



THE BRETON GROUP

Development Consulting for Non-Profit Organizations

FINAL REPORT

NEEDS ASSESSMENT & FACILITY PLANNING REPORT FOR KALKASKA COUNTY LIBRARY

Prepared for:

Kalkaska County Library Board of Directors

Prepared by:

The Breton Group, Inc.

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2504 Ardmore SE
Grand Rapids, MI 49506

Phone: 616-975-9907
Fax: 616-975-9909

www.bretongroup.com
tbg@bretongroup.com

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I. INTRODUCTION

This needs statement is the product of a three-month initiative conducted with assistance from the Kalkaska County Library Board of Directors and community volunteers representing a broad cross-section of the greater Kalkaska community. The primary objectives of this process were to:

1. Assess the current status of the library.
2. Determine the community's need and desire for improved library facilities.
3. Articulate the unique library service and programming needs of the Kalkaska community.
4. Determine the appropriate size of the library facility based on collection needs and unique programming needs.
5. Put forth an appropriate financial plan to finance the project.

The following are members of the facility and program Planning Committee recruited to assist in the development of this report. The Breton Group recognizes these individuals with gratitude for the time they dedicated to the project and the commitment with which they served.

Marilyn Aberlich
Russ Bell
Debbie Craig
Betty J. Dunham
Jeff Fitch
Kathy Horvath
Ron Kea
Rev. William Kuiper
Karen Zelt

Marge McCully
Kate Mosher, Library Director
Cynthia Nicklyn
Jeanne Nooney
Carroll Sexton
Addie Trombley
Tom Wegener

Members of the Kalkaska Library Board of Directors are:

Margaret McCully, *President*
Harriet Pesek, *Secretary*
Cynthia Nicklyn, *Treasurer*
Dee Miller
(One Unfilled Position)

II. BACKGROUND

What began as a quiet dream for a public library developed over the years to become a community vision and, ultimately, the reality of the Kalkaska County Library. The library that serves the greater Kalkaska community today began many years ago as a community service project of the Academea Club, a local women's club. In 1934 books donated by club members were brought to the balcony of the local store in downtown Kalkaska, the first home of the library.

The community embraced the library which, in 1935, was named the Kalkaska County Demonstration Library. Funds from a Works Progress Administration (WPA) project enabled the library to hire its first paid librarian. As the collections grew, the balcony library became overcrowded and was moved to the front of the old bank building. The resources offered by the expanding library were recognized and increasingly utilized by the residents of Kalkaska County. This site became overcrowded as well and the community recognized a larger facility soon would be needed.

Built with local stone, the present library facility was constructed in 1939 and renamed the Kalkaska County Library. The collections have grown to 26,000 items and services offered have also increased to meet the needs of those living in Kalkaska County. While two additions have been made to accommodate the expanding needs of the community, the library remains in its original location and conditions have become more and more crowded.

For a number of years, the Kalkaska County Library has been faced with the challenge of finding enough space to provide the services and resources necessary to meet the community's needs. The library staff has been using limited space strategically to provide a level of service comparable to much larger facilities. However, serious space constraints are preventing the library from expanding its collection and services and offering additional programs necessary to meet the needs of both children and adults in the community. The library board initiated this needs assessment and facility planning process to identify community library needs and to develop a plan to meet those needs.

III. DEVELOPING THE NEEDS STATEMENT

The process of developing a needs statement involves multiple steps in a sequential and logical order. While needs statements can vary from project to project, most tend to follow a basic format of information gathering and processing that can eventually lead a group or community to decision-making based on sound input rather than feelings or emotions.

For the greater Kalkaska community, this process would include:

1. Assess the current status of the library.
Once assessed...
2. Determine the unique library needs and desired services of the community.
Once determined...
3. Estimate the space required to deliver such services, considering population growth projections, community demographics and industry space standards.
Once estimated...
4. Develop cost estimates based on space requirements.
And finally...
5. Create a funding plan to finance the project.

IV. CURRENT STATUS OF THE LIBRARY

COMPARISON WITH CLASS IV MICHIGAN LIBRARIES

A comparison of the Kalkaska County Library with other libraries serving similar populations around the State of Michigan allows us to measure the facility, programs and services currently provided to the greater Kalkaska community. Such comparisons can then be used to identify unique characteristics of the library and assist in identifying specific shortcomings in the library's programming. The information used to compile these comparisons was gathered from the Library of Michigan's *Michigan Library Statistical Report*, 2000 Edition.

There are 383 public libraries in the State of Michigan. Libraries are divided into classes, according to populations served. The Kalkaska County Library is categorized as a Class IV library, one of 62 Class IV libraries in Michigan serving a population between 12,000-25,999. The average service population for Michigan Class IV libraries is 17,242. The Class IV average benchmarks used in the following comparisons allows us to compare programs and services of the Kalkaska County Library to the other 61 Class IV libraries in the state.

The information taken from the following statistics is for comparison purposes only. While no substantial action or decisions should be based solely on this information, it does provide a basis for discussion and points out potential trends, strengths and weaknesses in the Kalkaska County Library's facility, programs and services.

THE LIBRARY COLLECTION

As Figure 1 indicates, the Kalkaska County Library collection totals 22,229 items. This represents a collection that is 39% the size of the average Class IV library in the State of Michigan. Lack of sufficient space prevents staff from keeping up with the community's growing demands for collections and information. The library is currently lacking updated materials of all types, specifically reference materials and periodical holdings, and also storage capacity for both. In addition, the Planning Committee also expressed a desire to expand the library's holdings in religious and historical/ genealogy reference materials and to build a comprehensive music collection consisting of CD and DVD formats.

