

City of Boise

Boise, Idaho

Master Library

Facility Plan

prepared by

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Library Planners Consultants
Cottonwood, Arizona**

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BOISE PUBLIC LIBRARY

MISSION STATEMENT

To assist members of the community in educating themselves and enhancing their personal, business, and social well-being through the use of library resources and services.

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INTRODUCTION

Public libraries are the embodiment of the democratic ideal. They are uniquely democratic institutions. The value of libraries as a critical component of a democratic society is thoroughly engrained in our national psyche.

We are now in the midst of a third great wave of expansion of public libraries in this country.

- ◆ The first period of rapid growth was the result of Andrew Carnegie's vision and largess, his belief in the value of the public library in the development of a nation was steadfast;
- ◆ The second period occurred during the third quarter of this century – the result of the rapidly expanding and moving population of the United States – suburban growth, college and university expansion, and LSA (Library Services Act) and LSCA (Library Services and Construction Act) governmental support contributed to this period; and
- ◆ The third wave of tremendous growth in our public libraries is now underway, a period marked by the expansion of the capabilities of libraries to access and deliver information via electronic-driven technology – never before has the opportunity been so great for libraries.

The stakes are high.

- ◆ Increasingly diverse constituencies are demanding increasingly diverse collections; and
- ◆ Interdisciplinary research is becoming the norm.

High stakes imply a high return:

- ◆ The opportunities for public libraries to fulfill their mission on a grand scale are real;
- ◆ The access to huge collections by small libraries brings resources heretofore undreamed of to their constituencies; and
- ◆ The sharing of library resources over great distances break down barriers to learning.

THE IMPACT OF THE PUBLIC LIBRARY

There are a great number of impacts which public libraries have on their cities. These impacts are sometimes economic in nature and sometimes less directly so, but all add to the quality of life of the city.

The public library has been found to increase property values in a community. Studies have indicated that public libraries, if maintained and administered well, increase

property values in the communities they serve. There are a number of reasons for this phenomenon:

- ◆ Increased attractiveness of the area as a place to live;
- ◆ Improved cultural, educational, and recreational opportunities for residents; and
- ◆ Increased property values because the existence of public libraries increases the city's capacity to draw businesses, homebuyers, tourists, and others to the area.

The ability of a public library to serve as an "attractor" for business is another example of economic impact. It is no myth that when major corporations consider a new business location the presence of good public library service is one of the criteria used in determining the prospective location's quality of life. The existence of a good public library in a city adds to that city's quality of life, thereby increasing its attractiveness to business and aiding economic development.

Public libraries also create significant impacts by promoting literacy and offering space for classes, providing the necessary resources and training for literacy providers, and by raising awareness of the problems associated with illiteracy. A literate community is one that can be employed at higher-skilled, better paying jobs. If the public library facilitates this employment, the impact of its services is considerable. Not only have individuals learned to read, they have been able to better their economic standing.

Providing job-seeking resources is another important economic development service. By providing collections that teach resume writing and interviewing techniques and helping individuals explore alternate careers; by offering access to the classified sections of out-of-town newspapers; and making the Internet and the employment opportunities therein available the public library is a key resource for those seeking to change jobs or careers.

In their book, *FUTURE LIBRARIES*, authors Walt Crawford and Michael Gorman¹ offered "Five New Laws of Library Science," a reinterpretation of S. R. Ranganathan five laws first published in 1931. Crawford and Gorman's new laws are:

- ◆ Libraries serve humanity;
- ◆ Respect all forms by which knowledge is communicated;
- ◆ Use technology intelligently to enhance service;
- ◆ Protect free access to knowledge; and
- ◆ Honor the past and create the future.

These "laws of library science" offer a framework within which libraries can foster democracy and meet the future in a positive, meaningful way. They provide a tool that enables all to think about libraries and library services clearly and rationally. They can

¹ Crawford, Walt and Michael Gorman. *FUTURE LIBRARIES: Dreams, Madness and Reality*, Chicago, American Library Association, 1995.

form the basis for the future of the delivery of information services for the Boise Public Library as the City and the Library move forward into the next century.

The public library of Boise has a commendable record of striving to provide a good level of library service within a Main Library building that was never intended to be a library and one very small branch library. Now, improvements are called for. These improvements will materialize *if* the necessary support and financial resources of those who live and do business in the area want such improvements – a responsive level of service to an urban population provided and the facilities from which to make the service available and in place.

GENERAL TRENDS AFFECTING AN EVOLVING SOCIETY

Determining the informational needs of the public and how the Boise Public Library can best respond should start with a look at general trends affecting our evolving society. Society's changing character, interests, and emphasis on information are having a profound impact on the future of the public library. The wave of electronic technologies that have splashed into every aspect of our lives is also affecting the future of the Library. The population demographics in the nation, the state, and in Boise are forecast to continue to evolve, and must be anticipated so library services and facilities will meet the needs of the residents for the next 20 years -- and beyond.

We believe the future of Boise and its public library will be influenced by three general trends:

- ◆ Continuing changes in the City's demographics;
- ◆ Ongoing changes in society -- the lifestyle, work style, value, and attitude changes of the information-oriented society; and
- ◆ Existing and upcoming technologies for gathering, organizing, and distributing information which will provide new opportunities for the Library to serve as information "gate-keepers" for the City and its residents and business establishments.

THE IMPACT OF ONGOING CHANGES IN SOCIETY

PROVIDENCE Associates Inc believes the trends described below will have a decided impact on the future of the Library and growth and development in Boise:

- ◆ City residents will increasingly seek information, diversity and choice will continue to characterize our society, traditional distinctions will blur what is defined as work, leisure, and learning activities, and Boise residents will continue to reinforce the need for information and for remaining well-informed;
- ◆ Not all people will have the same economic ability or technological competence to be well informed. There will be a widening gap between individuals and families who can afford access to private-sector sources of information and those who cannot (even those who can afford it may often lack the technological

- competence to retrieve the information desired). Therefore the Boise Public Library, as “*university of the people*,” will provide the access, as well as the assistance people need, in an increasingly complex information society;
- ◆ The personal assistance provided by Library staff will remain as one of its most important and valuable characteristics, the fundamental nature of the Library being people serving people;
 - ◆ Many persons will continue to need assistance in retrieving information, it being unlikely any technology will supplant the personal aspect of public library service – which is the fundamental reason why the Boise Public Library will become an even greater part of an improved quality of life in the City;
 - ◆ The Library is the ideal tool for individuals in our information age. It will thrive in the information marketplace. It will fill many informational niches. In a world where information and education needs will be increasingly important the Library will acquire more value than ever before, continuing as one of the most diverse and economically effective institutions for providing knowledge and information to persons of all ages and educational levels; and
 - ◆ The Boise Public Library will continue to provide services not available elsewhere in the City, Ada County, and the entire region by offering a wide range of opportunities for all residents to develop by providing accurate and reliable information in response to a specific need.

By providing facilities and collections to meet personal, vocational, and avocational needs and by supplementing the formal educational programs the Boise Public Library will contribute greatly to the quality of life for the greater Boise area. It will further enhance the City as a place to live, to work, to raise a family – a place to be.

PUBLIC LIBRARY HISTORY

THE NATION, THE CITY

The public library is an American invention. Benjamin Franklin organized a subscription library that pooled books of Philadelphia residents in 1731. Franklin's "invention" was the forerunner of the public library we know today.

The first free public library supported by taxation was established in Peterborough, New Hampshire, in 1833. Virginia City, Colorado is credited with having the first public library west of the Rocky Mountains, it being established in 1842.

An Allegheny, Pennsylvania resident, James Anderson, made his 400 volume library available to boys who worked in the town, one of whom was a telegraph messenger by the name of Andrew Carnegie. After becoming a steel baron, a grateful Carnegie provided funding of some \$50 million for public library construction throughout the country and abroad. In all, Carnegie aided in the building of more than 2,500 libraries, including one in Boise.

Today, public libraries are everywhere. In addition to the large central, or main, library buildings in most of the country's major cities and branch libraries in neighborhoods and shopping centers across America there is one in a commuter train station in Atlanta and a supermarket in Wichita, Kansas.

Wherever they are and however large or small they may be their mission is the same – to make information accessible and affordable. They are now more important than ever because reading is still the most basic survival skill in our information-driven society.

THE PUBLIC LIBRARY IN BOISE

Public library service in Boise dates to the winter of 1895 when the women of the Columbian Club opened a subscription library and free reading room in City Hall. Ten years later, with financial assistance from Carnegie, the Carnegie Public Library opened its doors on the 22nd of June, 1905. That building, at 815 West Washington, served Boise until the present Main Library was opened in 1973.

Boise's first – and only – branch library was opened in the Boise Towne Square Shopping Mall in 1989.

In addition to the two buildings the Library provides Bookmobile and homebound services.

The Boise Public Library is a part of the City of Boise governmental structure and is funded via local property taxes. An appointed Board of Trustees sets policy for the operation of the Library. Friends of the Library and the Library Foundation provide additional financial support.

USAGE OF THE PUBLIC LIBRARY

People of all ages and of all backgrounds are using public libraries more than ever. According to a poll conducted by the Gallup Organization² for the American Library Association in 1988, 67 percent of American adults went to a library at least once that year – up markedly from the 51 percent who visited a public library 10 years earlier, in 1978.

The Gallup poll also reported:

- ◆ Eighty percent of the users go to the public library to borrow books;
- ◆ Sixty-four percent peruse reference materials;
- ◆ Fifty percent read magazines and newspapers;
- ◆ Thirty-five percent borrow media (books-on-tape, videocassettes, CDs); and
- ◆ Twenty-five percent visit to attend programs.

When asked about their use of electronics 76 percent of those ages 18 - 29 indicated they search for information electronically, while those age 50 and older stated they prefer to rely on the more traditional method of the card catalog. Only eight percent of those polled believe computers will render libraries obsolete; 91 percent believe libraries will be necessary in the years ahead.

THE TREND IN BOISE

The national trend is reflected in Boise as evidenced by a comparison of usage between fiscal 1999 and 1995.³ We see that:

- ◆ Circulation rose 165,149, a gain of 14.2 percent;
- ◆ Library visits increased by more than 176,100, up 24.2 percent; and
- ◆ Attendance at programs for children rose a modest 744, an increase of 2.8 percent.

The Boise Public Library is obviously an important part of the lives of many people who live and work in Boise.

² The Gallup Organization, May 1998.

³ Data computed from Annual Reports filed with the Idaho State Library.

THE PEOPLE THE NUMBERS, THEIR VIEWS

Libraries are about people serving people.

The primary reason – and perhaps the only valid reason – for a community to have a public library is to serve its people and help them meet their informational, educational, cultural, and recreational needs. People serving people – that is what public libraries are about.

POPULATION PROJECTIONS

The consultants developed population projections based upon information taken from the Community Planning Association (COMPASS) web site (<http://www.planning.cog.id.us/>). The Association is located at 413 West Idaho Street, Suite 100, Boise 83702, telephone 208.345.5274.

