



**CITY OF BOULDER  
CITY COUNCIL AGENDA ITEM MEETING**

**DATE: September 4, 2018**

**AGENDA TITLE:** Consideration of a motion to accept the 2018 Boulder Public Library Master Plan and approve the Boulder Valley Comprehensive Plan Library Master Plan Summary

**PRESENTER/S**

Jane S. Brautigam, City Manager  
Tanya Ange, Deputy City Manager  
David Farnan, Library and Arts Director  
Jennifer Phares, Deputy Library Director & Master Plan Project Manager

**EXECUTIVE SUMMARY**

The 2018 Boulder Public Library Master Plan is a strategic document to guide the quality and delivery of library services in a manner consistent with the City of Boulder sustainability goals, climate commitment and resilience strategy. Extensive public engagement and commission involvement in this master plan process has clarified the library's role in serving the community. The plan outlines community-driven goals for the next ten years (Attachment A – 2018 Boulder Public Library Master Plan). It is designed to serve as guide for how the library sustains outputs, meets growing demand, and builds a resilient and sustainable future. It identifies two key development priorities to:

- Strategically address ongoing growth in demand and future needs identified for the entire community with specific focus on youth as well as underserved community members and neighborhoods.
- Sustain quality service and current service level needs (created by past growth in demand) with adequate funding and address a backlog of facilities maintenance.

## STAFF RECOMMENDATION

### **Suggested Motion Language:**

Staff requests council consideration of this matter and action in the form of the following motion:

Motion to accept the 2018 Boulder Public Library Master Plan and approve the Boulder Valley Comprehensive Plan Library Master Plan Summary.

## COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS

- **Economic** – The library plays a vital role in the community’s economic sustainability. Through careful stewardship of its resources and by adapting programs, services, and policies, it helps to address many fundamental community needs. The library provides equal access to information resources and tools so that community members can develop their skills, find jobs, start businesses, and participate in civic life.
- **Environmental** - The library not only supports the community’s values and goals for environmental sustainability through its facilities locations, design, building systems, and maintenance practices; it provides a platform for the community to learn about and discuss environmental issues and new practices.
- **Social** – Social sustainability is central to the library’s mission, vision, guiding principles and master plan goals. The library is a trusted institution, an inclusive place that values diversity with equal access for everyone. It’s a place for the community to come together – a place where everyone is welcome.

## OTHER IMPACTS

- **Fiscal** - The master plan outline goals and objectives prioritized by three levels of funding (Attachment A, page 36).
  - **Maintaining service levels** (fiscally constrained funding level) is based on making the most of existing resources with the primary goal of the department to maintain service level and quality. It requires an estimated \$461,000 in operational funding more than the 2018 budget and an estimated \$4.7 million in capital and one-time funding, primarily to address a facilities maintenance backlog.
  - **Addressing community demand** (action funding level) includes strategically enhancing existing programs, beginning new alternative programs, and addressing 2007 Library Master Plan vision plan goals that were not accomplished. Funding this level requires \$1.9 million in operational funds and a minimum of \$6.3 million in capital and one-time funds. These are in addition to the amounts required by the fiscally constrained funding level.
  - **Service expansion** (vision funding level) represents new programs, services and facilities identified through community input that were not included in the previous master plan. It requires \$824,000 in operational funding and \$586,000 in capital and one-time funding in addition to the amounts of the previous two levels.

The total amount of additional operational funding needed to implement all master plan goals is estimated to be between \$3 and \$3.5 million. A minimum of \$11.6 million in capital and

one-time funding is needed to implement all master plan goals. Subtracting the capital and one-time funds available to implement the north Boulder branch library and Gunbarrel corner library goals, the amount of capital and one-time funding needed is estimated to be a minimum of \$4.3 million.

- Staff time - Implementation of the master plan will be part of the library's annual work plan, as outlined in part 6 (Attachment A, page 85).

## **BOARD AND COMMISSION FEEDBACK**

The Library Commission has been instrumental in shaping the policy and direction of this master plan through discussions at regular meetings that began in 2015 and during several study sessions held during the past three years. The Library Commission endorsed the 2018 Boulder Public Library Master Plan on June 6, 2018. A foreword with the Library Commission's conclusions and recommendations is included in the master plan (Attachment A, pages 5-8).

On August 16, 2018, the Planning Board discussed the master plan. On a motion by J. Gerstle, seconded by C. Gray, the Planning Board voted 7-0 to recommend to City Council for acceptance of the Boulder Public Library Master Plan. On a motion by H. Zuckerman, seconded by D. Ensign, the Planning Board voted 7-0 to approve the Boulder Valley Comprehensive Plan, Boulder Public Library Master Plan summary. See Attachment B - August 16, 2018 Planning Board Minutes.

