Jefferson County Public Library Board of Trustees
Study Session
November 8, 2018 – 5:30 p.m.
Administration Conference Room

TOPICS:
- Financial Review
- Benchmarking Report
- Belmar Library CM/GC Information
- STAT Courier Service Contract Information
- Foothills IGA Authorization
- Snow Removal Contract Information
- 2020 Strategic Planning – Board

Call to Order
The Study Session was called to order at 5:30 p.m. by Charles Naumer, Chair.

Other Trustees present: Kim Johnson (Vice-Chair), John Bodnar, Deborah Deal, Brian DeLaet and Jeanne Lomba.

Trustees not present: Pam Anderson.

Staff present: Donna Walker, Executive Director; Julianne Rist, Director of Library Programs and Services; Steve Chestnut, Director of Facilities and Construction Projects; Bernadette Berger, Director of Information Technology; Barbara Long, Interim Director of Finance and Budget; Rebecca Winning, Director of Communications; Sandie Coutts, Director of Employee Relations and Development; Amber Fisher, Executive Assistant, Office of the Executive Director; and Brigitte Lindner, Data Analyst.

Financial Review
In response to a question, the Board was advised that the urban renewal tax revenues go to the special projects in that district and typically do not post until the end of the year.

Benchmarking Report
Julianne Rist, Director of Library Programs and Services, addressed the Board and provided introductory information on the 2017 benchmarking study. JCPL utilizes the annual benchmark study for several reasons; to look for trends so the Library can adjust its planning and purchasing, to compare how similar libraries both invest their resources and how their community uses library services, and to look for outcomes and community value for residents.

For the past five years, the Library has consistently used the same two parameters in selecting peers, the amount of operating revenue per capita and the population of the service areas +/- 20 percent. For 2017, this method of peer selection rendered only 4 peers. JCPL's operating revenue per capita increase of four percent from 2016 to 2017 had pushed a number of peers just outside of our defined range. In order to gain a meaningful number of peers for benchmarking, JCPL decided to extend the range for 2017 and to allow for a +/- 22 percent range from JCPL's operating revenue per capita. This change resulted in a pool of eleven peers including JCPL. All ten were also part of the 2016 benchmarking report. We also had other commonalities:

- Three Counties are similar to Jeffco serving a county outside of a large metropolitan area including both cities, rural and unincorporated areas (Alameda, Pierce & Lee)
- Three closest in population density ranging from 417-936 people per sq mile compared to Jeffco's 683 (Pierce, Lee & Ocean)
- Half of our peers provide service outside library walls through one or more bookmobiles
- Three counties have very similar median household incomes from 55,946-57,869 compared to Jeffco's 57,339 Alameda, Pikes Peak, and Lee
- Four Counties have +/- 3% of the percentage of Jeffco Households with children under 18 (33.4%) Alameda, Pikes Peak, Enoch Pratt, and Pierce
- Most of our peers are primarily funded through a general operating budget comprised of funds from local government resources. State and National grants were the second most common source of funding, but are not significant compared to the general funding levels

2017 is the year this report covers. It was also the year the JCPL conducted both the Organizational assessment to address proper staffing levels, and the facility master plan, which has recommendations for expansion and recommended targets for square footage. JCPL ranks low in both of these areas, which is not a surprise. The Board has approved recommendations from both of these plans for how JCPL will take a phased approach ensuring proper staffing for the services provided and addressing the community needs for more space.

One of the advantages of benchmarking is that all libraries report their data points based on the same definition so it is an apples to apples comparison. This also means that we may have a data point, which is slightly different, or is a number that does not match how we may report it to you during the year. Or, we may wish we had a number that is not collected. Some of the places where you see the impact of this are:

- FTE is based on a formula of hours work which means this number included the part time non benefited positions such as the pages that do not show in our normal FTE count
- Revenue per capita is total revenue, but operating expenses do not include capital dollars, we have asked for the capital number to be included in future years and are hopeful it may be added next year.
- Square footage in the benchmark report is based on the square footage of any building that is open to the public, while the benchmark report from Group 4 used public square footage, so their numbers do not include the space at Administration (Lakewood) and the basements at Evergreen and Arvada.