The printout indicates the population for Ada County projected to 2020. The consultants developed a 2020 figure for the City of Boise as follows:

- ◆ 2020 Ada County = 366,497;
- ◆ Less Eagle, Garden City, Kuna, Meridian, and one-half of Rural County = 255,041; thus
- ◆ Rounded down to 255,000.⁴

This Master Library Facility Plan bases its recommendations on the projected figure of 255,000.

It should be pointed out that as a result of agreements between the City of Boise and other communities that the Boise Public Library does, in effect, serve almost all of Ada County. The year 2020 figure for Ada County is 366,497 (rounded to 366,500).

⁴ The projected Boise Planning Area population for the year 2015 is 253,000 according to the *Boise City Comprehensive Plan*, January 1997, page 7-1.

COMMUNITY SURVEY

Last year the Library commissioned a community survey to learn:

- ◆ What were the library service needs of the community;
- ◆ What groups were being under served or not served at all; and
- ◆ Which services were most heavily used.

The survey was conducted in Boise and Ada County, excluding Kuna, in September and October. Eleven hundred persons were surveyed. The final report was delivered in December.⁵

Survey Results - General

- ◆ Seven hundred telephone surveys were completed with current library users (someone who had used a public library in Ada County within the past 12 months) and 400 with potential users (a person who had not used a public library within the past 12 months, or ever, or did not know);
- ◆ Fifty-three percent of the users are between the ages of 35 – 54;
- ◆ Fifty-two percent of the County population (in 1998) was the same age;
- ◆ Both current and potential users were equally divided by gender;
- ◆ Current users have more children under the age of 18 living at home (51% compared to 26%); and
- ◆ Persons over the age of 65 are the most likely potential library users.

Survey Results – Current Users

- ◆ Ninety percent borrow books and media;
- ◆ Two of every three use the library for personal informational needs;
- ◆ Almost one of every two use the library for school or class assignment needs;
- ◆ Forty percent have telephoned the library to renew materials or seek information;
- ◆ Not quite one-third have used the library for children's programs and programming; and
- ◆ Less than one in five has accessed the library via a home computer.

The majority of the 700 users used the Boise Main Library. The Ada Community Library and the Meridian Library had the next highest level of usage. The Towne Square Branch Library ranked fourth.

⁵ *Boise Public Library Community Survey 1999*. Strategic Measures, PO Box 2044, Loomis, CA 95650.

Just over one-half (51%) of the current users believe their use of the public library will increase in the years ahead. Only six percent indicated they expected their usage to decrease.

Current users expressed a desire for the following service improvements:

- ◆ Longer hours;
- ◆ Classes and continuing education;
- ◆ Better parking;
- ◆ More programs and programming;
- ◆ Assistance with specialized informational needs; and
- ◆ A library closer to home.

Survey Results – Potential Users

The vast majority of the 400 potential users had used the Boise Main Library in the past. The Ada Community Library and the Meridian Library had the next highest level of past usage. The Towne Square Branch Library ranked fourth in terms of past usage.

As for reasons why the potential users were not current users the five most cited reasons were, in order:

- ◆ Lack of need;
- ◆ Lack of time;
- ◆ Use of personal library;
- ◆ Inconvenient location, too far from home; and
- ◆ Prefer to use the Internet and/or home computer.

The most common alternatives in lieu of the public library were, in order:

- ◆ Large bookstores;
- ◆ Internet and electronic bookstores; and
- ◆ Smaller bookstores and video stores.

When asked what would turn a potential user into a user the three most cited factors were:

- ◆ Additional promotion and awareness of library services;
- ◆ More convenient locations via more branch libraries; and
- ◆ More access via the computer.

Potential users indicated they would use the following services:

- ◆ Borrowing books and media;
- ◆ Using a home computer to link to the library;
- ◆ Obtaining information at the library;
- ◆ Using the library for class or school assignments;
- ◆ Work related materials; and
- ◆ Programs and activities for children up to age 12.

In Summary

Current users are extremely satisfied with their public library and the quality of services. The principal reasons for user satisfaction were identified as:

- ◆ Convenience and accessibility of library facilities;
- ◆ Materials, especially adult, in all formats; and
- ◆ Staff responsiveness.

The survey concluded by stating that in order to meet the service needs of both current and potential users both physical locations and increased electronic access will be required.

FOCUS GROUPS

During the course of their work with the City of Boise and its public library the consultants conducted a series of focus group discussions and one town meeting. There were a total of nine focus groups plus the one town meeting. Over 100 persons participated in the 10 sessions.⁶

The first round of discussions were held in April and focused primarily on the planning for the Main Library. From those meetings the following points emerged:

⁶ For all of the Main Library related Focus Group and Town Meeting Notes see the complete file in the office of the Library Director. For the complete notes of the second round of Focus Group discussions see Appendix A of this report.

- ◆ The current location is excellent;
- ◆ Parking is inadequate;
- ◆ Space for youth services is too small, especially the programming area;
- ◆ More seating for users is needed;
- ◆ More group study spaces are needed; and
- ◆ Periodicals should be in one location.

The participants were generally enthusiastic about funding for a larger (new or renovated) Main Library facility. They believe the community will be supportive of such a project. They were less certain about increasing operational funding.

The second round of discussions was held in early August. From these three sessions we learned:

- ◆ Over the next five to 10 years Boise will become more neighborhood centered and focused;
- ◆ More mass transit is hoped for as there will be increased vehicular traffic;
- ◆ Downtown Boise will remain vital;
- ◆ Branch libraries will be needed as the area expands and become more populated;
- ◆ People will support both a new Main Library and branch libraries if properly presented to the voters;
- ◆ Some people believe the branch libraries should be built first, then the Main Library;
- ◆ Others believe both a new Main Library and at least three branch libraries should be in the same package; and
- ◆ Still others are of the opinion the existing Main Library should be renovated and expanded; while
- ◆ Others believe there is no need for additional Main Library space.

In Summary

The 100 plus persons who participated in the various discussions and the town meeting were positive about the future of Boise. They are supportive of the Library (most are users), and want to see what they consider good to very good service get better. There is, as could be expected, a differing of opinion as to how service can and should be improved. Costs are, of course, a concern. However, the consultants experienced very little resistance to the suggested \$60 - \$70 million total cost over the next 20 years for expanding the library facilities in Boise.

LIBRARY FACILITIES IN OTHER LOCALES PEER COMPARISONS

Competition is reality. Americans like to compete – and some say we love to compete. Athletic teams compete at just about every level – little league, schools at all levels, and the pros.

Competition is certainly not limited to the ball fields and sports stadiums. Cities compete. They build convention centers and related facilities to attract conventions and tourists. They expand their airports so that more people can fly in more often, whether for business or pleasure. Roadways are improved so there will be fewer traffic jams and workers can get to and from home and office in less time. Mass transit systems are put in place to reduce the traffic congestion (we can never seem to build enough roads fast enough).

Most of the competition among cities is based on economic development. The roads, the mass transit, the airports, the convention centers – it is almost universal that these type of facilities are built, renovated, expanded, and then replaced with something bigger and grander so that the city can be more competitive. The belief is that the more industry and business that is attracted to and located within the city limits the healthier the economy for all concerned. A healthier economy usually means better schools, more parks, improved health services, and more public safety.

It can also mean, and often does, a better level of public library service! A better quality of life for all!

PEER COMPARISONS

The consultants developed three sets of comparative facility data. For each set we looked at main library space, branch library space, and combined space. We compared Boise with:

- ◆ City libraries in the Rocky Mountains/Northwest serving populations of 150,000 – 249,999;
- ◆ Major capital city libraries in the Western United States; and
- ◆ Major cities in the Western United States where technology is of economic importance.

The results of all of the comparative data are basically the same – Boise ranks at or near the bottom in each list. See Appendix B for a complete set of the data.

Rocky Mountain/Northwest Locales

Boise has the smallest main library of the five cities studied (Salem, OR, Spokane, WA, Tacoma, WA, and Salt Lake City, UT), although none of the six now have significantly larger main library facilities.

With regard to branch libraries Boise's lone tiny branch library pales in comparison to that of the other four cities. Even Salem, which also has but one branch library, has a facility that is more than double the size of the 2,196 SF Towne Square Library in Boise. Tacoma, with about 17,000 more people, has nine branch libraries totaling over 76,000 SF of space. On a space per capita basis Boise offers its residents 0.01 SF of branch space. The average of the five libraries is 0.21.

As for the total amount of library space, Boise ranks fifth with a reported 84,196 SF. Spokane is first with 174,960. When looking ahead, Salt Lake City jumps to the top as a result of a new 240,000 SF Main Library approved by the voters last year and an additional 9,500 SF of branch library space. They will offer their residents 1.67 SF of space per capita. Boise offers 0.49 SF per capita.

Capital City Locales

Boise also has the smallest main library of the six capital cities studied (Austin, TX, Denver, CO, Phoenix, AZ, Sacramento, CA, and [again] Salt Lake City, UT). Boise's 82,000 SF is over 28,000 SF smaller than the next smallest – Austin, TX. Denver is, by far, the largest with 538,350 SF of space in their building that was approved by the voters in the late 1980s.

Boise's one branch library compares with five in Salt Lake City (with a sixth being planned), 12 in Phoenix (with more scheduled to be built pending a forthcoming bond election), 20 in Austin, and 22 in both Denver and Sacramento (with more on the way in both of those locales).

As for the total amount of library space, Boise ranks sixth with its 84,196 SF. Denver is first with over 725,000 SF, followed by Phoenix, Sacramento, Austin, and Salt Lake City. As for future plans, Boise will rank fifth on a per capita basis even though sixth ranked Phoenix is planning for an additional 150,000 SF of branch library space. Salt Lake City and Denver both will have well over 1.0 SF of space per capita, and Austin will be at 0.94.

Technology Locales

Six cities that have a strong technology based economy were also studied. They were, in addition to Boise, Boulder, CO; Dallas, TX; Portland, OR; San Jose, CA; and Seattle, WA.

Boulder's main library, serving a population of 119,160, is the only one of the six (other than Boise) that has less than 100,000 SF of space. Boulder's 92,164 equals 0.77 SF per capita. The Dallas Central Library is by far the largest at this time with over 646,000 SF of space for a service area population of just over 1 million.

Looking to the future both San Jose and Seattle are planning major new main libraries. Seattle, which approved a near \$200 million bond last year, will have a new 356,000 SF facility. It will be built on the same space of the existing main library. San Jose is involved in a \$171 million project with San Jose State University. The total size of the new building will be 492,564 SF. The public library portion of the space will be approximately 50 percent. There will also be a lot of combined space, e.g. common spaces such as lobby, exhibit space, meeting rooms, etc. When these two projects are completed, Seattle will offer residents 0.67 SF of main library space and San Jose 0.28 SF (without taking into account the combined space).