While community demand for increased collections is high, there simply is no space to display and store additional resources.

**Figure 1
Collection Comparisons**

<i>Library Collections</i>	<i>Class IV Average</i>	<i>Kalkaska County Library</i>
<i>Books / Serial Volumes</i>	52,797	21,383
<i>Audio / Video / Elec. Format</i>	3,562	809
<i>Subscriptions</i>	145	37
<i>Total Collections</i>	56,504	22,229

The library's audio/video/electronic collection, at approximately 25% of the average Class IV library, is in critical need of additional resources. More books on tape, CD/music selections and expansion of the video collection to include a wider variety of educational, training and movie videos in VHS and DVD format are needed. Further hindering community access is lack of display area. Most of the audio/video collection is stored in the non-public staff work area.

Insufficient space to store existing materials was a major concern of the Planning Committee. Members noted especially the need for a newspaper archival area and extensive reference section, including regional and nationwide telephone directories.

Many members of the committee expressed the need to deepen dramatically and enhance all aspects of the library's collection, including the selection of books available to adults, which is currently very limited. Additional collections are needed to update and enhance both the variety and number of materials available. Even with the need for more collections, the dedicated staff of Kalkaska County Library works hard to be responsive to the library needs of the greater community as best they can, given the significant space constraint of the current facility.

LIBRARY SERVICES

The Kalkaska community relies heavily on the library to serve as an educational, cultural and social resource. To improve the library's efforts to serve the diverse needs of the greater Kalkaska community, the committee identified the need to provide additional library services, such as:

- Expanded cooperative programming with schools (after-school tutoring, lending, home school support)
- expanded number of public-access computers in an area apart from library activity
- computer training classes
- audiovisual capabilities and spaces for youth to watch/listen to videos, CDs, etc.

- increased operating hours
- expanded (bookmobile) outreach, especially during the winter season, i.e., to seniors
- additional parking*

Such programming is not currently feasible because of facility and space constraints.

While the Kalkaska County Library faces severe space limitations, its commitment to meet the service needs of the community is unwavering, evidenced by the wide variety of services it continues to offer to area residents of all ages. This is impressive considering the space and resource limitations placed on the staff.

**NOTE: The committee stated that severely limited parking discourages patron visitation and program attendance. Patrons and staff now use an adjoining lot owned by a neighboring bank and which is posted for use by only bank customers. Library patrons not able to park in the library's three-vehicle lot, must park on busy US 131 or cross the busy five-lane highway without the assistance of pedestrian signals. Patrons inconvenienced by lack of parking may often choose not to participate in library programs and their visits become more infrequent.*

CHILDREN'S RESOURCES

The children's collection and learning activities are an essential part of library services and are of tremendous value and importance to the Kalkaska community. In 2000, children's circulation accounted for 39% of the library's total circulation, slightly above the average for Class IV libraries. However, children's program attendance is only 20% of the average Class IV library. Though there is some discrepancy as to how attendance numbers are counted (children attending vs. children and accompanying adults attending), the stark comparison does suggest that space factors such as the library children's area and parking significantly and negatively affect library use.

The library needs to provide expanded collections and activities in order to meet the vital and continuing challenges of encouraging children's growth in reading skills and giving them opportunities in which to do so. When these valuable tools and resources are available, the children of Kalkaska County will be able to enhance their educational, recreational and cultural experiences.

Space constraints have prevented library staff from offering enhanced children's programming, though current programs are being actively promoted. While children's program attendance is far below the average of Class IV Michigan libraries (Figure 2), it is important to note that the Kalkaska County Library building is less than half the size of the average library facility. These space constraints prevent greater numbers of children from taking advantage of current programming opportunities and eliminate the possibility of expanding or adding programs.

**Figure 2
Service Comparisons**

<i>Library Services</i>	<i>Class IV Average</i>	<i>Kalkaska County Library</i>
<i>Annual Hours Open</i>	3,053	3,575
<i>Total Circulation</i>	109,342	35,014
<i>Circulation Per Capita</i>	6.3	2.6
<i>Children's Circulation</i>	40,639	13,630
<i>% of Total</i>	37%	39%
<i>Children's Program Attendance</i>	3,856	814

The space currently used for children's programs is located in a small area of the basement where there is no performance/stage area, electronic support, and no water access. The Planning Committee also identified the lack of an area for young adults as a high priority need.

Even with its location in the basement, children's programming often disrupts or inconveniences scheduling for other library activities in need of their own space. Because the library lacks a meeting room, most community, library board, and book discussion group meetings must be held in an open basement area, adjoining the children's section. The noise and activity that accompany the children's programs hinder adult programs and discourage residents from attending.

Meeting the educational, recreational and cultural needs of the library's smallest patrons, from toddlers to school age children, is high priority for the community and the library staff. The staff is highly committed to providing creative and responsive programming that is both educational and entertaining, but space limitations have made it impossible to make comprehensive programming available to **all** of the community's children.

TECHNOLOGY

Several issues were identified in the assessment process with respect to the delivery of library programs and services relating to technology. Because many county families do not have computers in their homes, they rely on technology at the library. There is a growing demand and need for additional public computer terminals to provide access to information and resources necessary for student and adult research and education. The demand for access to the Internet and also computer application software for assistance with schoolwork, resumes, and other educational tasks is growing among area residents and the library is currently not able to meet those needs.

The little technology that is currently available has replaced a reading room. The computers are presently located adjacent to the library's service desk and its accompanying noise

distractions. The Planning Committee recommended a designated area for computers, away from the quiet collection/browsing area.