Julianne introduced Brigitte Lindner, the Library's Data Analyst, who analyzed the data and prepared the report the Board received last week. Brigitte addressed the Board and provided the following highlights from the 2017 Benchmarking Study.
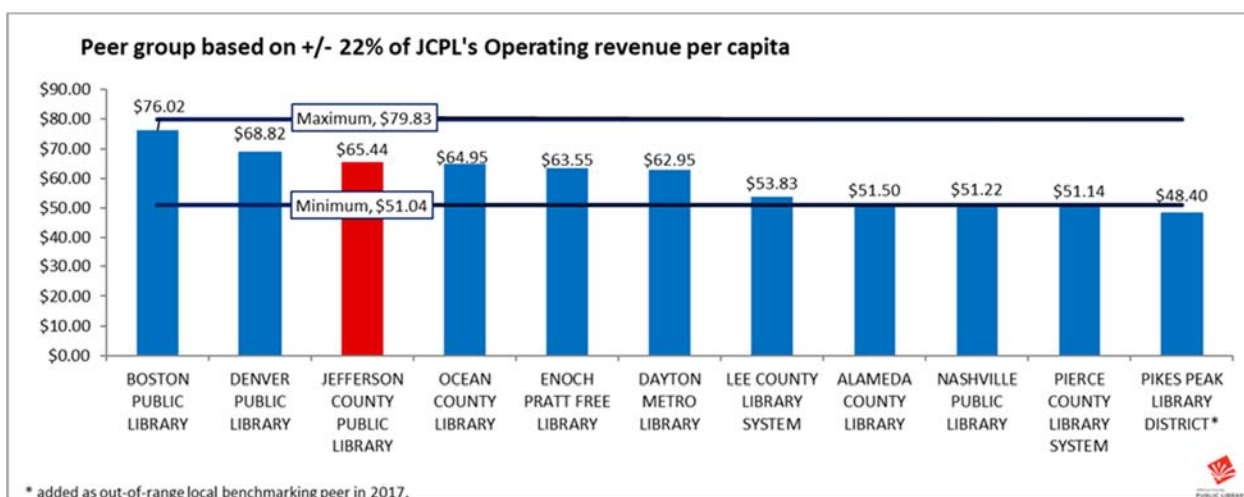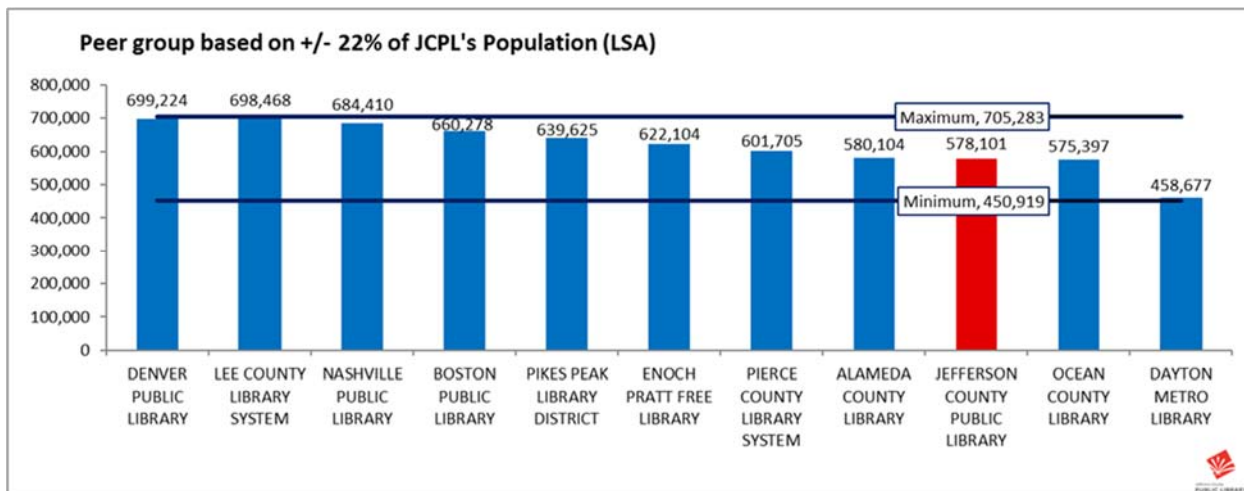
JCPL conducts an annual benchmarking study as a tool to:
- **compare** key operating and performance indicators of library services
- **inform** JCPL's strategic planning process
- **monitor** progress towards the overall goal of performing at or above the median of a pool of comparative public peer libraries in key performance areas
- **identify** industry trends, key areas of opportunity and focus in the allocation of future resources
- **evaluate** community value by key measures of library use

The Public Library Data Service (PLDS) has twice the number of participants in 2017 as two years before with 4,717 U.S. libraries reporting.

<u>Peer selection</u>
Eleven public libraries including JCPL were selected as part of the 2017 benchmarking peer group. The following graphs show JCPL's placement in the 2017 peer group in the upper range of operating revenue per capita, and in the lower range of the group in terms of size of population served. Population means the residents of the legal service area.

Peer group based on +/- 22% of JCPL's Population (LSA)

Peer group based on +/- 22% of JCPL's Operating revenue per capita

* added as out-of-range local benchmarking peer in 2017.

JCPL recorded the 3rd highest revenue per capita of the 2017 peer group, showing JCPL on the high end in relative spending capacity based on population size. JCPL's operating expenditures per capita were 9th lowest in comparison benchmarked against the peer libraries, reflecting more conservative spending which was intentional due to a number of capital investments made in 2017, such as the remodel of Columbine, technology investments and maintenance projects.