In terms of branch libraries Boulder has three facilities totaling 21,180 SF of space (0.18 per capita). Dallas offers the most branch space at the present time (0.27 SF per capita). However, both San Jose and Seattle have major expansion plans in the works (Seattle's has been approved by the voters, San Jose voters will decide next month). When completed Seattle will have 236,796 SF of branch library space, or 0.44 SF per capita. San Jose will build six new branch libraries, expand 14 others, and will have a total of 23 with combined space of 587,697 SF, or 0.66 per capita.

As for the total amount of library space, Boise ranks fifth with a reported 0.49 SF per capita (but last in terms of total space). On a per capita basis Seattle will provide 1.11 SF per capita, Boulder is providing 0.95 SF per capita, and San Jose will be close behind with 0.93 SF. Only Portland, with 0.41, provides less total library space among the six locales than Boise.

In Summary

We began this section of our report discussing competition. Having the most space does not necessarily mean that quality library service is being provided. However, it is certainly clear that a lack of space does hinder the provision of service. When shelves become crowded, program space is inadequate, seating is minimal, and there is little space for group study – then the quality of service will suffer. We firmly

believe that quality public library service is a very important component of a competitive city, of a city that will not only attract but also retain business and industry – and the people who manage and work in the places of business.

The number of library facilities in a community is also important. If a great number of people have to drive or take the bus or bicycle several miles to get to a library they are less likely to be users, and thus for them the community is without public library service. Many studies conducted in the past have produced the same results – three to four miles is just about the maximum distance most people will travel for library service. And, while Boise is not a large city in terms of its square miles, the city limits are expanding and the distances are becoming greater for travel to the Main Library and/or the Towne Square Branch Library.

INFORMATION TECHNOLOGY FINDINGS

The Boise Public Library has, in many ways, demonstrated its ability to make a little go a long way. From the reuse of a former hardware warehouse as its main library facility to its use of hand-me-down personal computers from the City as public terminals, the Library has squeezed as much as possible from what has been made available.

The Library staff has been called upon to be resourceful and creative in finding ways to offer high-quality service with less than optimal resources. In the area of technology, the library staff has responded to the challenge it has been given by cobbling together a system that accomplishes most major tasks in a way that is acceptable to a majority of current users. Unfortunately, this acceptance is generally based on low expectations. For many library users, the attitude is "While the library automation system may not be state-of-the-art, it's better than what the library used to have."

As the consultants interacted with Library staff, public officials, and with the public during the information collection phase of the planning effort, we heard many expressions that lead us to believe that the people of Boise are no longer satisfied with a library facility or technology that just "gets by." We heard many expressions of opinion that the library needs to be a state-of-the-art facility with state-of-the-art technology that reflects what Boise has become; a dynamic, and increasingly cosmopolitan, high-tech city.

INFRASTRUCTURE

Most people are familiar with the old axiom that says the three most important considerations for a business in planning a new facility are:

- ◆ Location,
- ◆ Location, and,
- ◆ Location

While this advice has been, and continues to be, good advice for libraries, a new mantra has emerged. While location, location, location has not been entirely replaced, it is now supplemented with:

- ◆ Bandwidth,
- ◆ Bandwidth, and,
- ◆ Bandwidth

Increasingly, the information resources provided by libraries will be multi-media in nature. While the consultants believe that books and some other traditional print resources will continue to have a prominent place in libraries for several decades to come, electronic information resources will continue down the path they have been taking in recent years. Libraries will live with one foot in a print world and another in an electronic world for many years to come.

The transformation from print to electronic formats that has already been seen in the area of reference resources is starting to manifest itself for recreational reading materials. However, unlike reference materials, the recreational reading materials of the future will probably be offered in both print and electronic forms. Libraries will be faced with the need to offer multiple formats and the challenge of housing both books and computers.

Electronic resources of all types (informational and recreational) will undoubtedly become more dynamic in the future. Web pages featuring words accompanied by static pictures will become a quaint remnant of the past as full-motion video with digital quality sound becomes the standard. Three-dimensional displays and the capability of involving the sense of touch and even the senses of smell and taste will likely become commonplace within the period of time encompassed by the planning horizon for the new library facility.

The emergence of multi-sensory information resources will demand a robust, high-bandwidth infrastructure. For this reason, the consultants believe that the library's plans for the future need to include a network that utilizes a fiber to the desktop design. The library also needs to be aware of, and should be prepared to embrace wireless technologies to break down locational limitations imposed by any physical network structure. Wireless devices for collection inventory control and handheld computer/phone devices carried by reference staff will change the ways in which certain tasks are carried out.

While advances in both communication and compression technologies mean that copper and wireless networks will be capable of carrying more and more information at faster speeds in the future, fiber is the most practical high-bandwidth solution available at the present time. While fiber networks are still more expensive than copper networks, and while fiber to the desktop involves special design considerations, we believe that this path is the most practical for Boise to follow.

The Boise Public Library needs to build its network to meet tomorrow's needs rather than just getting by. The telephone system now in place at the library illustrates the disadvantages of designing for now instead of for the future. The system in use cannot be expanded beyond its current configuration. It was barely sufficient to meet user demands at the time it was installed and expansion and the scalability of the system were not given adequate consideration. The network design for the Boise Public Library should anticipate voice and data needs that will continue to expand exponentially over the next decade.

SERVICE DEMANDS AND COMPUTING NEEDS

It may seem a bit backward to discuss service demands and needs after discussing infrastructure; after all, the infrastructure is intended to support services. However, accurately forecasting service needs 20 years hence is impossible. It is, nevertheless, highly likely that the future will demand the capability of transferring larger quantities of data at higher speeds. Therefore, we have included a high-speed/high bandwidth network as a given.

What kinds of services will the people of the Boise area expect from the library in the future? Why will people visit a physical building when they can meet many of their information needs online from home or work? The people of the Boise area will use their library in many different ways. Some library users will be "remote" users who will rarely, if ever, physically visit the library building. These "users" will access information resources licensed by and/or selected and organized by the library. Another set of library users will visit the library to access enhanced services that require advanced technologies and/or expert assistance not available in their home or office. Yet a third set of customers will visit public libraries because they provide a safe, neutral setting where all segments of the community can come together to meet, discuss issues, and attend informational and cultural programs.

If the Library is going to be effective in serving "remote" users, it must be able to do two things. First, it must provide access to quality information resources that are not available through other sources at no cost or at low cost. Second, it must organize low cost/no cost information resources in ways that make the information more accessible or easier to locate.

The Library should coordinate its efforts to secure access to commercial information resources with the Idaho State Library and with other libraries in the area. To the extent possible, efforts should be made to secure licenses that allow users to access resources from their homes and offices. In most cases, the Library will be able to secure more favorable licensing rates if it negotiates with the State of Idaho, Boise State University, and/or other libraries in the area.

While some CD-ROM products will probably still be needed in the short term, the Boise Public Library should be moving to online versions of databases and other information resources whenever possible. Exceptions may be some children's educational games, some locally produced resources, and a few offerings that are more expensive or simply unavailable in online versions. In general, CD-ROM should be regarded as a technology that is on the decline.

The Library also needs to place a greater emphasis on organizing online information resources, especially those of local interest, in ways that will make it easier for remote users to find and use without human intervention. The Library may

also want to consider ways in which it can offer real-time, interactive reference service online. A number of technologies are already available that make this possibility; others are emerging that hold even greater promise for direct online interaction with remote library users.

If Boise wants to be effective in serving the public through its library facilities, it must work to stay "ahead of the curve" by offering new and emerging technologies before they have permeated the consumer market. While a large percentage of the public is likely to have some form of Internet access from the home in the not too distant future, there will always be those who do not and those who do not have access to new information technologies that will continue to emerge. It will not be enough for Boise to outfit a new library with the latest and best; funding structures will need to be developed to keep the Library at the leading edge of technology adoption.

It will be very important for the Library to use the planning, building, and opening of a new or expanded facility to convince the public that it is serious about providing state-of-the-art technology. Furthermore, the Library needs to have a plan in place that ensures that it will be able to remain at the leading edge of technology.

THE IMPORTANCE OF STAFF

One of the reasons that the public will physically visit the library is to take advantage of the skill of information professionals and to learn how to use new and emerging technologies. It is obvious that a highly trained staff is needed if the Library is going to be successful in providing this type of public service. Appropriate facilities for "teaching" information access skills will also be required.

The information literacy/teaching role of public libraries has increased significantly in the past decade and will continue to increase in the foreseeable future. A new or expanded library will require at least one formal computer lab. Ongoing staff training and formal training sessions for the public aimed at teaching them to locate, evaluate, and use information resources may in fact dictate the need for several lab facilities. Both the lab facilities and meeting spaces in the new or expanded library should be equipped to enable video to the desktop, video teleconferencing, and the display of information from a large array of sources. The design of the Library and the data infrastructure should allow for the distribution of multi-media from a centralized point as well as from input devices in specific rooms.

The Library should also consider its role in creating and repackaging information. In particular, it should explore whether digitization equipment or even a digitization lab facility should be included in the design for the new or expanded library. A decision on this should not be made in a vacuum. The Library needs to have a good picture of the materials that are candidates for digitization and of the facilities that are available or may be planned in the area. A partnership between the library and other

cultural/governmental agencies to preserve, organize, and distribute historic photographs, manuscripts, and public-records has great potential.

Service to both remote and in-library users will require an updated library automation system. While the current automated system is functional, the Library should consider moving to a system with greater functionality and a fully graphical interface as part of its building project. A temporary upgrade of some of the current system hardware will be needed in the interim.

As the Library considers new systems, it should also be considering how it will maximize the integration of automated functions. This is true both on the public side and on the staff side. The public should be presented with a front end that is simple to navigate but nevertheless offers an entry point into a full range of information and services. Hot links from the Library's catalog to online resources, to the resources of other libraries, and connections to local, State and Federal resources should be available.

On the staff side, efforts should be made to work toward integration of acquisitions and fund accounting, as well as electronic interface to the City's accounting system. The current "Intranet" needs to be developed to include access to internal records and automated supply order and inventory control.

TECHNOLOGY FOR CHILDREN AND YOUNG PEOPLE

Children should not be forgotten in planning the technology for a new or expanded facility. It goes without saying that the library should have a sizeable number of computers for use by children and for children and adults working together. Computers in the Library's children's room should reflect the many different ways in which the computers will be used. Some of the computer use will be related to schoolwork. Some of this work will be by children working alone. Some will involve two children or a child and an adult working together. Finally school-related computer use may involve small groups. The design of the new or expanded facility should accommodate these different uses. Some computer use by children will be for playing educational games. This type of use brings with it different requirements and a very high likelihood of multimedia content.

Young adults will also be active users of computers. The segregation of some computers in a space designed for use by young adults is highly desirable. Young adult use includes the kinds of homework/schoolwork use described above as well as Internet, and perhaps, productivity computing (word-processing, etc.).