The designated space required to accommodate technology needs, including access, availability, training and assistance, will only continue to increase in coming years as technology advances. The current facility does not provide enough space and cannot accommodate the proper wiring required for any additional electronic educational tools and/or new digital information resources

The library must be prepared not only to meet today's demand, but tomorrow's as well, meaning additional, designated space for public access terminals is an absolute necessity.

PUBLIC SERVICES

Because of expanding collections, the library facility no longer provides an atmosphere that is conducive to comfortable reading, study and research. Severely cramped and limited reading space creates an uninviting environment that does not encourage patrons to spend time at the library, utilizing all the services that are available. To create a more convenient, inviting and efficient library that will provide for community needs and faster use, the Planning Committee identified the following as necessary and/or desired improvements or additions:

- a quiet reading room and additional comfortable seating in the main library area for casual reading, study and research
- audio booths for private use without disruption to the main library
- study group rooms for students
- a large, flexible community meeting room with room dividers for smaller room use
- kitchen facilities for meeting room use
- more check-out space, including self check-out capabilities
- expanded parking
- expanded restrooms
- additional staff workspace and lounge area

Libraries and the services they provide enhance the quality of life and educational opportunities of a community. The Planning Committee recommended that, in addition to some of the more traditional programs and services, the library should make available convenient services such as public telephones, fax/color copy service, a better-designed bookmobile, on-line access to the library collection, and a drive-up book return. The entire library building also needs to be updated to meet ADA standards.

Offering such services to the general public will help create an atmosphere that is comfortable, welcoming and convenient, enhancing the public's overall library experience.

Providing an inviting environment and convenient public services can have a positive impact on the community's educational, cultural and social opportunities.

HISTORICAL COLLECTION

Another important element of the programming and services of a library is to provide space for local genealogical and history records/collections. Some of the significant historical items could include genealogy files, photos, local history books, back issues of local newspapers, and local church and cemetery records.

Currently, there is insufficient space for an expanded central historical repository or genealogical reference location for research and preservation of local history records. The Planning Committee identified the need for a separate, dedicated room for Kalkaska historical collections as a high priority. The committee believes a room that would preserve historical materials and allow patrons to conduct research in a comfortable, easily accessible area is important to the community.

EXISTING SPACE

As a benchmark, the Planning Committee reviewed the existing library space and compared it to nationally recognized industry standards.

Demonstrated by Figure 3, the current total space provided to house the existing collection of books, serial volumes, recordings, and periodicals at the Kalkaska County Library is **approximately 7% less** than suggested library industry standards.

Space dedicated to accommodate children's programming in the existing facility, for example, is **76% less than suggested library industry standards recommend**. Children's programs are vital to the community, and the library staff is dedicated to providing quality services that meet the needs of young patrons but efforts are constrained due to lack of space. Still, children's programming attendance lags considerably behind average.

Library seating is grossly insufficient. According to library standards, the Kalkaska County Library provides **81% less seating square footage** than recommended for *current* library seating. The Planning Committee expressed the need to make a variety of seating options available to create a welcoming environment that encourages adults, youth and children to spend more time at the library. Accommodating the needs of local patrons by providing them with space for small group study and research was also important. Library standards suggest patron seating should include a variety of seating options including, seating around tables, study carrels/booths, lounge seating and a variety of children's seating.

When factoring in all the square footage for collections, seating, programming, etc., the Kalkaska County Library provides approximately 4,928 net square feet of space* versus the 8,359 square feet recommended by nationally recognized library standards. Figure 3 summarizes a fair comparison of actual space available/utilized and the amount of room

suggested (according to adequate space allocation standards) to house existing collections, staff, users and operations. In other words, ***the Kalkaska County Library currently has approximately 41% less space than industry standards suggest simply to house its existing services and collections.***

** Though library reports to the Library of Michigan list total square footage as 5,800 square feet, data collected for this report finds 4,928 square feet of usable space*

Figure 3
Current Utilization Compared to Recommended Standards
Preliminary Data

	Existing Space Sq. Ft.	Estimated Space Needs Sq. Ft.
Collections		
21,383 Volumes	1,904	2,138
809 Recordings	137	81
37 Subscriptions (display)	68	25
37 Subscriptions (storage 3-year)	26	55
Reader/User Seating		
Seats – 52 adults	292	1,560
Service Desks		
Circulation/Reference (2 Workstations)	112	300
Staff Work Areas		
Workroom Area (3 Workstations)	198	450
Director's Office	92	150
Children's Programming (to 50)	121	500
Meeting Room (to 50)	0	
25 Lecture Hall		250
25 Conference Room		625
Special Use Computers, copiers, card catalogs, etc.	360	608
Non-Assignable Space Mechanical, storage, toilets, etc.	1,618	1,672
TOTAL SPACE	4,928	8,359

Addressing space shortages cannot stop here, however. It's the library's present and projected needs that should ultimately determine the square footage of the library.

V. DETERMINING LIBRARY SPACE REQUIREMENTS

One of the primary objectives of this community planning process was to create a common vision of library programs and services for the community. Once a program or service is identified, we need only consider a service population to begin to formulate an impression of the size and special needs of a library facility. This step will apply industry standards against *projections* of the library's service population and needs.

DESIGN POPULATION

A critical step in determining the design population for an expanded facility is to project a service population, typically 20 years into the future. As outlined in Figure 4, according to the State of Michigan's Michigan Information Center and summer resident/visitor estimates provided by the Kalkaska County Sheriff's Department, the population for the Kalkaska County Library service area is projected to be 34,146 in the year 2020.