After years of budget constraints, reduced open hours, and cuts in collection and staffing expenditures, 2016 marked the beginning of a higher budget era for JCPL which resulted from the successful passing of the mill levy in November 2015. In April 2016 the expanded public service hour schedule was implemented, and 2017 was the first full year of JCPL operating on extended hours. JCPL also realized its first comprehensive and large-scale remodeling project for Columbine, one of its biggest library branches in 2017.

JCPL's strategic focus for 2017 was to invest in its collection. The extent of these investments was significant. JCPL spent the highest amount of all peers on library materials in 2017, and allocated the highest percentage of operating expenditures towards the collection. Compared to the previous year the collection budget increased by 43 percent, and the collection size was increased by 6 percent. The community response is measured in the use of library materials. The industry has experienced a declining trend in circulations for the past 6 years (www.plametrics.org), but JCPL was able to increase circulation by 1 percent from 2016. When benchmarked against its peer libraries, JCPL emerged as a clear leader in collection use, with the highest circulation per capita, confirming not only the choices made for the collection, but also their value for the community.

Following JCPL's strategic focus on the collection in 2017, investments on staffing and additional hires remained conservative. JCPL allocated the 2nd lowest percentage of operating expenditures towards salaries and benefits. A third-party organizational analysis was conducted to gain insights on how to structure JCPL in the future, anticipating growth of the organization.

**Strategic focus on collection in 2017**

2017 Benchmarking Peers	Material expenses	Collection Size	Circulation per capita	Collection use per capita
JCPL Rank*	1	9	1	1
JCPL 2017	$8,296,242	1,128,974	13.79	16.11
JCPL 2016	$5,816,450	1,067,295	13.83	N/A
25th Percentile 2017	$3,970,826	1,249,568	7.09	7.93
50th Percentile (MEDIAN) 2017	$4,159,919	1,538,120	10.30	10.92
75th Percentile 2017	$4,782,436	2,105,719	12.24	12.85
Δ JCPL- Median (2017)	$4,136,323	-409,146	3.49	5.19
% Δ JCPL- Median (2017)	99%	-27%	34%	48%
Δ JCPL (2017-2016)	$2,479,792	61,679	-0.04	N/A
% Δ JCPL (2017-2016)	43%	6%	-0.26%	N/A

Measures of Community Value

Use of Materials

JCPL ranked 1st in circulation per capita measuring the return on the collection investments made in 2017. The purchased materials included physical and e-materials recognizing increasing demand in these material types. Electronic circulation showed a significant increase, which confirmed the observed industry trend (www.plametrics.org) towards using digital media, and was facilitated by specific

purchases in this segment. JCPL also ranked 1st in total collection use, which included the databases in addition to physical and electronic materials, and was a clear testimony to the investments and purchasing selections made by JCPL for its 2017 collection.

Circulation per Capita
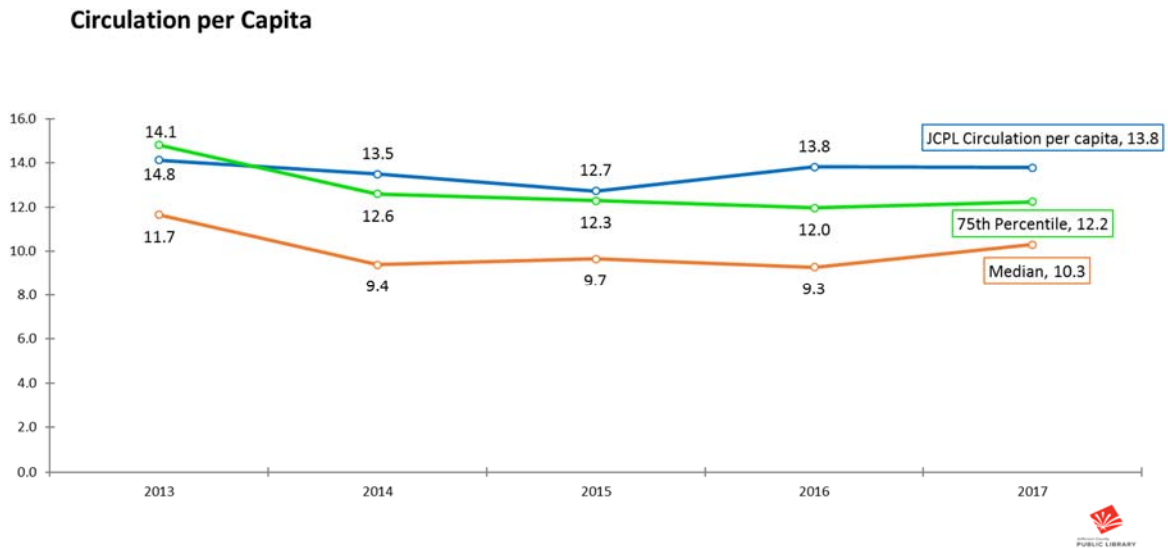
Breakdown Circulation and Collection Use