THE CURRENT INFORMATION TECHNOLOGY FRAMEWORK

A few general words about the Library's current information technology framework are necessary. At the present time the Library has an extremely complex mixture of hardware, operating systems, and software. The fact that most of these systems work relatively well is a tribute to the creativity and ingenuity of the library staff. Nevertheless, the complexity of the situation is a long-term training and technology support nightmare. Simplification, standardization, and integration should be goals for the future.

The Library's experimentation with the Linux operating system is very interesting and its reuse of low-end computers from the City is commendable. Linux is a very stable operating system that may well come into wider use. However, despite a major announcement by AOL/Netscape it remains to be seen whether Linux will become a mainstream operating system. Furthermore, the cost of client devices has dropped to the point where the saving derived from reusing City surplus computers may lose its allure.

It may be that both Linux and the reuse of surplus City equipment will have a place in the future; however, the consultants believe that the Library's entire information technology operation needs to be the subject of a thorough study in the very near future. The Boise Public Library needs a detailed, comprehensive technology plan to guide its implementation of technology in the new or expanded building.

The result should be a plan that ensures a clear growth path and one that leads to simplification, standardization, and systems integration. In addition, the study and the resulting plan should address the training and technology support implications of each decision in the plan.

OTHER TECHNOLOGIES

While computers are part of technology, they are not all that the Library must think about in regard to technology as it moves toward a new or expanded facility. Earlier, we indicated that some people come to the library because it will be a community space for the exchange of information and ideas.

The location of the Library in the heart of the City's cultural district makes the thought of including high-tech community meeting spaces available a natural. In planning such facilities, the Library should look at both classroom and performance-space models. Every meeting space, whether large or small should be capable of hosting videoconferencing and of video/data projection from a variety of inputs. Some facilities (at least one for adults and another for children) should be designed to support performances ranging from puppet shows and magicians to string quartets and dance. While a performing arts center is not envisioned at this time, a high

quality audio system and some theatrical lighting should be included in major meeting spaces.

Video/data projection equipment in these areas should be wired to allow inputs from devices in the room (DVD, VCR, computer, etc.) as well as input from a centralized media distribution site.

FACILITY FINDINGS

THE EXISTING FACILITIES

The consultants conducted an architectural, engineering, and space analysis of the existing Main Library building and site. The Towne Square Branch Library was also visited.

THE MAIN LIBRARY

Boise voters approved, in May 1971, the purchase of the Salt Lake Hardware building at 715 South Capitol Blvd. to be the new home for the Boise Public Library. The property purchase price was \$155,000. An additional \$64,000 was expended a few years later to acquire additional property for more parking.

The remodeling of the structure took place in 1972/73. The new library was opened April 1973. The cost of the remodel, including the remodel of the Third Floor in 1989, was \$2,609,645, or approximately \$33.54 per square foot.

The Library also leases space adjacent to the building for employee parking. The annual cost is approximately \$10,000 per year.

The consultants first looked at the building from a space need standpoint. We inventoried all of the existing space in terms of furniture and equipment, collections, technology, and staff public service and workspace. A series of spreadsheets were prepared for each operational unit of the building. Those spreadsheets are in the Building Program completed in September 2000.

Our findings as far as space is concerned were:

- ◆ Today, the amount of net assignable square feet to adequately house those functions should total 84,620 SF, there is now approximately 55,170 net assignable square feet of space in the building, a shortfall of 53 percent; and
- ◆ Twenty years hence there should be 109,500 square feet of assignable space to house the same functions, which would result in a shortfall of 98.4 percent.

Without question the present building is much too small.

From an architectural standpoint we found:

- ◆ The building is actually 78,811 square feet in size, not the 82,000 SF commonly used;
- ◆ Column spacing is too close for efficient library furniture and equipment placement;
- ◆ Low floor-to-ceiling heights result in an oppressive feeling; and

- ◆ Historically, the building has been altered significantly beyond the original design (new larger windows and doors and louvers) to make historic preservation moot and restoration extremely costly.

Of the above finding the most critical in our judgment is the column spacing. Having 15'6" bays greatly reduces the amount of assignable space, forces poor stack layouts, and results in both more space than would normally be necessary and more staff to adequately service and supervise the spaces. We do not believe there is any reasonable way to correct this problem.

The floor-to-ceiling heights, while adequate for office space, is about three to five feet less than is typically found in multi-level library buildings – and perhaps eight to 12 feet less on the main level. This problem in and of itself would not be huge except when expanding the building. The additional space would either have to:

- ◆ Have the same floor-to-ceiling height of the present building;
- ◆ Skip a floor and have more cubic feet in the new space than would be needed (adding to heating and cooling costs); or
- ◆ Have a series of ramps connecting the new and old space. The ramps would add to the total size of the building and thus the cost, and would hinder operational and user efficiencies.

We do not believe any of the above alternatives are sound.

Our engineering analysis indicates:

- ◆ There is a patchwork HVAC (heating, ventilation, and air conditioning) system;
- ◆ The electrical distribution is not dense enough for library use and the structural system (cast-in-place concrete pan joists) make it difficult to add conduit and junction boxes (as opposed to a more conventional library design of steel frame/metal deck system);
- ◆ Some of the light fixtures contain PCB ballasts (hazardous material);
- ◆ Life safety and fire alarm systems are not compliant with existing building codes;
- ◆ Elevators are not ADA compliant and the controls are 30 years old;
- ◆ Data cabling has been added without a wire management system for the computer systems;
- ◆ The heated sidewalk system is inoperable;
- ◆ The cooling tower will require additional repairs over the next five years; and
- ◆ Some of the restrooms are not ADA compliant.

The consultants evaluated the building's mechanical and electrical systems, as well as its structural systems, using a consultant-developed rating system. Our engineers rating of the systems can be found in Appendix C.

We also evaluated the structural integrity of the building. We found:

- ◆ Building is a pan and joist floor system, second floor to roof, joist depth are 12” + 2 1/2” x 5 5/8” with a 30” wide pan;
- ◆ Assumption that the structure would be laterally braced in such a manner to receive all of the lateral loads;
- ◆ Fourth floor was analyzed using a live load of 125 psf (pounds per square foot);
- ◆ Existing reinforcing bars (which are top and bottom) are very close to providing the building stress requirements for these beams;
- ◆ An increase in the beam and reinforcing size at each level as they go down it appears that the beams were intended to provide the lateral bracing at that time; therefore
- ◆ The structural capacity of the building is probably insufficient now because of more stringent requirements.

The roof of the building is the same as the floors, except the reinforcement is less.

In summary, the building as designed would not be acceptable if constructed today.

See Appendix D for the full report of the structural engineer.

COST ESTIMATES TO CORRECT ENGINEERING DEFICIENCIES

If the current building is to be retained the identified deficiencies in the building’s wiring, plumbing, fire and life safety systems, etc. should be corrected. We estimate the costs (current dollars) as follows:

<u>Upgrade</u>	<u>Estimated Cost</u>
General electrical upgrades	\$315,000
Elevators made ADA compliant	100,000
Fire alarm upgrade *	40,000
Replace PCB ballasts	62,500
HVAC room unit replacements (24 units)	64,800
Restrooms made ADA compliant	<u>250,000</u>
Estimated Basic Costs	\$872,300

In addition, we would recommend moving the cooling tower to the roof from the ducted basement configuration. This would cost at least an additional \$100,000. There also may be asbestos in the existing pipe insulation that would need to be managed. We have no basis for estimating a cost for this inasmuch as our study did not look at asbestos – but given the age of the building it would not be surprising to find asbestos as part of the cooling tower installation.

COST ESTIMATES TO CORRECT STRUCTURAL DEFICIENCIES

In order to make the building structurally sound to meet current codes it might be necessary to vacate the building while the work is being done. Without further analysis the consultants cannot be certain of the ramifications involved. The building has carried the normal library live load for nearly 30 years and it might well continue to do so for another 30 years – or more.

If the needed reinforcement could be done without vacating the building we estimate the cost to be in a range of \$15.00 to \$20.00 per square foot, or \$1.18 to \$1.57 million.

MEETING MAIN LIBRARY SPACE NEEDS

We have identified a need for 109,500 net assignable square feet of library space to meet the needs of the Boise Main Library well into this new century. If an all-new facility were planned, design, and built the total amount of library space would be 146,035 SF. If the existing facility were to be expanded we believe the total amount of space would be greater because of the inherent inefficiencies of the building. In addition, the space now housing Youth Services and the large meeting room – about 14,100 SF – does not have the structural capacity to be expanded vertically and would need to be demolished.

Therefore, in order to achieve the same amount net assignable space the addition to the existing building would be approximately 88,440 SF. This, coupled with the remaining 64,310 SF, would produce a building of 159,070 SF.

We have estimated the building cost for a new building at \$122.50 per square foot (psf). This does not include library furniture, equipment, etc. If we use the \$122.50 psf cost for comparative purposes, and assume a modest renovation of the existing building so that it will be compatible with the new construction, we find the following:

<u>New Building</u>	<u>Expanded Building</u>
146,035 SF @ \$129.32 psf = \$17,889,290	94,760 SF @ \$98.00 psf = \$11,608,100
	Engineering Upgrades = 972,300
	Modest Renovation of 64,310 @ \$25 psf = <u>1,607,750</u>
\$17,889,290	\$14,188,150
	Structural capacity addressed = <u>\$1,375,000</u>
\$17,889,290	\$15,563,150
Fees @ 12 Percent = \$2,146,715	Fees @ 13.5 Percent = \$2,101,025
Owner Costs @ 3 Percent = \$601,080	Owner Costs @ 3 Percent = \$529,925
Contingency @ 15 Percent = <u>\$3,095,565</u>	Contingency @ 20 Percent = <u>\$3,638,820</u>
Total Basic Building Cost = \$23,732,650	\$21,832,920

The cost difference is \$1,899,730.

As a general rule fees and contingencies are budgeted at a higher rate for renovation/expansion projects than for all new construction because of the potential for unknowns that can drive up the cost once construction is underway.

The above does not include the programmed spaces for the Learning Lab, a Copy and Printing Center, lease spaces, a restaurant, or the Idaho Human Rights Commission. Parking is also not included. The expansion would, of course, absorb most of the existing surface parking.

If the existing Main Library facility is expanded the result would be a building of which about 40 percent would be over 50 years in age (it was built in 1945) with all of the problems that older structures – even those that have been renovated and well maintained – have.

We also believe the operational staffing costs of an expanded building would be at least 15 to 20 percent higher per year than those of an all-new building. This would be primarily the result of the aforementioned column spacing and the inefficiencies in stack and furniture layouts. The added operational costs would offset the construction cost difference within five to six years, and then would continue indefinitely.

THE TOWNE SQUARE BRANCH LIBRARY

The Towne Square Branch Library, located in the Shopping Mall, was opened in February 1989. The capital cost of remodeling the space was \$147, 278, or about \$67.07 per square foot. The Library rents the space on a month-to-month basis. The annual cost is about \$11,000 a year.

