City of Carroll

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MEMO TO: City Council Members

FROM: Adam Schweers, Mayor

DATE: November 15, 2013

SUBJECT: Library Project Discussion

Bill Wilson, Himmel & Wilson, Library Consultants, will be present to discuss the attached preliminary Carroll Public Library Facility Assessment, Initial Observations dated November 8, 2013, which includes a basic space needs spreadsheet. He will also discuss information about the mail survey and the upcoming focus groups.

City of Carroll, Iowa – Carroll Public Library Facility Assessment
Observations from Background Review and Initial Site Visit

Himmel & Wilson, Library Consultants has been retained by the City of Carroll to determine the appropriate size and characteristics of a new or expanded Carroll Public Library. While it is very early in the process and while a considerable amount of information remains to be gathered through focus groups, surveys, additional personal interviews and additional data analysis, Himmel & Wilson offers the following observations based on a review of statistical data and an initial site visit to the Carroll community and the Carroll Public Library.

- The existing Carroll Public Library facility is considerably below most contemporary public library standards both in overall size and in the size of many specific functional areas.
- The existing Carroll Public Library facility is an uninviting facility that discourages rather than encourages the use of City/Library resources (collections and facilities).
- The existing Carroll Public Library collection is larger than necessary to adequately serve City of Carroll residents and even to serve the greater Carroll area.
- Previous space needs studies performed for the City/Library, while within the bounds of contemporary practice and standards, recommended larger facilities than are necessary to provide quality public library service in the Carroll area.

It is too early in this study to make a firm recommendation on the exact size of facility that is needed; however, the statistical analysis conducted to date makes it likely that a building in the range of 20,000 Gross Square Feet to 25,000 Gross Square Feet will be recommended. This preliminary finding is based on the following factors and assumptions, most of which are based on the accompanying spreadsheet that presents Fiscal Year 2012 (July 1, 2011 – June 30, 2012) data for Iowa Public Libraries collected and reported by the Iowa State Library.

Although the Carroll Public Library is considered to be a "Category F" library (Municipal Service Population 10,000 – 25,000) based on the municipal population served, it is, in fact, the smallest of the Category F libraries. Several of the other Category F libraries are in communities considerably larger than Carroll (e.g., Coralville, Muscatine and Ottumwa). The accompanying spreadsheet reports on all reporting Iowa public libraries serving municipal populations in the range between 5,000 and 15,000 (all Category E libraries and Category F libraries serving municipal populations less than 15,000). This places Carroll, with its municipal population of approximately 10,000, in the center of the range. Most of the data presented in the spreadsheet is taken directly from the FY 2012 statistics published by the Iowa State Library; however, Himmel & Wilson has added some derivative measures (some per capita measures and percentiles based on the libraries in the data set).

A casual review of the statistics reveals that the Carroll Public Library falls between the 25th percentile and the 50th percentile on most measures. In other words, the library is below average (and in some

instances significantly below average) in most categories when compared to its Iowa peers. The most obvious exception to this general observation is in terms of collection size. Only a handful of libraries in the peer group approach or exceed the number of volumes reported by the Carroll Public Library. Furthermore, the Library's extremely large collection exacerbates the crowded feeling that exists in the Library. A general rule of thumb in regard to library building capacity suggests that a building is "full" when it reaches a level of 5 volumes per square foot. The 86,047 volumes reported by the Carroll Public Library translate into 8.27 volumes per square foot.

Because public libraries by definition serve "the public," determining the service population to be applied is critical to good library facility planning. At the minimum, the Carroll Public Library has a service population of 10,000 (the U.S. Census Bureau reported a population of 10,103 for 2010 and estimates the 2012 population at 10,017). The maximum service population that could be considered would be the Carroll County population of 20,631 (U.S. Census Bureau – 2012 estimate). However, the County population figure is clearly too high to apply since several other Carroll County communities operate their own public libraries. If the populations of those communities are "backed out" of the equation, the remaining population is in the range of 16,400 people. This figure includes municipalities that explicitly contract with Carroll for public library service ***and*** all rural Carroll County residents. Himmel & Wilson believes that this figure is also too high to apply since at least a portion of those residents make use of other public libraries in Carroll County.

We believe that a practical compromise in determining service population would be to use the population figure that represents City of Carroll residents and the residents of the other municipalities that contract with Carroll for service to comply with State law. The service population for the Library calculated in this fashion is approximately 12,200. A good case can be made for using a service population somewhere between 12,200 and the 16,400 mentioned above (the inclusion of a portion of the rural population). However, in this initial assessment the lower, 12,200 population figure is applied.