2017 BENCHMARKING PARAMETERS	JCPL 2017	JCPL Ranking (descending) 2017	25th Percentile 2017	50th Percentile 2017	75th Percentile 2017	Δ JCPL-Median (2017)	% Δ JCPL-Median (2017)	Δ JCPL (2017-2016)	% Δ JCPL (2017-2016)
Circulation per year *(physical and electronic)*	7,971,823	2	4,767,388	6,058,728	7,048,577	1,913,095	32%	70,910	1%
Physical circulation per year	7,223,275	2	3,755,652	5,198,550	5,812,057	2,024,725	39%	N/A	N/A
Electronic circulation (no databases) per year	748,548	7	524,747	1,122,562	1,300,150	374,014	-33%	92,459	14%
Database retrievals per year	1,340,100	1	401,332	418,225	681,748	921,876	220%	N/A	N/A
Collection use *(physical, electronic, and databases)*	9,311,923	2	5,180,768	6,615,212	7,220,983	2,696,711	41%	N/A	N/A

Collection size is impacted by space limitation (facilities, square footage, shelf space). JCPL now has the budget to buy, but lacking the space to put it, if we want to grow the collection towards the median, more importantly to keep up with population growth and supplying adequate numbers for our community.

Example:
Alameda County Library, adding 1 branch, 68,000 square feet, increased collection size per cap. from 1.95 (2016) to 2.14 (2017).

Collection size per capita
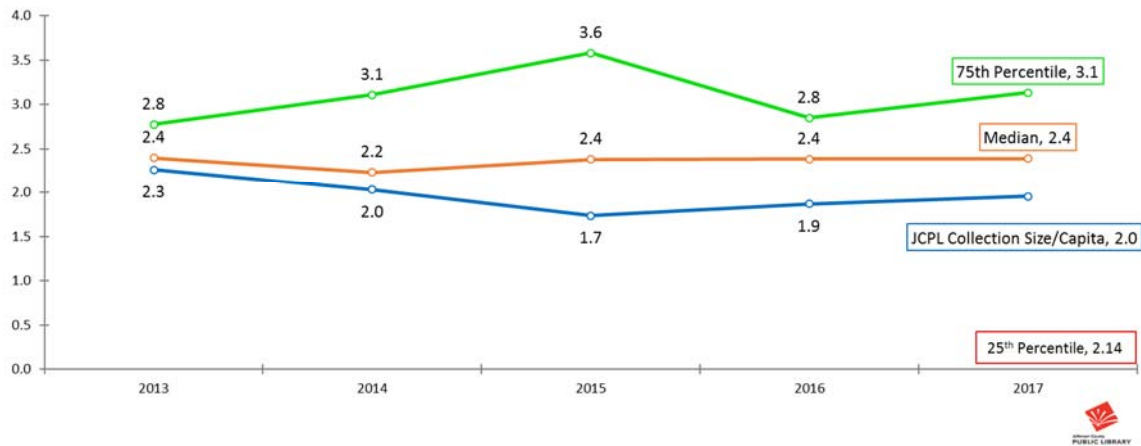

Staff Expenditures

JCPL had lowest staff expenditures (10th rank) in comparison to the peer libraries, reflecting conservative hiring in 2017. JCPL allocated 53.09 percent of operating expenses towards staff salaries and benefits, reflecting JCPL's conservative approach for staff expenditures, while a third-party organizational analysis was under way to provide input to JCPL's organizational development and future structure anticipating growth of the organization. JCPL ranked 10th lowest in staff expenditures, remaining below the 25th percentile of the peer libraries, and also below the general library average ranging from 60-70 percent of operating expenditures commonly in PLDS studies (www.plametrics.org).

PLDS counts FTE as the Full Time staff equivalent to actual worked hours, calculated for a 40 hour work week, and annualized over the 52 weeks of the year. The 2017 FTE count for JCPL represented staffing for a first full year of the expanded public service hours schedule.

- JCPL's staff expenditures amounted to $16,071,770 in 2017.
- JCPL counted 256 FTE in 2017, and
- 0.44 FTE per 1,000 capita.