SPACE NEEDS FACILITIES FOR THE NEXT 20 YEARS

Over 40 years ago, in 1966, the American Library Association (ALA) published, for the last time, *Minimum Standards for Public Libraries*. The emphasis was on the word “*minimum*.”

The 1966 standards were quantitative in nature. For library space the standards stated that for minimally accepted service a community should provide 0.6 square feet (SF) of space per capita. Thus, if your community had a population of 10,000 the public library building should be at least 6,000 SF in size; if serving 100,000 persons, then 60,000 SF of library space.

The ALA ceased publishing quantitative standards, replacing them in the late 1970s with qualitative guidelines that proposed different roles a library could adopt in serving its community. These roles were then replaced in 1998 with a new set of planning tools, *Planning For Results*.⁷ The new set of guidelines established 13 “Library Service Responses” that public libraries may use for planning purposes.

OTHER STANDARDS

In addition to the national “standards” several state library agencies and/or associations began to publish their own standards and guidelines for public libraries within their states. Most of the standards/guidelines recommended the 0.6 SF per capita figure for meeting space needs.⁸

In the mid-1980s the Illinois State Library broke the 0.6 SF per capita “barrier” with their *Standards for Excellence* which stated that if a community wished to provide an excellent level of public library service the space provided needed to be 0.8 SF per capita. The Illinois standards were utilized by the State in awarding construction grants funded by both federal and state dollars.

As consultants working with libraries throughout the country we at PROVIDENCE *Associates Inc* began to call for plus or minus 0.8 SF per capita as being required to provide an adequate amount of space for the collections, reader spaces, meeting rooms, staff service desks, etc.

⁷ Himmel, Ethel and William James Wilson. *PLANNING FOR RESULTS: A Public Library Transformation Process*, Chicago, American Library Association, 1998.

⁸ According to the Idaho State Library, the State of Idaho has a set of eligibility requirements for LSTA grants; they are quite minimal. In 1991 The Idaho Library Association developed “Standards for Idaho Public Library Services.” They are seldom referred to (according to the State Library).

The above, especially the ALA and state standards/guidelines, were promulgated prior to the computer becoming commonplace in libraries of every type and size. By the early 1980s computers for online catalogs and automated circulation systems could be found in many libraries, as could a few for searching the OCLC (Ohio College Library Center) national database and a few commercial online services.

In 1999, the Louisiana Library Association became the first state association (to our knowledge) to articulate the need for 1.0 SF of library space per capita for those libraries that offer their residents a wide array of electronically accessible resources – automated catalog, databases, CD-ROM files, and Internet access.

Thus, what has transpired over the past 40 years has been the realization that library buildings need to be increasingly larger if a quality level of service is to be provided in the electronic information age that we now live and work. We have moved from:

- ◆ 0.6 SF per capita in the pre-computer era of the 1960s and 1970s; to the
- ◆ 0.8 SF per capita in the fledging computer era of the 1980s to mid-1990s; to the
- ◆ 1.0 SF per capita in the electronic age of the 21st Century.

One of the surprises of the “computerization” of libraries is that more, not less, space is required. Why? To adequately house the increasing number of PC workstations, printers, and related equipment, and to accommodate the increasing numbers of persons who come to their public library because of the availability of so many varied resources and staff expertise under one roof.

THE IMPLICATIONS OF SF PER CAPITA

What is the impact in terms of programmable space of the 0.6 or 0.8 or 1.0 SF per capita computations? How does a library user experience the differences?

Let us look at a hypothetical situation. Let us assume the following:

- ◆ Community of 35,000;
- ◆ Collection (print-on-paper) goal of 2.5 items per capita;
- ◆ Reader spaces (tables and chairs) at a ratio of one reader space for every 1,000 collection items;
- ◆ Electronic access stations for the public numbering 40;
- ◆ Computer training room for 12;
- ◆ Public meeting room seating 70; and
- ◆ Staff of 18 full-time equivalent (FTE).

Using generally accepted library space planning guidelines, the above menu of services would require space as follows:

- ◆ Collection size of 87,500 at 8 items per SF = 10,940 net square feet of space (nsf);

- ◆ Reader spaces of 88 at 35 SF per space = 3,080 nsf;
- ◆ Electronic access stations of 40 at 30 SF per space = 1,200 nsf;
- ◆ Computer training room for 12 at 48 SF per station = 575 nsf;
- ◆ Public meeting room seating 70 at 12 SF per space = 840 nsf; and
- ◆ Staff of 18 FTE at 150 SF per staff position = 2,700 NSF.

The total of the above NSF is 19,335. Add to that a 35 percent factor for entrance, loading area, staff room, service desk, photocopy machines, supplies, storage, and the like and the NSF total is 26,100 total net square feet.

Then there is the accounting for internal walls and corridors at an average of 15 percent and the hypothetical community's building is approximately 30,095 net assignable square feet (NASF).

Then, add the unassignable space for rest rooms, columns, wall thickness, corridors, mechanical space, telephone closet, etc. at an efficiency factor of 85 percent and the total building size is about 35,400 building gross square feet (BGSF).

That translates to 1.01 SF per capita.

If a building of only 0.8 SF per capita were wanted then there would have to be programmatic reductions. The impact might be as follows:

- ◆ Collection size of 2.0 items per capita, or 70,000 at 8 items per SF = 8,750 net square feet of space (nsf);
- ◆ Reader spaces of one for every 1,200 items, or 58 at 35 SF per space = 2,030 nsf;
- ◆ Electronic access stations of 30 at 30 SF per space = 900 nsf;
- ◆ Computer training room for 10 at 48 SF per station = 480 nsf;
- ◆ Public meeting room seating 60 at 12 SF per space = 720 nsf; and
- ◆ Staff of 15 FTE at 150 SF per staff position = 2,250 NSF.

The NSF would be 15,130; the space for other elements would bring the total to 20,425; the NASF would be 23,490; and the total building size would be 27,635, or 0.79 SF per capita.

The table on the next page summarizes the programmatic differences for 0.6, 0.8, and 1.0 SF per capita for our community of 35,000.

BUILDING TYPES

There are five types of buildings a community might consider in meeting its public library space needs. They are:

- ◆ Main Library;
- ◆ Regional Library;
- ◆ Community Library;

- ◆ Neighborhood Library; and
- ◆ Storefront Library.

The first four are usually buildings that a community will build and thus own, the latter is a leased facility. However, there are examples of Neighborhood and Community libraries that are in leased spaces.

A description of the five building types follows.

Main Library

A Main Library is a facility whose program of service is intended to serve all of the community. It has the largest collection of resources with the most depth, and the greatest number of reader spaces, electronic access workstations, and public meeting spaces. It often has other one-of-a-kind features such as a coffee shop, copy center, and space for the local Friends of the Library.

It also houses the administrative and many of the support services of the library system.

Its secondary role is to be a branch library for the residents who reside within a 1.5 to two mile radius of the building. A Main Library's hours of operation for the public will be the most extensive in the library system, often being open seven days a week between 76 – 84 hours per week.

Boise currently has one main library, located at 715 South Capitol Blvd. in downtown Boise. With two exceptions the main libraries of all principal U.S. cities are located in downtown areas. The exceptions are Detroit and Memphis.

Regional Library

A Regional Library is defined as a full-service facility whose collection is shaped by the area it serves. This type of library will also serve as a “back-up” library to the neighborhood and community libraries within its three to five mile sphere of influence.

The collection is determined by area demographics. The materials provide support for the college curriculum through the community college level. The programs offered are also designed with the demographics in mind, and many are provided in a special program/storytelling room within the children's section. The collections for adults include in-depth circulating and reference materials, a new materials collections, and large print books. There is also a space with materials and seating for young adults. There are large adult, young adult, and children's media collections, e.g. CDs, books-on-tape, and videocassettes.

There is seating at tables, study carrels, PC stations, lounge chairs, and OPAC stations for approximately 70 - 85 persons, as well as a training space for computer instruction. There is one large meeting room and one or two small conference rooms in addition to the program room for children.

Staff would include a supervisor and assistant supervisor, two librarians, four library assistants, and eight to 10 support staff. A Regional Library will be open six days a week with 60 to 64 hours per week for public service.

Regional libraries will range in size from 25,000 to 35,000 SF and will expect to serve persons living within three to five miles of the library.

Community Library

A Community Library is also defined as a full-service facility whose collection is shaped by the community it serves. The collection is determined by community demographics. The materials for children and young people provide support for the school curriculum through high school. The programs offered are also designed with the demographics in mind, and many are provided in a special program/storytelling room in the children's area. The collections for adults include circulating and reference materials, a new materials collections, and large print books. There is also a space with materials and seating for young adults. There are large adult, young adult, and children's media collections, e.g. CDs, books-on-tape, and videocassettes.

There is seating at tables, study carrels, PC stations, lounge chairs, and OPAC stations for approximately 60 - 70 persons. There is one meeting room and one conference room in addition to the program room for children.

Staff would include a supervisor and assistant supervisor, two librarians and library assistants, and five to seven support staff.

A Community Library would be six days a week, with 48 - 54 hours per week of service to the public.

Community libraries will range in size from 18,000 to 20,000 SF; they would expect to serve persons living within two to three miles of the library.

Neighborhood Library

A Neighborhood Library is a facility whose collections are shaped by the neighborhood it serves. The collection is determined by neighborhood demographics. The materials for children and young people provide support for the school curriculum through early high school. The programs offered are designed with the demographics in

mind, and many are provided in a special program room within the children's section. The collections for adults include circulating and basic reference materials, a new materials collections, and large print books. There are limited adult, young adult, and children's media collections, e.g. CDs, books-on-tape, and videocassettes.

There is seating at tables, study carrels, PC stations, lounge chairs, and OPAC stations for approximately 40 - 45 persons. There is one small meeting room and one small conference room in addition to the program room for children.

Staffing would be comprised of a supervisor, a librarian, two library assistants, and three or four support staff.

A Neighborhood Library will be open 35 - 40 hours per week for public service, five days per week.

A Neighborhood Library will range in size from approximately 8,000 to 12,000 SF, and would expect to serve persons who live within one to two miles of the facility.

Storefront Library

A Storefront Library is a small library with a narrowly defined patronage. It (usually) serves a specific neighborhood. The collections contain, primarily, recreational materials such as best sellers, popular videocassettes, books-on-tape, and self-help titles. Storefront Libraries are not full-service libraries in that they provide only the most basic of reference materials and a limited selection of periodicals with very few backfiles. The book collection is not permanent, and is fixed in size according to the limited floor space. A very small public meeting room may be part of the facility.

Staffing would be limited to a librarian, a library assistant, and one or two support personnel. A Storefront Library would be open five days per week, with 30 - 35 hours per week for public service.

A Storefront Library will range in size from 3,000 to 6,000 SF, and would expect to serve residents within a radius of one-half to one mile from the building.

Boise now has one Storefront Library at the Towne Square Shopping Mall.