Since the size of a library's "collection" of physical items (books, periodicals, non-print materials, etc.) is responsible for a considerable percentage of a library's overall space needs, it is important to consider how large a collection the planned library will house. The Iowa State Library standards ***do not*** specify a number of volumes per capita that libraries should hold. However, many other states do have such a standard. The volumes per capita target recommended in most states that promulgate such a standard falls between 3.0 volumes per capita and 4 volumes per capita.

The chart on the following page shows the collection sizes generated by applying 3 volumes per capita, 3.5 volumes per capita and 4 volumes per capita to the three service population levels described above. The 3.0 volumes per capita should be looked at as the bare minimum necessary for providing adequate service. On the other hand, applying 4.0 volumes per capita generates what most professionals would agree is a healthy collection size.

Population	Volumes per Capita	Total Physical Items
10,000	3	30,000
12,200	3	36,600
16,400	3	49,200
10,000	3.5	35,000
12,200	3.5	42,700
16,400	3.5	57,400
10,000	4	40,000
12,200	4	48,800
16,400	4	65,600

As you can see, the resulting collection sizes span a wide range (from 30,000 items to 65,600 items). However, all are well above the number of items reported by the Library for FY 2012 (86,047). To the Library's great credit, a concerted effort has been underway to "weed" the existing collection by removing items in poor condition, materials with dated information, duplicate copies of titles and other "deadwood." The collection size has already been reduced by more than 10,000 items. However, Himmel & Wilson (and the Library administration) believe that more culling remains to be done.

At this early point in the assessment, we are not recommending a specific volume count to be used for space planning purposes. Nevertheless, we believe that it should fall somewhere in the range between 45,000 and 50,000. We wish to make it clear that the reduction of the collection size should be accomplished by culling existing holdings. An approach that suspends or significantly reduces current purchases will only result in a collection that is used less and that will become irrelevant in a short period of time. The Iowa State Library's standards provide excellent guidance in regard to a number of weeding and replacement practices. Our final report will offer specific targets for collection size, percentage of materials to be added each year, percentage of materials to be culled each year and "turnover rate" (the average number of times items in the collection are circulated in the course of a year).

A wide variety of factors in addition to collection size come into play when calculating the appropriate square footage of a modern public library facility. Several observations of the Carroll Public Library are relevant. The first glaring factor is the size of the children's area. The height of the shelving (much higher than children can reach) that is in use, the dearth of seating and the lack of color and natural light all call for remedial action. The lack of a distinct, separate area for teens is also a deficiency. Seating for

adults (casual seating, study seating and technology seating) are also well below contemporary standards. All of these factors and a variety of other elements will be analyzed as the process continues (e.g., staff areas, tutoring space and meeting/program space).

The earlier stated conclusion that a facility of between 20,000 gross square feet and 25,000 gross square feet is likely to be recommended builds on the general data presented in the statistical report as well as on our professional observations and opinion. You will note at the bottom of the second page of the statistics spreadsheet that the figures 14,000 and 17,400 square feet and 2.01 and 2.42 square feet per capita appear. The 14,000 square foot building size (50th percentile) reflects the 50th percentile service population of 7,652. Even the 75th percentile service population is below the Carroll municipal population. The 20,000 to 25,000 initial opinion is based on applying the 2.01 square feet per capita to the municipal population (10,000 population x 2.01 SF per capita = 20,100 SF) and the 2.01 square feet per capita to the slightly expanded service population of 12, 200 (12,200 population x 2.01 SF per capita = 24,522 SF). It should be recognized that these calculations yield a result that meets an "AVERAGE" target (the 50th percentile). A desire to have a library that achieves the 75th percentile for the City of Carroll population alone would be approximately 24,200 SF in size (10,000 population x 2.42 SF per capita). Applying the 75th percentile standard to the slightly expanded service population of 12,200 yields a building of nearly 30,000 gross square feet (12,200 population x 2.42 SF per capita = 29,524 SF).

Carroll Public Library - Iowa Peers (Municipal Service Population 5,000 - 15,000)