2017 Benchmarking Peers	Staff expenses	FTE per 1,000 capita	Programs per 1,000 capita	Program Attendance per 1,000 capita
JCPL Rank*	10	9	7	6
JCPL 2017	$16,071,770	0.44	18.61	423
JCPL 2016	$15,371,707	0.43	17.28	407
25th Percentile 2017	$17,450,014	0.45	14.77	262
50th Percentile (MEDIAN) 2017	$20,317,793	0.54	19.18	423
75th Percentile 2017	$25,780,146	0.74	22.67	481
Δ JCPL- Median (2017)	-$4,246,023	-0.09	-0.57	0.00
% Δ JCPL- Median (2017)	-21%	-17%	-3%	0%
Δ JCPL (2017-2016)	$700,063	0.02	1.33	16
% Δ JCPL (2017-2016)	5%	4%	8%	4%

FTE per 1,000 capita
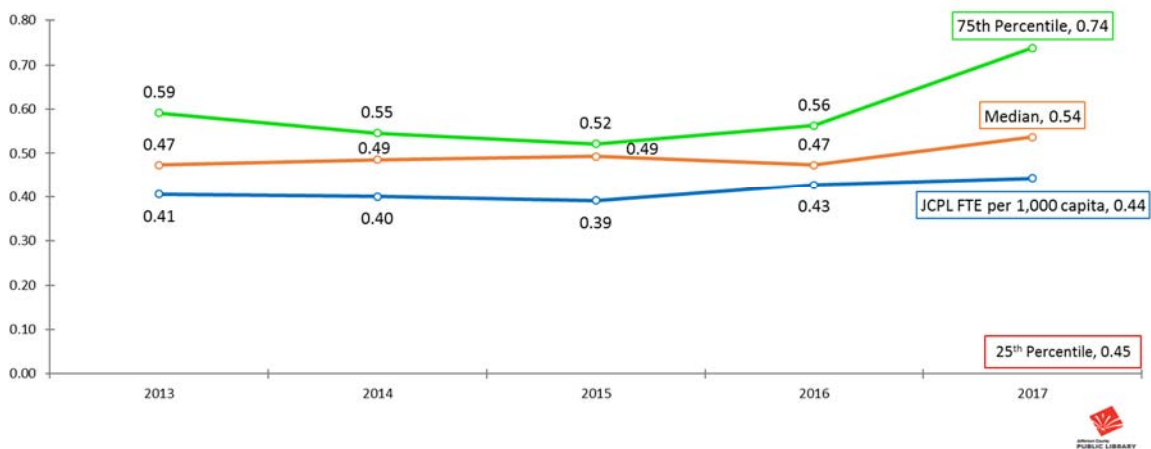
Program Attendance
JCPL ranked 6th in program attendance per 1,000 capita, and offered the 7th highest number of programs per 1,000 capita.

The number of JCPL programs offered increased 9 percent from 2016, which can be partly attributed to 2017 being the first full year operating on expanded hours. Program attendance increased by 5 percent from 2016.

- JCPL offered a total number of 10,759 programs in 2017, and
- 19 programs per 1,000 capita.

JCPL offered the 7th highest number of programs per 1,000 capita, and had the 6th highest number of program attendance per 1,000 capita.

- 244,503 people attended JCPL programs in 2017, and
- 423 program attendance per 1,000 capita.

These results speak to the continued success of JCPL programming which has always been an important and integral part of JCPL library services.

Program attendance per 1,000 capita
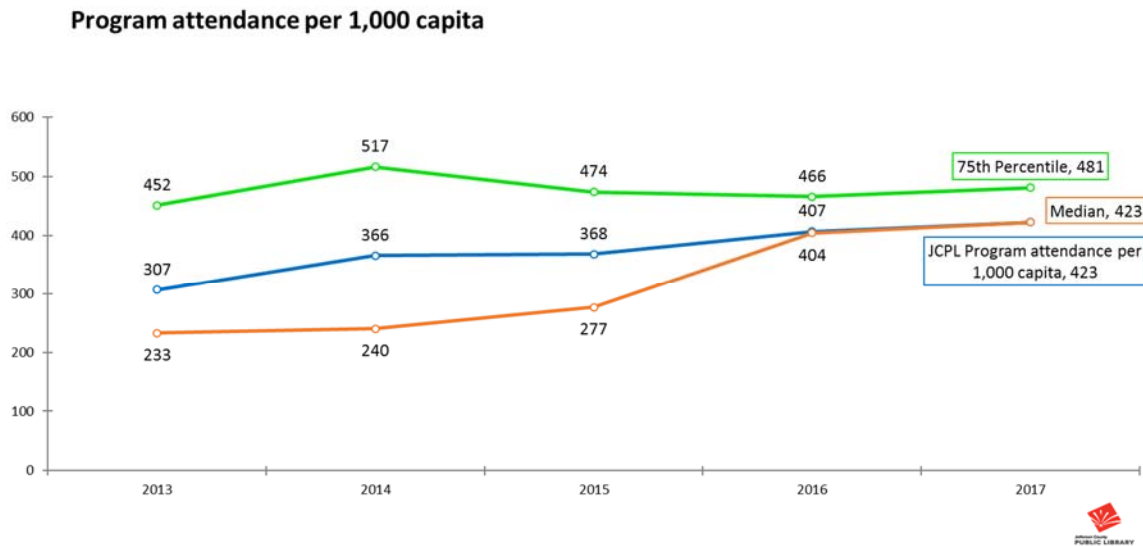
Facilities Master Plan
Acknowledging constraints
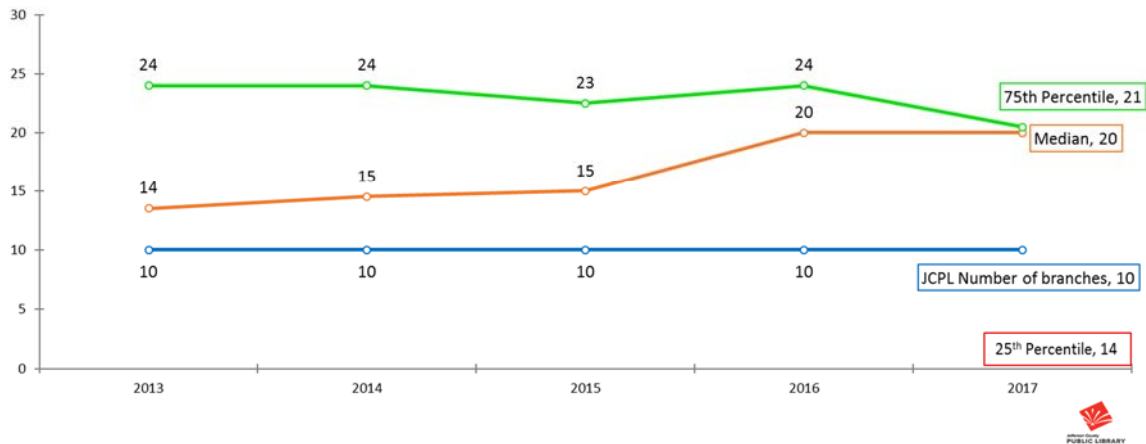- Branches, Square Footage, Public Service hours