ADDITIONAL INFORMATION

For a complete description of the elements that comprise a regional, community, neighborhood, and storefront library see the next four pages.

PLANNING REGIONS FOR LIBRARY SERVICE IN THE CITY OF BOISE

Utilizing Census Tract figures for 1990, and projecting forward to 2020, the consultants developed six probable planning regions for library service within the City of Boise.⁹

The map on the next page indicates the population of each region projected to 2020. The consultants developed 2020 figures for each region are:

- ◆ Region 1 / Central Bench and Southeast Boise – 71,700;
- ◆ Region 2 / East End, Foothills East, and Harris Ranch – 18,500;
- ◆ Region 3 / Northwest, North End, and Foothills West – 37,800;
- ◆ Region 4 / West Boise – 57,100;
- ◆ Region 5 / Southwest Boise and Airport – 52,900; and
- ◆ Region 6 / Central Boise – 17,000.

The options and recommendations that follow are based upon these six planning regions and the respective population projections.

⁹ The consultants are appreciative of the review of our draft set of numbers and the subsequent comments provided us by Hal Simmons of the City of Boise Planning Department.

OPTIONS STRATEGIES TO MEET 20-YEAR NEEDS

There is usually more than one way to solve a problem; more than one strategy available to meet future needs. In this section of the report we identify what we believe to be the viable options available to the City of Boise and its public library in the years ahead with regard to providing an adequate amount of library space for a growing and prosperous capital city. We also speculate on what we believe will be the probable outcomes of each option.

THE OPTIONS

Option 1 – Maintain the status quo. Doing nothing is always an option. The existing Main Library building and the leased space for the Towne Square Branch Library could continue to be the only two locations for public library service in Boise. **Probable Outcome** – Increasingly crowded buildings that will cease to be maintainable, less and less information technology available as the spaces are incapable of accepting newer technologies, heightened staff turnover due to unsatisfactory working conditions. The Main Library will cease to be a downtown Boise asset of any consequence.

Option 2 – Renovate and expand the existing Main Library and retain the one branch library. There would continue to be but two locations for service in the City, but the Main Library would be much larger. There would be less parking at the Main Library. The attractiveness of the downtown Main Library will increase somewhat. **Probable Outcome** – Overall usage of the Main Library would increase for the first several years of operation. Operational costs would increase at a faster pace as a result of a “split” building that would maintain the inefficiencies of the existing structure identified elsewhere in this report. Operational income at the Main Library may not increase as forecast without the special spaces identified by the consultants. The branch library would become crowded and usage would remain steady (although there would be a decline over the first few years of the expanded Main Library). As the City increases in population and land area more and more people would be further and further removed from library service.

Option 3 – Maintain the Main Library as it is. Add one community library in Southeast/East Boise (for Regions 1 and 2) and takeover operations of the Ada Community Library for West/Southwest Boise (Regions 4 and 5). Maintain the Towne Square facility for Region 3 and the western third of Region 1. **Probable Outcome** – There would be an upswing in the overall usage of the library system, although the Main Library would “lose” users to the new Southeast/East community library. The existing Ada Community Library would quickly become extremely crowded and inadequate parking will be a major problem. The Main Library will become increasingly crowded, more difficult to properly maintain, provide users with less and less information technology, and cease to be an meaningful asset for downtown Boise.

Option 4 – A combination of Options 2 and 3; expanded/renovated Main Library, one all-new community library, the Ada Community Library, and the Towne Square Library. **Probable Outcome** – Much improved library service for the first few years of the new configuration. Parking at the Main Library will become a major issue, as well as at the Ada facility. As the city limits expand and population growth continues the overall level of service will be about what it is at this time in history. Operational income may not be as forecast. The Main Library will not be as attractive a destination place as would a new facility.

Option 5 – Maintain the Main Library as is. Lease space for four new neighborhood libraries, one for each region (1 – 4) proportional to the anticipated population to be served, and use the Ada Community Library for Region 5. Close the Towne Square Library. **Probable Outcome** – Four leased neighborhood libraries could be in place within a two to three year timeframe. Overall usage of the library system would increase for the first several years of the new configuration, although use of the Main Library would decline and continue to decline over time. It would no longer be seen as an asset to downtown Boise. There would not be the increase in operational income that will result from a new Main Library and/or larger branch libraries to help offset some of the increase in annual operational costs. As the leased facilities become crowded and too small they will need to be replaced with either larger leased spaces and/or City owned buildings. The cost of the larger facilities will be subject to an annual escalation figure of between (likely) three to five percent. Inadequate parking at the Ada Community Library will become a problem.

Option 6 – Build an all-new Main Library with adequate adjacent parking and the “special” spaces as outlined by the consultants in the Main Library building program. Acquire the Ada Community Library plus additional property for an expansion of the building and parking for regions 4 and 5, build a new regional library for regions 1 and 2 (to include space for those support services recommended to be housed away from the Main Library), and maintain the Towne Square Library (for Region 3 and the west end of Region 1). **Probable Outcome** – Significant increase in usage and operational income of the Main Library. A boost in the arm to all of downtown Boise and the surrounding cultural district. Overall increase in usage and income of the library system for the first several years. As the City continues to grow the residents of regions 2 – 4 will become increasingly dissatisfied with the level of service received and the time and distance required to reach one of the four library facilities.

Option 7 – Build an all-new Main Library (as stated in Option 6). Acquire the Ada Community Library building and additional property for Region 5. Build and/or lease space proportional to the populations to be served for regions 1 – 4 (if leased, the space should be adequate for the first five to seven years of growth). One of the libraries in Region 1 or 3 should be large enough to house the support services as described in Option 6. Close the Towne Square Library. **Probable Outcome** – Boise will be meeting the needs of the community with regard to public library services for the next 20 years – and beyond. Usage of the Main Library and of the entire library system will increase dramatically, as will annual operational incomes (to help offset what will also be a major

increase in operational expenses). Downtown Boise will prosper as the new Main Library will attract thousands of residents and visitors to the new facility month after month. Cultural district parking problems will be addressed in a most positive way.

IN SUMMARY

Each of the seven options has its pros and cons. Certainly the capital and operational costs differ with each.

Boise is experiencing a strong economy, an increase in population, and is pursuing other major capital improvements (some of which are funded by the county and/or the state). Times are good in Boise. This may be the best of times as far as addressing the space needs of the Boise Public Library.

RECOMMENDATIONS

Having presented seven options for consideration, we now make our recommendations. We include a timeline for your consideration, as well as site selection criteria for branch libraries.

A MASTER PLAN FOR BOISE

We recommend that the City of Boise plan for 1.0 square foot of library space for every resident. Based upon our 2020 population projections that would be 255,000 SF of space, or approximately 175,000 more square feet than now exists.

We further recommend there be, in time, a City-owned public library facility in each of the six planning regions we have proposed earlier in this report. However, leased space should not be ruled out as a first step in addressing some of the needs.

We also recommend the City of Boise acquire and fully own and operate the existing Ada Community Library provided additional property can be acquired in order to expand the building and increase the parking.

Last, but by no means least, we strongly recommend the City of Boise construct an all-new Main Library in downtown Boise, utilizing the existing site plus land that would result from the closure of 8th Street between Battery and the Boise River. The new Main Library should reflect the conceptual features as presented in the planning charette and contained in the Building Program presented last month.

MASTER PLAN DETAILS

We have proposed six planning regions. In order to achieve the recommended 1.0 SF per capita we recommend the following public library space allocations for each region. It is important to understand that it is not necessary, in our opinion, for each region to have 1.0 SF of space because there are elements within the Main Library as well as basic support services that are use by all libraries regardless of size.

Therefore, we recommend

- ◆ Main Library of 146,035 square feet of space that is directly related to library services. The other spaces in our concept are there to enhance the library experience for all, to generate additional revenues, and to provide readily available expansion space for the years beyond the planning horizon of this Master Library Facility Plan;
- ◆ Regional libraries of 28,000 SF each to serve Regions 1 and 4;
- ◆ Community libraries of 18,000 SF each to serve Regions 3 and 5; and
- ◆ Storefront library of 5,000 SF to serve Region 2.

The Main Library will serve region 6.

In addition, one of the two regional libraries should contain an additional 12,000 SF of space to house the support services that would not be located in the new Main Library. These support services are:

- ◆ Technical Services;
- ◆ Majority of space for Maintenance Services;
- ◆ Additional Storage and Supply space; and
- ◆ Friends of the Library work space.

TIMELINE

The first project should be the planning, design, and construction (or lease) of one of the two regional libraries and the 12,000 SF of support services space. This is needed in order to avoid either the use of a temporary home for the Main Library or being without Main Library service for a number of years inasmuch as our concept calls for the total demolition of the existing Main Library facility. By relocating a small version of the Main Library in the regional facility a considerable savings in temporary space for the Main Library will be realized. This first facility, if City-owned, could be operational within the next 24 to 30 months. If in leased space, it could be ready within the next 12 to 18 months.

The second project should be the acquisition of the Ada Community Library and at least an additional acre of land in order to expand the building by 3,800 SF and provide 90 – 100 parking spaces. This would suggest that the first regional library should be located in Region 1, especially since it is projected to be the most populous of the six regions. This acquisition of the building and additional property should also be completed within the next 12 to 18 months. A modest amount of renovation of the existing 14,200 SF facility, coupled with a removal of most of the non-public service elements from the building, should enable it to serve Regions 4 and 5 for the next few years, especially with additional parking. The 3,800 SF expansion should take place within the next five to seven years.

The third project should be the new Main Library that will contain:

- ◆ Additional space to house the rich collections of the Main Library in both print-on-paper and electronic access format;
- ◆ Additional tables and chairs for the thousands of users who will flock to the new facility;
- ◆ An acoustically superior fixed-seat Auditorium plus accompanying meeting and conference rooms located throughout the building;
- ◆ Two large program spaces for Boise children and their caregivers within an expanded Youth Services area;
- ◆ Centralized Periodical services;
- ◆ Several group study and tutoring rooms;

- ◆ An Electronic Classroom;
- ◆ State-of-the-art information technologies throughout the facility;
- ◆ A dedicated Gallery, plus a host of other spaces, for traveling exhibitions that will also serve to complement the other institutions in the Cultural District;
- ◆ A small Orientation Room;
- ◆ Two hundred Library parking spaces in an adjacent parking structure;
- ◆ Transit stops at the “front door;”
- ◆ Secured “parking” for those who choose to bicycle to the Library;
- ◆ A reading plaza on the courtside level of the building; and
- ◆ Landscaping and streetscape in harmony with the Idaho Human Rights Center, the Literary Log Cabin, and the surrounding parks and Boise River greenspace.