Though population projections can never be an exact prediction, the Planning Committee did carefully review its estimation procedure. Although it was agreed that not all summer residents/visitors avail themselves of library opportunities, thereby suggesting that the resident/visitor number may be too high, it was also acknowledged that the state's estimation of Kalkaska County growth in the past decade was too low (11.6% estimated vs. 23% actual). These two factors directed the Planning Committee to stand by the 34,146 estimated population count for 2020.

Figure 4
Population Estimates and Projections*

<i>City/Township</i>	<i>US Census Data</i>		<i>Population Projections</i>	
	<i>1990</i>	<i>2000</i>	<i>2010</i>	<i>2020</i>
<i>Kalkaska County</i>	13,497	16,571	20,382	25,069
<i>Summer Residents/Visitors</i>		6,000	7,380	9,077
<i>Other</i>				
<i>Totals</i>	13,497	22,571	27,762	34,146

NOTES * Census projection figures based on projections made by State of Michigan's Michigan Information Center. Website: <http://www.state.mi.us/dmb/mic>

* Summer resident/visitor figure for 2000 provided by Nelson Jerome Cannon, Sheriff Kalkaska County Sheriff's Department

* Projected figures exceed Michigan Information Center estimates to reflect percentage of growth experienced from 1990 to 2000

PROPOSED SPACE NEEDS BASED ON INDUSTRY STANDARDS

This planning process employed a space needs assessment that combines the quantitative information required for space planning with sufficient flexibility to meet the unique service needs of the community. This process is outlined in a publication by the Wisconsin Division for Library Services entitled the *Wisconsin Library Building Project Handbook*, July, 1992. While originally drafted as a reference for library construction in the state of Wisconsin, the handbook is now used throughout the Midwest and has gained national attention. Although this process is not intended to be the final say in the exact size and configuration of a facility, it does provide a reasonable estimate for overall size and scope of the project. It will be the job of the architect and library planners to determine such things as building configuration, shelving requirements, etc.

By applying population estimates to well-established suggested library space guidelines, we are able to approximate the total square footage that the library facility would require to provide services to the greater Kalkaska community for the next 20 years.

The *Wisconsin Library Building Project Handbook* identifies six kinds of space planned for in most libraries. These include space for:

1. Collections
2. Reader/user seating
3. Staff work areas
4. Meeting rooms
5. Special uses unique to the library's programming
6. Non-assignable areas

For the purposes of this needs assessment study, two library use areas were identified as integral to programming and service delivery and became additional categories:

7. Service Desk
8. Children's Programming

COLLECTION SPACE

**Figure 5
Wisconsin Public Library Standard for Collection Size**

Population Range	Volumes Per Capita	Subscriptions Per 1,000 Pop.	Recordings Per 1,000 Pop.
Less than 2,000	6.0	20.0	118
2,000-3,999	6.0	20.0	150
4,000-7,999	5.0	16.0	133
8,000-14,999	3.5	12.5	116
15,000-24,999	3.25	11.0	121
⇒ 25,000-49,000	3.0	8.5	111
50,000 and over	2.5	7.0	100

Using a design population of 34,146, the following space needs estimates can be made for housing the Kalkaska County Library's collection:

- Volumes
3.0 (vol. per capita) x 34,146 (design population) = 102,438 recommended book collection size
- Subscriptions
8.5 (subscriptions per 1000 pop.) x 34.1 = 290 recommended subscriptions
- Recordings
111 (recordings per 1000 pop.) x 34.1 = 3,785 recommended recordings

To convert holdings to estimated required space:

- Volumes
102,438 divided by 10 volumes per sq. ft. = 10,244 sq. ft. for book collection
- Subscriptions
290 divided by 1.5 subscriptions per sq. ft. = 193 sq. ft. for the recommended subscriptions collection

To estimate the space needed to store back issues of subscriptions, multiply the number of titles to be retained by the average number of years (1 year) that they will be held, and multiply that number by 0.5.

290 subscription x 3 years = 870 x 0.5 = 435 sq. ft. for subscription storage

- Recordings
3,785 recordings divided by 10 recordings per sq. ft. = 379 sq. ft. for recording collection

Total estimated space for library collections is 11,251 square feet.

READER/USER SEATING SPACE

Libraries typically provide a variety of seating options for their patrons. Lounge seating is appropriate for browsing areas, casual reading or listening to the audio collection. Small table or carrel seating provides a more private area for individual study and research. Group seating around tables allows several individuals to work collectively. Seating should also meet the varying physical needs of its patrons. Small chairs should be found in the children's area, while firmer chairs with armrests are more comfortable for older patrons.

The Planning Committee strongly suggests more variety of all seating options. Specifically, the committee mentioned a need for comfortable, lounge-type seating for casual reading (e.g., overstuffed chairs), and variable seating for children (including floor furnishings such as pads, pillows, bean bag chairs, etc.). The committee recommended to use the suggested standard of 3.5 seats per 1,000 population.

While different types of seating have different space requirements, the average or recommended seating illustrated in Figure 6 allows for establishing a reasonable estimate for space required to provide the appropriate mix of library seating. The space required for seating is well established at 25 square feet per person seated at a table and 40 square feet per lounge chair or casual chair. Seating in a study carrel requires about 30 square feet per seat. The accepted average to use when estimating the square footage requirements for library patron seating is 30 square feet per seat.

Figure 6

Wisconsin Public Library Standard for Library Seating Recommendations

Population	Seats per 1,000 population
2,000	12.5
4,000	10.0
8,000	7.0
15,000	5.0
⇒ 25,000	4.0
50,000	3.0
100,000	2.0
500,000	1.0

Based on population projections of 34,146 into the year 2020, national standards suggest reader/user seating as follows:

- 3.5 (seats per 1000 pop.) x 34.1 = 119 estimated seats required
- 119 seats x 30 sq. ft. per seat = 3,570 sq. ft.