Recognizing the need for future growth
- Collection, Staff

Number of Library Branches
- Smallest number of branches (10 branches vs median 20)
- The lack of library facilities in Jefferson County impacts JCPL's ability to meet objectives for collection size per capita, and FTE per capita.
- Public Service hours are dependent upon the number of branches,
- JCPL ranks 2nd in public service hours per branch (!) Shows high utilization of hours in relation to outlets.

Number of library branches

Facilities and Public Service Hours
JCPL shows limitations with 10th lowest square footage per capita, and 3rd highest public service hours per square footage.

Given the growth of the Jefferson County population over the past decades, JCPL continues to fall behind with its existing facilities. No expansions have been made since 1991. In 2017 JCPL began to work on a Facility Master Plan to plan for additional services needed to support population growth.

- JCPL operated the smallest number of branches (10) in 2017, while
- the median of the peers marked at 20 branches.
- JCPL ranked 10th smallest library with 0.38 square feet per capita

JCPL had 220,907 square feet in 2017, and would need to add 167,395 square feet to meet the median square footage. Square footage is an important parameter when comparing with other libraries as there are many key indicators that are influenced by it, for example size of collection, circulation, service hours, program attendance, and visits. Based on the current square footage, JCPL showed high utilization of its space.
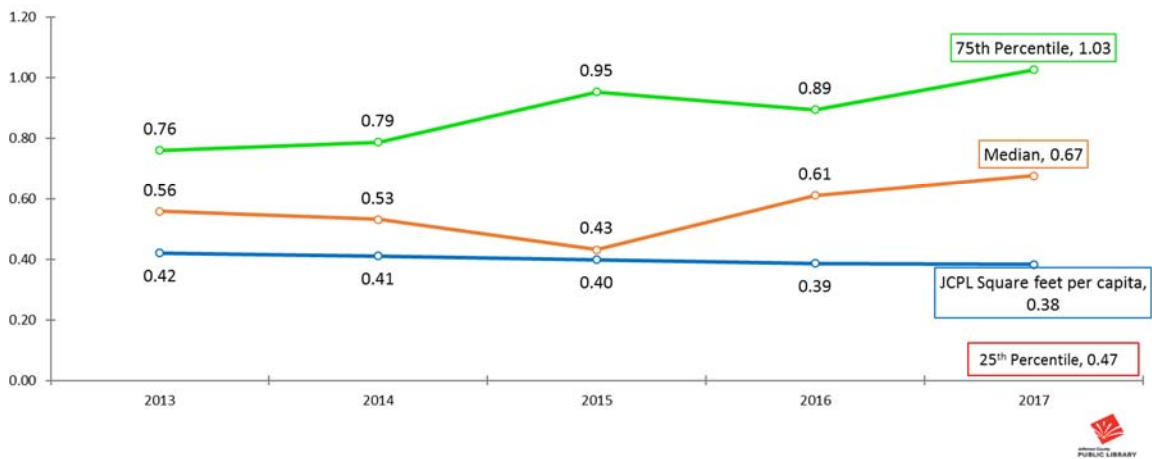
- JCPL offered the 3rd highest number of public service hours per 1,000 square foot, and
- marked above the 75th percentile of the peer group.