In addition to the 146,035 SF of basic library space our concept for the building envisions the following:

- ◆ 20,000 total SF of leasable space for operational revenues plus future expansion;
- ◆ 8,000 total SF of space for a commercially operated full-service copy and printing center including a digitization lab;
- ◆ 2,880 total SF of space for a Friends of the Library “Store” and an adjacent commercially operated “Café” as a means to both serve the needs of library users and visitors plus generate operational revenue for the Main Library;
- ◆ 8,735 total SF of space to house the Learning Lab School and the offices of the Idaho Human Rights Education Center, with both paying “rent” for their space;
- ◆ 4000 total SF of space for a full-service restaurant, also to be commercially operated; and
- ◆ 8,000 total SF of space for a Day Care Center.

The Day Care Center would not be located in the Library building but rather in property nearby. A licensed operator would operate it.

The new Main Library should be completed within the next three to five years.

The fourth and fifth projects should be a West Boise Regional Library and a Northwest/North End/Foothills West community library. If City-owned these two buildings should be operational within the next seven to eight years. If leased spaces, they could be moved forward by two or three years.

The sixth project would be the Storefront Library to serve Region 2. It should be in place within the next 10 years.

Population growth and city limit boundaries may veer from the projections made in this report. Slight variations would not alter our recommendations. However, significant change, e.g. 15 or 20 percent, would suggest a re-visiting of the Plan and adjustments made as deemed necessary.

The table on the following page summarizes the recommended timeline.

Table 2

TIMELINE

<i>project</i>	<i>start date</i>	<i>completion date</i>	<i>elapsed time</i>
Regional Library plus Support Service Spaces	Jan. 2001	March 2003	27 Months
Ada Community Library Renovation & Parking	Jan. 2001	June 2003	30 Months
New Main Library	Jan. 2001	June 2004	42 Months
Northeast Community and West Boise Regional Libraries	Jan. 2005	Dec. 2007	84 Months
Expansion of Southwest (Ada) Community Library	Jan. 2006	March 2008	87 Months
East End/Foothills/Harris Ranch Storefront Library	Jan. 2009	March 2010	111 Months

OVERALL PLANNING IN AND FOR BOISE

The plan we are recommending is very responsive to other planning that has been completed.¹⁰ For example:

- ◆ “The citizens of Boise have expressed a strong desire to maintain a city with its basic livability intact.” Page 1-1.
- ◆ “Buildings located at the sidewalk rather than behind vast parking lots.” Page 1-2.
- ◆ “The general public is especially concerned that growth does not contribute to the following problems: Inadequate community facilities and service.” Page 1-6.
- ◆ “Provide a three-mile service radius for library coverage by pursuing branch libraries in the Southeast, West Bench and Northwest.” Page 2-31
- ◆ “Designate a Cultural District in the downtown area characterized by a strong arts presence, and where the visual, performing and literary arts will be specifically promoted and accommodated.” Page 5-8.
- ◆ “Create a positive image of the City to visitors by providing attractive and functional landscaping and architectural designs in the City ...” Page 9-3.

¹⁰ *BOISE CITY COMPREHENSIVE PLAN: Goals, Objectives and Policies*, Boise, Idaho – January 1997.

BRANCH LIBRARY SITE SELECTION CRITERIA

It is critical to approach the site selection process for a new public library with care. The ultimate success of any new library facility, if success is measured in terms of usage of library services, will be determined to a large degree by where it is located. Public libraries are similar to other institutions which need to be used to be effective, where they are located is of prime importance.

As a successful private developer would say, the three most important ingredients of any project are location, location, and location. A bank that is poorly located will not prosper, nor a food store or an apparel shop. Neither will a public library. Acquiring anything less than a good site will prove a false economy in terms of the life-cycle costs of the library. Anything less than a good site will also hinder public use of this important community resource.

Selection Criteria

The selection criteria for a new library should closely correspond to the criteria for locating an effective site for a retail business. We recommend nine criteria. They are:

- ◆ Site Capacity;
- ◆ Accessibility;
- ◆ Image and Visual Quality;
- ◆ Visibility;
- ◆ Demographic Patterns;
- ◆ Neighborhood Compatibility;
- ◆ Legal Matters;
- ◆ Utilities Availability; and
- ◆ Physiography.

If several sites for a library are ranked equally in all of the above criteria, PROVIDENCE recommends only then should site-related costs serve as a tiebreaker to finalize the selection of a library site. This kind of approach is recommended since site cost differences will be dwarfed by the operational cost effectiveness during the life of a library facility. This applies to a free site as well. The cost of construction and operations will be far greater than the cost of the land. Therefore, the temptation to utilize a piece of property because it is a gift, or already owned by the city, should be resisted unless the site ranks high in comparison with sites that carry a price tag.

With these factors, it is crucial to continually focus the site selection issue on the basis of what location will consistently reinforce the most extensive use of the library. Most of the factors are simply ways of measuring different aspects of this key issue. A brief description of the site selection criteria is as follows.

Site Capacity - The site should be large enough to provide a sufficient square or rectangular library footprint, the required parking for users, staff, and volunteers, future expansion, and the necessary allowances for setbacks, zoning requirements, and suitable landscaping. The resulting building should look like it belongs on the site, not forced on a plot of ground that is too small. For general planning purposes, the size of the site should be approximately four times larger than the proposed library facility. A 15,000 building gross square foot (BGSF), single-level library requires a site that is about 60,000 square feet in size, or approximately 1.4 acres.

Accessibility - The site should be easily accessible by automobile and mass transit, and within walking distance of some potential users. However, pedestrian access will always be secondary. Adequate parking is a key element of automobile accessibility.

Image and Visual Quality - The quality of the existing neighborhood surrounding the library needs to complement rather than detract from the library. The library site should be located in an area with a strong positive identity and image. Placing the library at the site should also be compatible with surrounding land uses, both existing and proposed.

Visibility - A prominent location is required to attract the largest number of people to the library. A highly visible site, along a major street, with easy accessibility is ideal. If the site involves other buildings, the library should be able to be oriented in a portion of the site with high visibility.

Demographic Patterns - A library should be located where people can easily reach it and conduct other activities during the same trip. This means a place where people naturally converge. The site should be where the largest percentage of all people to be served will have access to the library frequently in the normal pursuit of their activities.

Neighborhood Compatibility - Will the library be a good neighbor? Is the neighborhood fully developed? If so, how will the library fit into the neighborhood? If there is development in the future, will it be compatible with the mission and goals of the library?

Legal Matters - The existence of easements or other restrictions can serve to minimize the buildable area of a site. A site owned by several persons and/or entities can be difficult to acquire. Zoning restrictions can hamper development, including parking and/or entrance and egress to and from the site.

Utility Availability - To avoid extra costs, the presence of electrical, water, gas, sewer, and other services should be in place now, or by the time construction is scheduled to start.

Physiography - The suitability of the soil, the topography of the site, and solar orientation are important considerations in construction and operational costs. Orientation

considerations include the avoidance of west sun on the books, or north entrances that may offer little winter sunlight and exposure to the cold northern winds.

Ranking the Sites

Once the site selection criteria have been agreed upon, the next step in the process is to assign a point value to each of the nine factors. The sum total of the nine should be 100. Within each major factor, points can be assigned to the sub-factors. The sub-factor points should equal the sum of the major factor point total.

As an example, a library site study might conclude that Site Capacity, followed by Accessibility, Image/Visual Quality, Visibility, and Demographic Patterns were the five most important factors, worth 20, 15, 12, 12 and 12 points respectively. Within Site Capacity, the two most important sub-factors are Usable Site Area and Expansion Capacity, worth seven and five points in order. Therefore, if the usable site area of Site A was considered to be near perfect, it would receive a ranking of six or seven points. Conversely, if Site B was considered poor in this area the ranking might be zero, one, or two.

Each factor and sub-factor should be given a point value. The site that receives the most points is determined to be the best site. If two or more sites were within eight to 10 points of each other, then cost effectiveness needs to be taken into consideration.

Tie-Breaking Factors

If several sites are ranked equally, or nearly so in all of the criteria, then site-related costs should serve as a tie-breaker to finalize the selection of a library site. Site-related costs should be compared on the basis of the following factors:

- ◆ The dollar value of the site, including the potential revenue loss if income producing property is replaced by a non-taxable structure;
- ◆ Demolition costs of any existing facilities on the site;
- ◆ Relocation costs of any existing business or residential units currently on the site;
- ◆ Any unusual site development costs that may occur, such as from a site with underground utilities and/or water;
- ◆ The cost of providing sufficient utility service to the site; and
- ◆ Any extra construction costs that will occur due to such things as poor soil conditions, limitations of the site, such as underground versus above grade parking, or site configuration resulting in a more expensive building solution.

PROVIDENCE cannot over-emphasize the importance of an objective site selection process. There is nothing, aside from the informational content within a library building, that will have a greater impact upon the overall success of a library than where it is located. Since success of a library building is measured by usage, the more a building is used, the more cost effective it is. A good site will go a long way toward ensuring the operational success of a library facility for community residents.

COST ESTIMATES CAPITAL AND OPERATIONS

Based upon our recommendations made in the previous chapter the consultants now turn to the capital and operational cost estimates for the recommended facilities. The capital cost estimates for all projects are based upon a construction contract being awarded no later than the fourth quarter of 2001 – or approximately 12 – 15 months from now.

In anticipation of such a schedule being too ambitious, especially for some of the branch library projects, we have factored in an annual escalation figure based upon the national average for increases in new public library construction projects over the past five years.

The operational cost estimates are based upon the full impact of the cost increases taking place in FY2005. We have assumed an annual salary increase for established positions of five percent per year between now and 2005. We have computed work benefit costs on an average for each position of 25 percent of annual salary costs. Then, we discounted the total by two percent in keeping with the City's policy of budgeting at 98 percent of anticipated costs for salaries and benefits.

CAPITAL COST ESTIMATES

The detailed capital cost estimate for the recommended new Main Library is contained in chapter 6 of the Building Program. The following table summarizes the estimated cost. The total in Table 3 on the following page is what we at *PROVIDENCE Associates Inc* refer to as a project budget, an all-inclusive figure. Costs for the recommended branch library projects follow the Main Library estimates. In addition, we have prepared capital cost estimates if the decision is made to lease, at least initially, the **PROPOSED** branch library facilities.

For additional information please refer to Appendix E.