Total estimated space for library seating is 3,570 square feet.

STAFF WORKSPACE

Staff workspace includes workstations such as circulation desks, reference desks, children's desk, etc., as well as non-public service and support areas such as technical services (maintenance, cataloging, etc.), administration, etc. Because there are efficiencies in providing workspace designated for specific tasks, it is not uncommon to have more work stations than there are staff members. Given the wide range of space needs for staff offices, workspace requirements for staff will average about 125 to 150 square feet per workstation. Based on the type of community programming the Kalkaska County Library is projecting, the committee recommends that space necessary to accommodate seven workstations will be required.

<u>Service Desks</u>		<u>Staff Work Areas</u>	
Circulation	(2)	Director	(1)
Reference	(1)	Staff/Book repair/recndtning	(3)

In determining the number and type of workspaces necessary, the Planning Committee agreed that estimating service desks and workstations at 150 square feet each would appropriately serve the library's needs.

Estimated space required for staff:

- 2 circulation desk workstations @ 150 sq. ft. = 300 sq. ft.
- 1 reference desk @ 150 sq. ft. = 150 sq. ft.
- 1 director workspace @ 150 sq. ft = 150 sq. ft.
- 3 staff workspaces @ 150 sq. ft. each = 450 sq. ft.

The total estimated space required for staff workspace is 1,050 square feet.

MEETING ROOM SPACE

In most public libraries, programming activities are an important aspect of library services and one or more meeting rooms are necessary. Library meeting rooms are usually available for community use for free or a modest fee. A room specially designed to support presentations of various types can be a great asset for the community.

Meeting spaces can be categorized into three types.

- General meeting rooms or multi-purpose rooms are usually large, with varying degrees of flexibility. To estimate the space needs for traditional lecture hall or theater seating, multiply the total projected audience capacity by 10 square feet.
- Conference rooms for committee meetings and other small group meetings. To estimate the space needed for a general conference room for smaller meetings, multiply the total projected audience capacity by 25 square feet.
- Children's programming room for specific children's programming. To estimate the space needed for a children's program room, multiply the projected capacity by 10 square feet.

The Planning Committee strongly believes a general meeting/multi-purpose room should be available for library and community functions, such as book discussion groups and community interest programs (e.g., games, author-of-the-month, etc.). For some communities a separate meeting room may be considered a luxury. However, in the Kalkaska community, there are few options for meeting space. Therefore the Planning Committee strongly recommends the inclusion of a community meeting room.

The committee also recommended a separate space specifically for children's programming. A flexible room with a storytelling stage, sinks and other amenities to enhance children's programs that accommodates 50 children was recommended.

General meeting/multi-purpose room to accommodate up to 50 adults in conference and lecture hall seating (25 x 10 sq. ft. = 250 sq. ft.)
(25 x 25 sq. ft. = 625 sq. ft.)

Children's programming space to accommodate up to 50 children (50 x 10 = 500 sq. ft.)

The total estimated space required for meeting room space is 1,375 square feet.

SPECIAL USE SPACE

Special use space accommodates the special functions of the library, such as photocopiers, fax, card catalogs, public access computers, vision-impaired equipment (CCTV), VCR's, TV's, and other public services. *Space allocations for these services can be estimated to comprise approximately 10% of the total area of the library.*

NON-ASSIGNABLE SPACE

Non-assignable space refers to the space required to provide the functions necessary for the library to provide its services. These would include foyers, vestibules, stairs, elevators,

toilets, janitor rooms and mechanical equipment rooms. *For estimating purposes, it can be assumed that 25% to 30% of the library facility will be classified as non-assignable.* With the calculation of the six major types of space, an estimate of the total required square footage can be determined. Figure 7 summarizes the calculations of each type of space requirement.

**Figure 7
Kalkaska County Library Estimated Space Needs**

PROJECTED SERVICE POPULATION OF 34,146	Estimated Space
Collections Space	
102,438 volumes @ 10 per sq. ft.	10,244 sq. ft.
290 subscriptions (display)	193 sq. ft.
290 subscriptions (storage 3-years)	435 sq. ft.
3,785 recordings @ 10 per sq. ft.	379 sq. ft.
User Seating	
119 seats (3.5/34,146 pop.) @ 30 sq. ft. per seat	3,570 sq. ft.
Service Desks	
3 Workstations @ 150 sq. ft./workstation	450 sq. ft.
Staff Work Space	
Director's Office (1 workstation @ 150 sq. ft.)	150 sq. ft.
3 Staff/Technical @ 150 sq. ft./workstation	450 sq. ft.
Meeting Room/Programming Space	
1 conference room (25 adults @ 25 sq. ft./person)	625 sq. ft.
1 lecture hall (25 adults @ 10 sq. ft./person)	250 sq. ft.
1 children's programming room (50 children @ 10 sq. ft./person)	500 sq. ft.
Subtotal #1	17,246 sq. ft.
Special Use Space	
(copiers, fax, public computers, phones, CCTV's, displays) @ 10% of subtotal #1	1,725 sq. ft.
Subtotal #2	18,971 sq. ft.
Non-assignable Space	
(foyers, vestibules, mechanical, janitor, restrooms, break room, etc.) @ 25% of subtotal #2	4,743 sq. ft.
Total Estimated Sq. Ft. Needed	23,714 Sq. Ft.