City	Population	City Income	City Income Per Capita	Total Income	Total Per Capita Income	Total Expenditures	Total Per Capita Expenditures	Total Physical Items	Total Circulation	Per Capita Circulation	Turnover Rate	Internet PCs	Sq. Ft. of Building	Sq. Ft. of Building Per Capita
Harlan	5,106	$229,728	$44.99	$283,154	$55.46	$303,634	$59.47	52,314	76,894	15.06	1.47	12	14,478	2.84
Shenandoah	5,150	$237,909	$46.20	$328,184	$63.73	$343,413	$66.68	47,442	101,576	19.72	2.14	9	10,700	2.08
Manchester	5,179	$272,536	$52.62	$322,278	$62.23	$317,335	$61.27	38,170	99,392	19.19	2.60	10	10,000	1.93
Sheldon	5,188	$155,761	$30.02	$170,804	$32.92	$168,788	$32.53	33,450	55,997	10.79	1.67	9	12,000	2.31
Winterset	5,190	$383,395	$73.87	$502,508	$96.82	$502,508	$96.82	49,610	101,299	19.52	2.04	12	17,400	3.35
Iowa Falls	5,238	$201,525	$38.47	$266,325	$50.84	$223,301	$42.63	56,432	59,426	11.35	1.05	15	14,600	2.79
Cherokee	5,253	$192,673	$36.68	$231,025	$43.98	$236,842	$45.09	38,939	71,896	13.69	1.85	16	14,000	2.67
Vinton	5,257	$181,173	$34.46	$229,305	$43.62	$224,656	$42.73	27,161	66,584	12.67	2.45	7	10,000	1.90
Glenwood	5,269	$141,438	$26.84	$202,207	$38.38	$255,139	$48.42	38,362	40,718	7.73	1.06	13	8,400	1.59
Dewitt	5,322	$155,496	$29.22	$256,890	$48.27	$233,457	$43.87	43,019	116,839	21.95	2.72	9	7,500	1.41
Centerville	5,528	$102,132	$18.48	$144,304	$26.10	$168,837	$30.54	42,216	85,723	15.51	2.03	10	9,000	1.63
Anamosa	5,533	$123,500	$22.32	$151,723	$27.42	$167,648	$30.30	31,402	54,819	9.91	1.75	14	14,298	2.58
Algona	5,560	$289,259	$52.03	$373,617	$67.20	$335,661	$60.37	42,641	76,955	13.84	1.80	7	16,000	2.88
Clarinda	5,572	$198,550	$35.63	$235,806	$42.32	$234,257	$42.04	43,306	78,502	14.09	1.81	15	13,500	2.42
Red Oak	5,742	$160,994	$28.04	$239,507	$41.71	$299,425	$52.15	47,234	99,326	17.30	2.10	13	11,525	2.01
Independence	5,966	$308,503	$51.71	$360,260	$60.39	$356,362	$59.73	37,042	82,648	13.85	2.23	20	14,200	2.38
Orange City	6,004	$338,839	$56.44	$402,307	$67.01	$393,831	$65.59	70,528	206,138	34.33	2.92	14	16,330	2.72
Maquoketa	6,141	$110,184	$17.94	$219,377	$35.72	$231,260	$37.66	44,754	71,691	11.67	1.60	8	13,020	2.12
Estherville	6,360	$385,438	$60.60	$398,242	$62.62	$398,241	$62.62	45,283	37,541	5.90	0.83	22	13,000	2.04
Oelwein	6,415	$241,479	$37.64	$286,914	$44.73	$287,938	$44.89	40,897	43,229	6.74	1.06	18	14,700	2.29
Nevada	6,798	$307,639	$45.25	$397,646	$58.49	$397,636	$58.49	65,588	118,872	17.49	1.81	14	11,000	1.62
Hiawatha	7,024	$503,525	$71.69	$676,474	$96.31	$553,317	$78.78	49,071	312,012	44.42	6.36	14	8,543	1.22
Sioux Center	7,048	$420,000	$59.59	$499,578	$70.88	$499,578	$70.88	54,663	203,834	28.92	3.73	16	23,000	3.26
Atlantic	7,112	$227,751	$32.02	$286,001	$40.21	$286,001	$40.21	39,529	89,110	12.53	2.25	17	13,000	1.83
Washington	7,266	$336,634	$46.33	$431,557	$59.39	$350,070	$48.18	43,032	82,838	11.40	1.93	22	30,000	4.13
Knoxville	7,313	$286,705	$39.20	$342,852	$46.88	$330,854	$45.24	33,891	88,927	12.16	2.62	8	7,680	1.05
Charles City	7,652	$287,959	$37.63	$358,153	$46.81	$327,144	$42.75	49,359	81,588	10.66	1.65	14	15,371	2.01
Perry	7,702	$338,493	$43.95	$414,165	$53.77	$414,165	$53.77	43,225	92,349	11.99	2.14	18	12,850	1.67
Clear Lake	7,777	$355,761	$45.75	$409,912	$52.71	$409,912	$52.71	56,396	140,291	18.04	2.49	8	15,814	2.03
Creston	7,834	$138,809	$17.72	$207,496	$26.49	$203,486	$25.97	38,618	66,641	8.51	1.73	12	7,831	1.00
Webster City	8,070	$31,778	$3.94	$606,514	$75.16	$649,912	$80.53	66,039	70,188	8.70	1.06	8	22,300	2.76
Decorah	8,127	$462,343	$56.89	$675,537	$83.12	$639,575	$78.70	88,067	142,992	17.59	1.62	19	18,600	2.29
Grimes	8,246	$382,833	$46.43	$425,487	$51.60	$384,806	$46.67	40,572	131,046	15.89	3.23	6	6,439	0.78
Denison	8,298	$211,301	$25.46	$289,450	$34.88	$318,622	$38.40	58,035	64,154	7.73	1.11	21	14,000	1.69
Mount Pleasant	8,668	$286,800	$33.09	$338,478	$39.05	$338,478	$39.05	49,755	94,072	10.85	1.89	21	20,000	2.31