Table 3
Main Library Capital Cost Estimate

<i>item</i>	<i>unit cost per square foot</i>	<i>total cost</i>
Construction	\$126.00	\$23,937,455
Includes site development, demolition, surface parking, and landscaping/streetscape		
Furniture and Equipment	\$13.25	1,930,335
Includes both new and refurbishment of existing		
Fees	12 % of Const. + F & E	3,104,135
Information Technology	\$12.00	1,381,260
Relocation (Moving)	\$0.50 per item	162,500
Storage (15,000 SF)	\$10.00	150,000
Owner Costs	3 % of All Costs	919,970
Contingency	15 % of All Costs	<u>4,737,850</u>
Total		\$36,323,505
City/Library Share of 200 Parking Spaces	\$15,000 per space	\$3,000,000
City/Library Share of Day Care Center		<u>500,000</u>
TOTAL ESTIMATED PROJECT COST		<u>\$39,823,505</u>
Escalation	6 % Per Year	\$2,389,410

Table 4
Regional Library With Support Services Capital Cost Estimate

<i>item</i>	<i>unit cost per square foot</i>	<i>total cost</i>
Construction	\$135.00	\$5,400,000
Includes site development, surface parking, and landscaping		
Furniture and Equipment	\$24.00	864,000
Fees	10 % of Const. + F & E	626,400
Information Technology	\$10.00	360,000
Owner Costs	2 % of All Costs	145,010
Contingency	15 % of All Costs	<u>1,109,310</u>
TOTAL ESTIMATED PROJECT COST		<u>\$8,504,720</u>
 Escalation	 6 % Per Year	 \$510,285

Table 5
Regional Library Capital Cost Estimate

<i>item</i>	<i>unit cost per square foot</i>	<i>total cost</i>
Construction	\$140.00	\$3,920,000
Includes site development, surface parking, and landscaping		
Furniture and Equipment	\$24.00	600,000
Fees	10 % of Const. + F & E	452,000
Information Technology	\$10.00	250,000
Owner Costs	2 % of All Costs	104,440
Contingency	15 % of All Costs	<u>798,465</u>
TOTAL ESTIMATED CAPITAL COST		<u>\$6,125,405</u>
 Escalation	 6 % Per Year	 \$367,525

Table 6
Community Library Capital Cost Estimate

<i>item</i>	<i>unit cost per square foot</i>	<i>total cost</i>
Construction	\$145.00	\$2,610,000
Includes site development, surface parking, and landscaping		
Furniture and Equipment	\$25.00	400,000
Fees	10 % of Const. + F & E	301,000
Information Technology	\$10.00	160,000
Owner Costs	2 % of All Costs	69,420
Contingency	15 % of All Costs	<u>531,065</u>
TOTAL ESTIMATED PROJECT COST		<u>\$4,071,485</u>
 Escalation	 6 % Per Year	 \$244,290

Table 7
Storefront Library Capital Cost Estimate

<i>item</i>	<i>unit cost per square foot</i>	<i>total cost</i>
Construction	\$160.00	\$800,000
Includes site development, surface parking, and landscaping		
Furniture and Equipment	\$26.00	109,200
Fees	10 % of Const. + F & E	90,920
Information Technology	\$10.00	42,000
Owner Costs	2 % of All Costs	20,840
Contingency	15 % of All Costs	<u>159,445</u>
TOTAL ESTIMATED PROJECT COST		<u>\$1,222,405</u>
 Escalation	 6 % Per Year	 \$73,345

TOTAL PROJECT COSTS FOR ALL RECOMMENDED PROJECTS

We have recommended the following:

- ◆ New Main Library;
- ◆ Regional Library with space for Support Services;
- ◆ Regional Library;
- ◆ Acquisition and expansion of Ada Community Library;
- ◆ Community Library; and
- ◆ Storefront Library.

The next table summarizes the costs for all of the above projects. Again, the summary estimate assumes the award of construction contracts by the fourth quarter of 2001.

Table 8
Summary of All Library Capital Cost Estimates

<i>project</i>	<i>total cost</i>
Main Library	\$39,823,505
Regional Library w/Support Services 8,504,720	
Regional Library	6,125,405
Ada Community Library (modest initial renovation)	100,000
Ada Community Library (3,800 SF expansion)	665,000
Community Library	4,071,485
Storefront Library	<u>1,222,405</u>
Total Cost	\$60,512,520
Opening Day Collections for Branch Libraries	\$2,500,000
Acquisition of Sites	<u>\$1,500,000</u>
TOTAL ESTIMATED PROJECT COSTS ALL PROJECTS	<u>\$64,512,520</u>

ESTIMATED CAPITAL COSTS IF BRNCH LIBRARIES ARE LEASED

If the decision is made to initially lease the recommended libraries (except the Main Library and the Ada Community Library) and over time replace the leased spaces with City-owned buildings, the estimated capital costs would be as shown in the next table. The capital costs include the furniture and equipment, fees, information technology, owner costs, and contingencies.

Table 9

Summary of All Library Capital Cost Estimates With Leased Branch Library Facilities

<i>project</i>	<i>total cost</i>
Main Library	\$39,823,505
Regional Library w/Support Services	1,557,370
Regional Library	1,081,505
Ada Community Library (modest initial renovation)	100,000
Ada Community Library (3,800 SF expansion)	665,000
Community Library	713,185
Storefront Library	<u>192,730</u>
Total Cost	\$44,133,295
Opening Day Collections for Branch Libraries	\$2,500,000
Ada Library Site Acquisition	<u>\$150,000</u>
TOTAL ESTIMATED PROJECT COSTS ALL PROJECTS	<u>\$46,783,295</u>

ESTIMATED PRIVATE SECTOR FUNDING

For the City-owned facilities we believe it is possible to interest the private sector in participating in the cost of the projects, especially the Main Library. The Main Library Building Program details three different scenarios – 10, 15, and 25 percent participation. For the branch libraries we believe 10 percent participation is feasible.

In Table 9 we factor in the potential impact of private sector participation (as well as any regional, state, and/or federal grants that might be available or become available). We believe private participation would be most likely in City-owned facilities.

Table 10

Private Sector Potential Participation

<i>project</i>	<i>total cost</i>
All Projects	\$64,512,520
Main Library at Average of 15 Percent	- 5,451,925
Branch Libraries at Average of 10 Percent	- 2,218,900
Opening Day Collections for Branch Libraries at Average of 10 Percent	- <u>250,000</u>
TOTAL ESTIMATE FOR ALL PROJECTS	<u>\$56,591,695</u>

If the City should elect to ask the voters to approve a good share of these potential costs, for instance a \$35 million bond over a 20-year life, the cost to a homeowner of a piece of property valued at \$150,000 would be about \$24.35 per year. For a home with a market value of \$100,000 the annual cost would be \$15.20; for a \$75,000 value, about \$11.00. A commercial piece of property with a value of \$200,000 would pay approximately \$48.65.

OTHER CAPITAL PROJECTS IN BOISE AND ELSEWHERE

It is important, we believe, to recognize that within Boise there are large-scale capital projects that are underway, or proposed. It is also important to understand that Boise is not the only community in the State of Idaho that has invested in public library improvements in recent years, nor the only city in the country to do so.

Non-Library Capital Projects

We understand the following projects are underway and/or contemplated in and around Boise:

- ◆ Front Street Parking Garage - \$7.9 million;
- ◆ State Capitol Restoration - \$35 - \$65 million;
- ◆ Boise Airport Renovation and Expansion - \$52 million;
- ◆ Ada County Courthouse - \$67 million; and
- ◆ Flying Wye Exchange - \$75 million.

The above are all worthwhile and needed projects. So are public library improvements, improvements that have the potential of being of value to every man, woman, and child in the City of Boise.

Other Library Improvement Projects In Idaho

Beginning with a \$2 million bonded project in Twin Falls in 1989 for a 20,000 SF expansion of that library, there have been a total of seven voter approved bond funded public library improvement projects in Idaho the past 10 years. In addition to Twin Falls:

- ◆ Kootenai-Shoshone Area Libraries - \$2.4 million in 1991 for 19,800 SF of space serving a population of 57,100;
- ◆ Meridian Library District - \$3.4 million in 1995 for 30,000 SF serving 40,920;
- ◆ Eagle Public Library - \$2.6 million in 1997 for 15,000 SF serving about 8,000 persons;
- ◆ Post Falls Public Library - \$2 million, also in 1997, for 21,000 SF serving 15,200;
- ◆ Kuna School-Community Library - \$1.2 million in 1998 for 10,000 SF serving 12,500 people; and
- ◆ East Bonner County Library District - \$3.5 million in 1998 for 26,400 SF of space serving 29,300 population.

Recent Library Improvement Projects In the United States

On the national scene we note the following:

- ◆ Denver - \$76.9 million for 526,000 SF, serving 497,000 people, opened in 1995;
- ◆ Phoenix - \$43.2 million for 280,000 SF, serving 1 million, also opened in 1995;
- ◆ Portland - \$25.7 million for 128,000 SF (renovation), serving 636,000 population, opened in 1997;
- ◆ Cincinnati - \$49.4 million for 486,000 SF (addition and renovation), serving 868,000, opened in 1997;
- ◆ Cleveland - \$67.5 million for 268,000 SF, serving 505,000 people, also a 1997 opening;
- ◆ Memphis - \$70,000 million for 334,000 SF, serving a population of 840,000, scheduled to open next year;
- ◆ Nashville - \$89.5 million for 300,000 SF, serving 515,000, with a 2002 scheduled opening;
- ◆ Salt Lake City - \$65 million for 240,000 SF, serving 250,000, with an anticipated opening in 2002; and
- ◆ Seattle - \$149 million for 356,000 SF, serving 535,000 people, with a 2004 opening.

Most recently the voters of Jacksonville, Florida approved a \$150 million capital improvements program for a new 300,000 SF Main Library and several branch library projects. Mayor John Delaney stated:

“The library improvements were a critical factor in the passage of the Better Jacksonville Plan. The library, one of Jacksonville’s most used city services, touches all of our citizenry. A strong library is critical to ensure a strong city for the future.”¹¹

ESTIMATED ANNUAL OPERATING COSTS AND REVENUES

Next, we project the annual operational costs for the Main Library and for a Regional, Community, and Storefront library. The Support Services costs are included in the Main Library estimates.

See Table 11 on the page 12.10 for the projected annual operating costs. As stated above, these costs are projected to the year 2005. It is anticipated that a good percentage of the projected increase for the Main Library will already be in place as a result of normal salary and other increases.

¹¹ “Jacksonville Ballot Passed, Includes \$150 Mil. for PLs.” [Library Hotline](#), September 25, 2000, page 1.

Table 11

Annual Operational Cost Projections

<i>project</i>	<i>total additional cost over current costs</i>
Main Library	\$2,656,785
Regional Library	\$894,100
Community Library	\$649,600
Storefront Library	\$233,870

Where there are additional operational costs there is also the potential for additional revenues. We project the following.

Table 12

Annual Operational Revenue Projections

<i>project</i>	<i>total additional revenues over current revenues</i>
Main Library	\$1,070,305
Branch Library	\$20,000

CONCLUSION

The consultants are fully aware that what we have presented in this Master Library Facility Plan for the City of Boise and its Public Library is ambitious. It must be pointed out that over a 100 year period of time the capital investment in public library service made by Boise residents has totaled less than \$3 million, or about \$30,000 a year. Therefore, the catch-up is considerable.

We further understand there will be a substantial increase in the operating costs of a greatly expanded library system. However, all of the additional costs are not going to come due at one time, just as the capital costs will be phased in over several years – at least there is the potential for such a phasing.

We remind all that **THE FUTURE BELONGS TO THOSE WHO PLAN FOR IT!**