VI. CAPITAL AND OPERATIONAL COSTS FOR KALKASKA COUNTY LIBRARY PROJECT

CAPITAL COSTS

To assess the capital costs of a newly-constructed library facility, a cost estimate of \$110* per square foot of new construction was used. These costs are considered inclusive of most of the costs associated with the project including technology upgrades, furniture, shelving, security systems, architect fees, parking, etc. What these costs do not include are property costs, and any collection enhancements that typically accompany a new or expanded facility.

The approach used to approximate the square footage needed to meet the identified unique and specific library needs of the greater Kalkaska community produces an estimated square footage requirement of 23,714. By multiplying the square footage figure by the cost per square footage estimate of new construction (23,714 sq. ft. @ \$110 per sq. ft.), we develop a capital cost estimate of \$2,608,540. Typically, a 10% contingency is added to ensure sufficient capital for unforeseen issues or small project modifications (\$2,608,540 x 10% = \$260,854). Including a 10% contingency brings the projected capital cost estimate to \$2,869,394.

* *Cost estimate was determined from the median of general estimates provided by Farrington Development Co., Grand Traverse Construction Co., and Northwestern College. All companies are located in Traverse City, M.I.*

OPENING DAY COLLECTION

With a larger facility, the library will very likely want to enhance and utilize the expanded space by adding new and additional collections. The committee suggested a one-time opening collection expansion cost of an estimated \$10,000. The collection will include additional books-on-tape, CD/music and video/DVD selections, expanded children's and adult's collections, and additional enhancements to every aspect of the library's collection.

SUMMARY PRELIMINARY CAPITAL COSTS

New Construction	23,714 sq. ft. @ \$110/sq. ft. =	\$2,608,540
10% Contingency		<u>\$ 260,854</u>
Sub-Total		\$2,869,394
Opening Day Collection Expansion		<u>\$ 10,000</u>
Total		\$2,879,394

The Planning Committee did discuss the dramatic effect of a project which would nearly quintuple the size of the present library. The possibility of a "phased construction" project,

beginning with a library designed for a 10-year rather than a 20-year expected population growth projection was explored.

Using the same national library planning guidelines, a library built to accommodate a population expected to be 27,762 in 2010 would require 19,977 square feet at a total project cost of \$2,427,217.

A number of factors moved the Planning Committee to focus on the 20-year projection target. Among them:

- The 16% difference in cost between the two plans (\$452,177) was not deemed enough of an advantage to offset the inconveniences of a phased construction plan
- If population projections hold true, by 2010 the library will move from Class IV to Class V status. The average size of present Class IV libraries is 12,987 square feet while present Class V libraries average 25,180 square feet. A 10-year plan library of 19,977 square feet would be below the Class V average, thereby continuing the space constraint problem. The 20-year plan will keep pace with growth and help the library avoid continued crowded conditions
- Financial support for the project may be gained more efficiently if the effort is conducted once, rather than repeated due to phased construction planning

OPERATIONAL COSTS

To determine an estimate of annual operational expenses that could be expected with a new facility, two different methods were employed to approximate operating costs. One method (Model A) reviewed the total operating costs per capita of similar sized libraries located in Michigan. A second method (Model B) modeled a pro forma of the existing Kalkaska County Library operating budget.

MODEL A - COMPARISON WITH OTHER LIBRARIES

Two samples were used for comparing operating expenses with other Michigan libraries. Figure 8.1 reviewed libraries with similar square footage. Figure 8.2 reviewed libraries with service populations similar in size to the Kalkaska County Library's projected service population.

Figure 8.1

Operating Expense Comparisons
(Selected Class IV and V Libraries with 20,000 – 26,000 Square Feet)
2000 Reported Statistical Data

Library	Total Operational Cost (\$)	Library Square Footage	Operating Cost per Capita (\$)
Class IV			
Auburn Hills Public Library	691,808	20,500	40.51
Flat River Community Library	510,662	23,000	33.71
Northville District Library	1,016,501	25,000	43.18
Three River Public Library	324,623	20,000	23.73
Wayne Public Library	650,236	24,500	32.68
Class V			
Benton Harbor Public Library	647,932	25,000	21.11
Brighton District Library	954,527	23,100	29.69
Cass District Library	608,458	23,000	17.58
Loutit District Library	739,681	25,585	25.28
Novi Public Library	1,589,186	24,000	47.94
Average	773,361	23,369	31.54
<i>Kalkaska County Library</i>	<i>211,230</i>	<i>23,714</i>	<i>12.75</i>
Class IV Average	420,319	12,987	24.38
Class V Average	886,290	25,180	25.76

Figure 8.2

Operating Expense Comparisons
(Selected Class V Libraries with 30,000 – 36,500 Service Population)
2000 Reported Statistical Data

Library	Total Operational Cost (\$)	Library Service Population	Operating Cost per Capita (\$)
Alpena County Library	741,088	30,605	24.21
Bacon Memorial District Library	659,506	30,938	21.32
Baldwin Public Library	2,009,329	31,608	63.57
Eastpointe Memorial Library	649,906	35,283	18.42
Garden City Public Library	310,677	31,846	9.76
Howell Carnegie District Library	975,327	30,108	32.39
Madison Heights Public Library	501,641	32,196	15.58
Oak Park Public Library	711,270	30,468	23.34
Peter White Public Library	858,346	36,289	23.65
Plymouth District Library	1,346,418	33,208	40.54
Average	876,351	32,255	27.28
<i>Kalkaska County Library</i>	<i>211,230</i>	<i>34,146</i>	<i>12.75</i>
Class V Average	886,290	34,409	25.76

As Figures 8.1 and 8.2 demonstrate, the results of total operating costs per capita among the selected libraries range from \$9.76 per capita to \$63.57 per capita:

- Figure 8.2 Average \$27.28 cost per capita
- Class IV Average \$24.38 cost per capita
- Class V Average \$25.76 cost per capita
- Figure 8.1 Average \$31.54 cost per capita**

To remain conservative the highest average cost per capita from Figure 8.1 was used to model future operational costs. In projecting operating costs for the next 20 years, inflation factors were applied to this figure (\$31.54 per capita) and calculated against projected populations to determine an operating cost per capita.