This shows that JCPL is maximizing hours per outlet compared to the majority of the peer libraries, and again hints at future limitations given population growth.
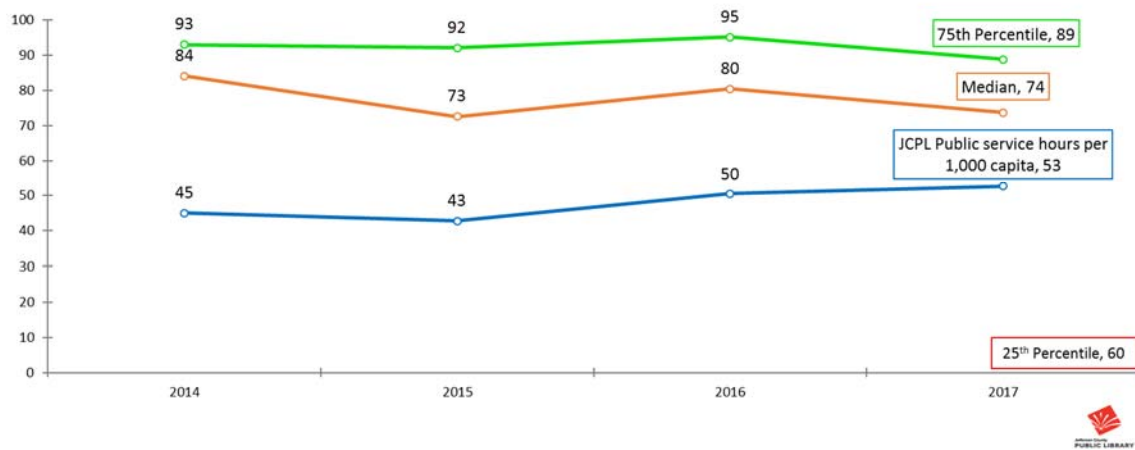
- JCPL ranked 2nd lowest in public service hours offered per 1,000 capita, and

- Remained below the 25th percentile.

Square feet per capita

	2013	2014	2015	2016	2017
75th Percentile	0.76	0.79	0.95	0.89	1.03
Median	0.56	0.53	0.43	0.61	0.67
JCPL Square feet per capita	0.42	0.41	0.40	0.39	0.38
25th Percentile					0.47

Public service hours per 1,000 capita

	2014	2015	2016	2017
75th Percentile	93	92	95	89
Median	84	73	80	74
JCPL Public service hours per 1,000 capita	45	43	50	53
25th Percentile				60

Visits

JCPL was the 6th most visited library compared to the peer group, but recorded the highest number of physical visits per square footage.

Visits are one of the measures of community value (besides collection use, and program attendance) that can be used to profile a library and to evaluate customer satisfaction with library services indirectly.

- JCPL recorded a total of 2,608,238 physical visits in 2017, and
- 4.51 visits per capita.

JCPL ranked 6th in visits per capita, but when measuring visits based on square footage of public library space, JCPL ranked 1st of the benchmarking group. JCPL had the most visits per square foot, the highest foot traffic.

Website visits have gained increased importance over the last years with readers developing a growing affinity towards digital collection services, online browsing of events and items, and managing their library accounts. The measure of website visits has been changed to include catalog browsing in 2017, when it had been excluded from the count previously.

- JCPL recorded a total of 4,518,931 website visits in 2017, and
- 7.82 visits per capita.

JCPL recorded the 4th highest number of website visits per capita.