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Pleasant Hill	8,785	$520,951	$59.30	$582,407	$66.30	$513,211	$58.42	49,370	126,009	14.34	2.55	18	9,600	1.09
Norwalk	8,945	$331,601	$37.07	$369,380	$41.29	$418,269	$46.76	29,938	84,490	9.45	2.82	11	11,500	1.29
Grinnell	9,218	$430,540	$46.71	$478,699	$51.93	$449,926	$48.81	68,423	106,885	11.60	1.56	36	30,000	3.25
Fairfield	9,464	$326,344	$34.48	$449,014	$47.44	$441,433	$46.64	106,295	185,576	19.61	1.75	15	21,000	2.22
Le Mars	9,826	$330,630	$33.65	$373,624	$38.02	$353,636	$35.99	38,554	89,062	9.06	2.31	13	7,694	0.78
Waverly	9,874	$666,790	$67.53	$752,412	$76.20	$752,412	$76.20	71,706	199,278	20.18	2.78	19	24,600	2.49
Carroll	10,103	$311,562	$30.84	$361,284	$35.76	$339,701	$33.62	86,047	120,112	11.89	1.40	10	10,400	1.03
Pella	10,352	$434,504	$41.97	$528,409	$51.04	$523,290	$50.55	83,433	282,865	27.32	3.39	16	21,000	2.03
Storm Lake	10,600	$294,161	$27.75	$344,726	$32.52	$344,726	$32.52	43,267	62,941	5.94	1.45	8	9,350	0.88
Keokuk	10,780	$436,112	$40.46	$472,028	$43.79	$462,668	$42.92	40,967	91,074	8.45	2.22	11	17,623	1.63
Fort Madison	11,051	$309,974	$28.05	$347,807	$31.47	$357,068	$32.31	54,013	58,927	5.33	1.09	12	16,500	1.49
Spencer	11,233	$495,800	$44.14	$531,954	$47.36	$614,628	$54.72	62,074	95,478	8.50	1.54	15	14,835	1.32
Oskaloosa	11,463	$562,394	$49.06	$701,083	$61.16	$653,652	$57.02	69,617	191,444	16.70	2.75	20	25,000	2.18
Boone	12,661	$581,798	$45.95	$652,297	$51.52	$582,427	$46.00	69,884	179,458	14.17	2.57	16	33,000	2.61
North Liberty	13,374	$590,021	$44.12	$634,893	$47.47	$590,398	$44.15	39,982	201,665	15.08	5.04	14	6,500	0.49
Waukee	13,790	$488,000	$35.39	$526,189	$38.16	$526,158	$38.16	46,426	150,924	10.94	3.25	10	14,415	1.05
Altoona	14,541	$566,994	$38.99	$686,152	$47.19	$623,429	$42.87	71,260	206,673	14.21	2.90	9	19,300	1.33
Indianola	14,782	$431,697	$29.20	$527,236	$35.67	$565,299	$38.24	49,904	144,964	9.81	2.90	10	11,250	0.76
AVERAGE	8,052	$ 322,617	$ 40.26	$ 401,578	$ 50.78	$ 394,310	$ 50.03	51,457	112,904	14.42	2.21	14	14,805	1.95
CARROLL	**10,103**	**$ 311,562**	**$ 30.84**	**$ 361,284**	**$ 35.76**	**$339,701**	**$33.62**	**86,047**	**120,112**	**11.89**	**1.40**	**10**	**10,400**	**1.03**
25th Percentile	5572	$ 211,301	$ 30.84	$ 286,001	$ 39.05	$ 299,425.00	$ 40.21	40572	71896	9.91	1.62	10	10400	1.33
50th Percentile (MEDIAN)	**7652**	**$ 309,974**	**$ 38.99**	**$ 373,617**	**$ 47.44**	**$ 356,362.00**	**$ 46.64**	**47234**	**92349**	**12.67**	**2.04**	**14**	**14000**	**2.01**
75th Percentile	**9826**	**$ 430,540**	**$ 46.43**	**$ 502,508**	**$ 60.39**	**$ 502,508.00**	**$ 58.49**	**58035**	**140291**	**17.3**	**2.62**	**16**	**17400**	**2.42**