Because the Kalkaska County Library’s operating cost per capita is very near the bottom of the overall range (\$12.75), a comparison of similarly-sized libraries with average operational budgets of \$31.54 per capita makes for an unrealistic starting point. The results, as

summarized in Figure 9, point out the inflationary growth of a budget that starts with the \$31.54 per capita spending assumption.

Figure 9
Kalkaska County Library Projected Operating Costs
Based on Model A

Year	Projected Population	Operating Costs
2001	22,571	\$711,889
2010	27,762	\$1,142,128
2020	34,146	\$1,887,590

MODEL B - PRO FORMA

The second method used to approximate operating costs was to construct a pro forma of the existing Kalkaska County Library operating budget. The model incorporated reasonable inflationary increases along with the following expected increases in the “move-in” year of the expanded facility. The expected significant changes in operating cost items are as follows:

<u>Item</u>	<u>Move-in year increase</u>
Building & Grounds	+ 500%
Wages	+ 18%
Utilities/Maintenance	+ 350%

Figure 10 illustrates the results of modeled operating costs using a pro forma analysis of existing operating costs of the Kalkaska County Library. As discussed previously, the Kalkaska County Library budget (\$12.75/capita) is far below the average budget of Class IV (\$24.38) or Class V (\$25.76) libraries. Although the pro forma analysis is based on current operations, budget forecasting will still produce budgets far below state averages.

It is the Planning Committee’s suggestion that, once the community is able to increase current operational budgets, similar pro forma budget analyses be recalculated.

Figure 10
Projected Operating Costs Pro Forma Analysis

Year	Operating Costs
2001	\$211,230
2002	\$217,052
2004	\$229,193
2005 *	\$305,099
2010	\$348,220
2020	\$454,301

*projected move-in year

The comparison of Model A and Model B methods of projected operating expenses are illustrated in Figure 11.

Figure 11
Comparison of Operating Expenses

Year	Expected Population	Model A	Model B
2001	22,571	\$711,889	\$211,230
2010	27,762	\$1,142,128	\$348,220
2020	34,146	\$1,887,590	\$454,301

Figure 11 demonstrates the relationship that exists between the two models with respect to projecting operational costs. This should be considered only an estimate, as operational costs vary greatly. Each community sets its own standards for operational and programming activities, which impacts the costs of providing such services. Once the project is approved and specific programming and services more clearly defined, the operating costs should be fashioned into an operational budget.

Though far below the level needed to provide efficient library operation, the operating costs of Model B were deemed more representative of expected operating expenses, while remaining conservative. Using Model B, projecting operating expenses and comparing costs to conservatively projected revenues (Figure 12), the library is expected to incur an operating deficit during the projected move-in year of 2005. It will be necessary for the Kalkaska County Library to levy additional operational millage to account for the increased costs of operating and maintaining a new facility.

Figure 12

Comparison of Operating Expenses to Projected Revenues

Year	Model B Oper. Expenses	Model B Revenue	Difference
2002	\$217,052	\$217,567	\$515
2005 *	\$305,099	\$237,741	(\$67,358)
2010	\$348,220	\$275,607	(\$72,613)
2020	\$454,301	\$370,393	(83,908)

*projected move-in year

VII. FINANCING PLAN

CAPITAL COSTS ASSOCIATED WITH LIBRARY PROJECT

To reduce the capital financing costs associated with the project, the library Planning Committee has recommended that the library board conduct a feasibility study to determine the level of private support that may be realized if a community-wide capital campaign were initiated. To keep the project cost and subsequent required tax to build and operate the library at a perceived acceptable level, the library Planning Committee's recommendation to move forward on the project is based on the following preliminary funding assumptions:

Total Preliminary Capital Costs

New Construction	23,714 sq. ft. @ \$110/sq. ft. =	\$2,608,540
10% Contingency		<u>\$ 260,854</u>
Subtotal		\$2,869,394
Opening Day Collection Expansion		<u>\$ 10,000</u>
Total		\$2,879,394

Total Preliminary Project Revenue Required

Capital Campaign	\$ 500,000
Capital Millage .37*	<u>\$2,379,394</u>
Total	\$2,879,394

Total Operational Revenue Required

Operational Millage .50	\$256,201 **
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* *Bond debt financing of approximately \$2,379,394 will require an annual payment of \$190,351, which requires approximately .37 mills (assumes 5.25% for 20 years for all communities currently supporting the library).*

** *Requested operational millage increase would place the library at approximately the average operational budget for libraries of Class IV size in the state of Michigan*

Millage Impact

Capital Millage	.37
Operational Millage	<u>.50</u>
Total Required Millage Increase	.87

The impact of a .87 mill increase on a \$50,000 home ($\$50,000/2 = \$25,000$ taxable value) will be approximately \$21.75 per year.

The impact of a .87 mill increase on a \$100,000 home ($\$100,000/2 = \$50,000$ taxable value) will be approximately \$43.50 per year.

The impact of a .87 mill increase on a \$150,000 home ($\$150,000/2 = \$75,000$ taxable value) will be approximately \$65.25 per year.

The committee recognizes that raising the full \$2.8 million through a community-wide capital campaign is not likely. However, raising a portion of the costs (approximately \$500,000) through a capital campaign may be feasible and would help keep the capital bonding millage to an acceptable level. The committee feels strongly that any capital bonding millage should be kept to less than one full mill.

