage	<p>Inferior</p> <ul style="list-style-type: none"> <li>• Reduction in branches results in a decline in usage</li> <li>• Smaller collection and facility will also reduce usage</li> </ul>
Destination: Shaker Library	<p>Disadvantaged</p> <ul style="list-style-type: none"> <li>• Reduce to one facility at Bertram Woods location</li> <li>• Significantly smaller facility and collection than at the Main Library</li> <li>• Fewer programs in smaller facility</li> </ul>

## Recommendations

Figure 4 contains the summary of the scores each option received based on the criteria set by the Board of Trustees at their March 3, 2016 planning retreat.

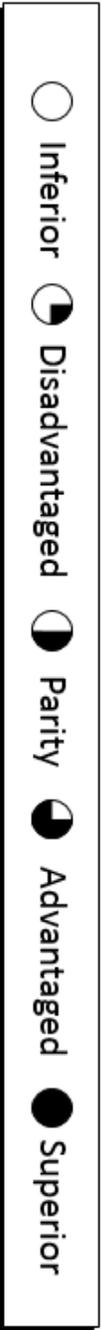
The Shaker Heights Public Library Board of Trustees accepts the analysis of the facility options in this report. Based on community feedback and the results of this facility study, the Board has determined that maintaining two full-service branches is important for the Shaker Heights community. Therefore, the Board recommends pursuing Option 3: Upgrade.

Option 3: Upgrade received the highest score based on the criteria. It provides the most value to the community and is responsive to the clear preference expressed by residents for Shaker Heights Public Library to maintain both the Main Library with its traditional architecture in the Moreland neighborhood and the Bertram Woods Branch. Option 2: Replace at the Main Library location received the next-highest score, but this option is not responsive to community preference on architecture and branch count. Other options that were less expensive do not provide the value to the community that maintaining and updating the current locations provides.

As a contingency option, the Library is open to exploring Option 5: Joint/Co-Locate at the Shaker Heights Middle School location if it offers both the upgraded Main Library in Option 3: Upgrade and an equivalent branch design to an upgraded Bertram Woods with respect to parking, access, grade level, and approximately 12,000 square feet for public library services at typical public library hours. The score for Option 5: Joint/Co-Locate assumes such a design outcome.

Figure 4 Summary of Evaluation of 2016 Facility Options

Name	Description	Forward-Thinking, Differentiated	Uniquely Shaker	Less Expensive	Community Partnership	Grow Usage	Destination: Shaker Library
1 <b>Maintain</b>	Operate existing buildings with existing service, complete required repairs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2 <b>Replace</b>	Replace two existing buildings with a single, new building	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/> @ Main <input type="radio"/> @ Wds	<input type="radio"/> @ Main <input type="radio"/> @ Wds	<input type="radio"/> @ Main <input type="radio"/> @ Wds	<input type="radio"/>
3 <b>Upgrade</b>	Operate existing buildings with service and capital improvements, complete required repairs	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
4 <b>Limit</b>	Operate existing buildings but move Main operations to first floor, make other renovations to reduce cost, complete required repairs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5 <b>Joint/ Co-Locate</b>	Replace Woods with a joint school-public library in the new Middle School (includes Main <b>upgrade</b> )	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
6 <b>Contract</b>	Never go on the ballot again. Operate Main and Woods, with minimal repairs. Eventually close Woods.	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7 <b>Combine</b>	Combine with CCPL	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



## **Next Steps**

To allow time to solicit community comment, the Library Board of Trustees has introduced this study at its October 10, 2016 meeting and intends to vote on the recommendations it contains at the December 12, 2016 Board Meeting, which will be held at the Main Library.

Decisions about the precise funding method to be proposed (e.g., operating levy vs. bond issue) will be made after further research and discussion.

DRAFT

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Criteria ratings by Shaker Heights Public Library Board of Trustees

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Facility Assessment and Feasibility Study by HBM Architects, 2014

Concept plans for Option 3; Upgrade Main Library and Bertram Woods Branch by HBM Architects, 2016

Other research and analysis by

Amy Switzer, Director

Maureen Brodar, Interim Main Library Manager

Lynne Miller, Bertram Woods Branch Manager

Shaker Heights Public Library Reference Librarians

Process audited by: Robert Smith & Associates, 2016

## Appendices

- Appendix A: Auditor's Review (Robert Smith & Associates)
- Appendix B: Facilities Assessment and Maintenance Master Plan (April 2014)
- Appendix C: Community and Staff Visioning Sessions (World Café) Summary (September 2014)
- Appendix D: Criteria Research with Sources
- Appendix E: Usage Driver Assessment
- Appendix F: Research on Joint Facilities
- Appendix G: Questions on the Proposed Analysis of the Possibility of the Cuyahoga County Public Library Providing Service to the Shaker Heights Public Library District
- Appendix H: Summary of Responses from Cuyahoga County Public Library to Shaker Library's May 2016 Questions
- Appendix I: Assessment of Likely Operating Profile for the County Inclusion Option
- Appendix J: Source Documents for Assessment of Likely Operating Profile for the County Inclusion Option
- Appendix K: Financials
- Appendix L: 2014 Return on Investment