Visits per capita
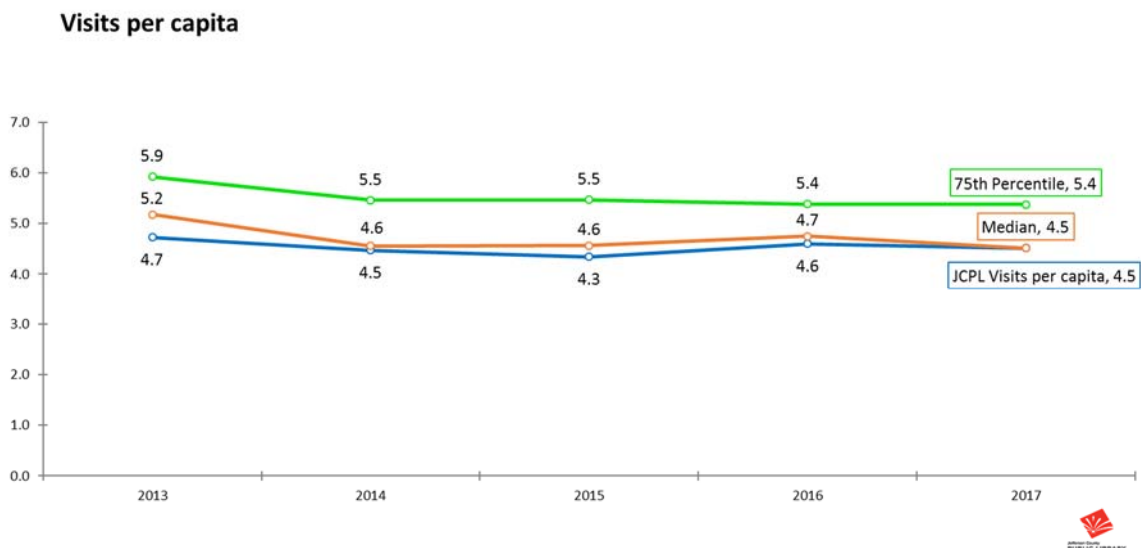
In response to questions, the Board was advised that:
- PLDS sets rules for what constitutes an "active cardholder". An active cardholder has three years of activity and that cardholder can only be reported if the Library has purged its cardholder database in the last three years.
- Collection value is not a data point in PLDS. The Library's collection value is reported in its Comprehensive Annual Financial Report (CAFR).
- Commute time between branches is not a data point in PLDS. However, the Library does gather and evaluate that data in the facilities master plan and considered commute time for the Columbine Library project.

Belmar Library CM/GC Information
Steve Chestnut, Director of Facilities and Construction Projects, addressed the Board and provided information on the CM/GC RFP and selection process. The Library developed an RFP to solicit a General Contractor to perform construction services on the upcoming Belmar renovation. The solicitation drew nine proposals of which three were chosen for interview.

The interviews were conducted by personnel from JCPL, NV5 and HDR Architecture and the team unanimously recommended moving forward with Fransen Pittman Construction. Fransen Pittman was the least expensive in fee structure, the most experienced at library construction and the best fit for the Library.

The contract was developed to include two phases. Phase One will be the pre-construction phase that will assist us with schematic design constructability, cost modeling, scheduling and value engineering of the project. The cost for this phase will be $13,200. Phase Two will be the actual construction costs which will be determined by the design that is yet to be developed by HDR. Once that cost has been determined it will be brought back to the Board for approval to proceed with Phase 2.

At the November Board meeting, the Library will ask the Board to authorize the Executive Director to enter into the two-phase contract with Fransen Pittman Construction and authorize a payment for Phase One.

STAT Courier Service Contract Information
Steve Chestnut introduced the topic. The current JCPL courier service contract has reached term on our ability to renew the contract. The library went out for bid on August 30, 2018 to find a vendor to continue our delivery services. The Library received two responses to the RFP, one of which would not have met our delivery needs. The evaluation team is recommending that we continue our relationship with STAT Courier Service.

In response to questions, the Board was advised that:
- STAT Courier moves 90,000 pounds of materials every night.
- The budgeted amount was $300,000 and the bid amount was $245,000.
- The contract includes a 2% escalation.

The Library will ask the Board to authorize the Executive Director to sign the contract at the November 15, 2018 Board meeting.

Foothills Intergovernmental Agreement (IGA) Authorization
Steve Chestnut addressed the Board and provided an overview of the IGA. The Board was presented with information about the agreement at the Library Board's Special

meeting on September 30, 2018. County Open Space has been working on deeding the land that is Clement Park to Foothills Recreational District. The intent of the IGA between the Library and Foothills Recreation District is to update an older water agreement and assure access to the Library since the library property is surrounded by Clement Park property. The County attorney would like to present the agreement to the Board of County Commissioners as soon as it is approved by the Library Board.

> **MOTION**: Deborah Deal moved that the Library Board of Trustees authorize the Executive Director to sign the Intergovernmental Agreement with Foothills Parks and Recreation District, to enable the continuing delivery of raw water to the Library property and address the easement for access, maintenance, repair and replacement of the access road. Seconded by Brian DeLaet the motion passed by unanimous vote of all Trustees present.

Snow Removal Contract Information

Steve Chestnut provided information on the two snow removal contracts. The contract with Bear Creek Landscape is for snow removal services at the Evergreen Library and the contract with CoCal Landscape is for snow removal services at the other JCPL properties. In response to questions, the Board was advised that:

- Both contracts are included in the $280,000 snow removal budget
- Evergreen snow removal costs are shared with the Sheriff's department on a prorated percentage basis.
- There are more incidents requiring snow removal at the Evergreen Library than other Library properties.

2020 Strategic Planning – Board

The Chair advised the Board that the plan is to go over the Ends Statements at the November 15, Board meeting next week. Information from the Board's strategic planning discussions and the survey on the Ends Statements is being pulled together and will be sent to the Board prior to the meeting.

ADJOURNMENT

The study session was adjourned at 6:52 p.m.

For: Pam Anderson, Secretary