In reviewing the costs, the committee believes that a capital bonding millage will be a necessary component to realize the vision of a new library facility that will serve the needs of the community for many years to come.

The library Planning Committee recommends that an architect be engaged to begin preliminary investigation into construction of a facility to produce a library of approximately 23,714 square feet and more definitively estimate costs based on preliminary design. It is the hope of the committee that a construction project resulting in a 23,714 square foot facility can be designed and built for less than the preliminary estimated \$2.8 million.

The Planning Committee also suggests that the Library Board closely follow the expected addition to the county tax rolls of a new co-generation power plant currently being constructed just north of the village. The plan is expected to be operational in 2004 or 2005 and is expected by county officials to add, after tax abatements, an additional \$125,000,000 to the county's taxable property value.

This, also, could reduce the amount of millage necessary to help finance the new library project.

OPERATIONAL COSTS ASSOCIATED WITH LIBRARY PROJECT

The Kalkaska County Library currently operates with no operational millage tax from residents. Over 80% of its current budget is derived from penal fines, a tentative budgeting method given the political changes locally and at the state level regarding the stability of penal fines for library operations.

The model (Model B) selected to forecast operating expenses, suggests the current operating funding mechanisms are not sufficient to operate a new library facility. Additional millage will be necessary. Although the committee recommends a more thorough analysis be done later, it is evident increased funding will be required.

2001 Expected Operating Revenue

\$ 173,000	- penal fines
\$ 21,371	- state aid
\$ 7,359	- patron charges and gifts
\$ 8,000	- interest revenue *
<u>\$ 1,500</u>	- other
\$211,230	TOTAL REVENUES

* Library has approximately \$100,000 earmarked for building project costs.

VIII. PROJECT SUMMARY

ESTIMATED SQUARE FOOTAGE REQUIREMENTS

	Committee Recommendations
Collections	11,251 sq. ft.
User seating	3,570 sq. ft.
Service desks and staff work space	1,050 sq. ft.
Meeting room/programming space	875 sq. ft.
Children's programming space	500 sq. ft.
Special use space	1,725 sq. ft.
Non-assignable space	<u>4,743 sq. ft.</u>
Total	23,714 sq. ft.

ESTIMATED PROJECT COST

\$110 x 23,714 new sq. ft.	\$2,608,540
10% contingency	\$ 260,854
Opening Day collection expansion	<u>\$ 10,000</u>
Total Project Cost	\$2,879,394

PROJECT FINANCE PLANS

Total preliminary project costs	\$2,879,394
Revenue capital campaign	\$ 500,000
Revenue capital millage over 20 years (.37 mill)	<u>\$2,379,394</u>
Total revenue	\$2,879,394
Total operational revenue required	\$256,201

Millage request .50

Total Required Millage Request: .87 mill

HOUSEHOLD IMPACT FROM MILLAGE

Total impact on \$25,000 home (*taxable value*)

.87* mill will cost approximately \$21.75 per year

Total impact on \$50,000 home (*taxable value*)
.87 mill will cost approximately \$43.50 per year
Total impact on \$75,000 home (*taxable value*)
.87 mill will cost approximately \$65.25 per year
**capital and operational mill*

IX. RECOMMENDATIONS

After a thorough and objective study completed by the participants mentioned in this report, and in consideration of the information gathered and put forth in this needs statement, the following recommendations are for the consideration of the Kalkaska County Library Board of Directors.

The board should:

- Consider a project that will provide approximately 23,714 square feet of space to serve the library needs of the Kalkaska community for the next 20 years. The Planning Committee also recommends that the board evaluate the possibility of executing the plan in phased, 10-year segments.
- Engage the services of an architect to:
 - Establish preliminary designs and costs,
 - Ascertain if preliminary cost estimates can be reduced and the associated compromises and/or trade-offs any changes will entail,
 - Ascertain the possibility of phasing the project (if necessary),
- Upon receiving preliminary architectural renderings of a new library facility, evaluate the Kalkaska County Land Use Plan, identify a building site that would be consistent with county planning, and secure needed commitments for building construction.
- Conduct a review of anticipated operating expenses to determine if existing funding mechanisms are sufficient for the expanded facility. If not, consider the assistance of the community through use of an operational millage.
- Address the current operational budget to:
 - Investigate means of increasing revenues to reflect more closely the average operational budgets of similarly-sized libraries in the state of Michigan,
 - Reduce the precarious dependence on state assistance, i.e., penal fines, state aid
- Finalize capital funding strategies which incorporate both a realistic community-wide capital campaign goal and millage initiative. In determining final project costs and funding strategies, ensure all associated costs are identified, including:
 - Facility construction and/or renovation costs,
 - Land costs (if any),
 - Capital campaign costs,
 - Opening day collection costs

- Monitor additional development plans in the county, including a new, co-generation plant just north of the village, which may add substantial value to the county's tax base, thereby making it possible to reduce the millage/bond issue level.
- Establish an information/development committee to:
 - Communicate to the community what resources the library offers the Kalkaska Community
 - Communicate the library's critical needs, as identified by the needs assessment Planning Committee
 - Communicate the library board's proposal for a funding plan
- Initiate a feasibility study to determine the level of private support and community acceptance of the:
 - Proposed library construction project,
 - Estimated costs associated with the library project,
 - An operational millage to ensure adequate and efficient use,
 - Funding strategies developed (community-wide capital campaign and millage).

Should it be determined through the feasibility study that sufficient private support exists to fund the capital costs and operating millage, proceed with suggested funding strategies.