City Council provided input on the master plan process and discussed options to fund the goals at a Nov. 28, 2017 Study Session (Attachment C - Nov. 28, 2017 City Council Study Session Summary). In an April 12, 2018 information packet memo, staff provided preliminary library operating and capital funding needs and financing options (Attachment D - April 12, 2018 IP memo). During the July 24, 2018 Study Session, council generally supported the library master plan goals and requested additional information about options to fund the goals and information about forming a library district (Attachment E - July 24, 2018 City Council Study Session Summary).

Based on feedback from the city's master plan committee, the Planning Board and council, the draft master plan document layout was adjusted in several places to improve the flow, several tables were annotated for clarification, and some content was revised to include information referencing Boulder Valley Comprehensive Plan population growth (Attachment A, pages 30-33) and additional information and graphs were included summarizing financial needs additive by funding level priority (Attachment A, pages 75-78).

## **PUBLIC FEEDBACK**

The foundational component of the master plan was the community engagement process (Attachment A. pages 38-39 and 90-105). It was designed to encourage participation and collaboration. The community's input confirmed the library's core values and provided a framework for the goals (Attachment A. pages 36-63).

## **BACKGROUND**

The Boulder Valley Comprehensive Plan (BVCP) provides the overall policy framework for department master plans, including a general statement of the community's long-term desired future. Master plans establish specific, detailed policies; priorities; service standards; operating and capital

needs for the delivery of services.

The 2018 Boulder Public Library Master Plan is an update to the 2007 library master plan. It outlines community-driven goals and prioritized high-level objectives, provides standards for evaluating programs and services, and an implementation strategy that is connected to the annual city budget process. It is intended to guide resource allocation in response to the community's needs and interests and inform the annual department work plan priorities.

## **ANALYSIS**

Staff and the Library Commission updated the library's mission and guiding principles as part of the master plan process. The mission and guiding principles reflect the community's expectations of the library.

### ***Boulder Public Library Mission***

Connecting people, ideas, and information to transform lives and strengthen our community.

### ***Boulder Public Library Guiding Principles***

The guiding principles inform decisions for resource allocation, priority of implementing the goals, and evaluating recommendations for new programs or services that arise during the next 10 years.

#### **Provide inclusive access**

We strive to create convenient and equitable access for the community through our physical spaces, services and onsite and offsite programs. Our libraries are welcoming to all: safe, clean and well-maintained facilities.

#### **Promote all forms of literacy**

We create opportunities for the development of literacy skills needed to understand, interpret, create, communicate, and compute in our world.

#### **Foster personal development and self-sufficiency**

We support life-long learning for all ages to create a more resilient community and empower individual growth.

#### **Support and sustain an inspired, engaged, and informed community**

We cultivate an informed community by providing resources and facilities to encourage civic dialogue and create a forum that connects people and ideas.

#### **Form strong partnerships and leverage community resources**

We value the work and expertise of our community, volunteers, and the Boulder Library Foundation and seek beneficial relationships that enhance the programs, services, and financial stability of the library.



**Reach out and respond to our diverse community**

We evolve with our community. The library will continually engage with the community to develop programs and services that are relevant to their needs.

**Maintain high-quality programs and services**

We give priority to maintaining high-quality programs and services that are impactful or have strong participation before expanding our offerings.

Using these to guide decision making will ensure available resources are used to address the community's highest priorities.

***Master Plan Goals***

The community needs assessment and engagement process shaped the development of the master plan goals and objectives. The master plan goals are organized within four areas.

**Goal Areas**

1. Programs and Services;
2. Facilities and Technology;
3. Building Community and Partnerships; and
4. Organizational Readiness.

***Sustainability Framework Alignment***

These goal areas were assessed for alignment to the Sustainability Framework to ensure they complement and advance the priorities of the City Council and community. Some examples of this alignment include:

**Safe Community:** BPL is committed to providing safe and welcoming facilities by employing adequate staff, security services, technology that protect the rights, health, and safety of library patrons, staff, and volunteers and ensure patrons' use and enjoyment of the library (Attachment A, pages 48-49).

**Healthy and Socially Thriving Community:** BPL is committed to the idea that it must build strategic partnerships to leverage community expertise to expand its program offerings in a cost-effective way and respond to the community's desire for more programs and opportunities to engage in meaningful, productive dialogue with their fellow community members. It will do this by supporting the community through opportunities and facilitation for civic engagement and dialogue and engaging in meaningful discussions, gathering input, and acting in partnership with other agencies to support community-wide growth and transformation. (Attachment A, pages 54-55).

**Environmentally Sustainable Community:** BPL is committed to modeling environmental sustainability in all facilities as an example for the rest of the community (Attachment A, pages 48-49).

**Economically Vital Community:** BPL is committed to prioritizing its resources to offer programs, collections, and services that are vital to support families and childhood development and respond to evolving community needs in a 21st century economy (Attachment A, pages 42-

43).

**Livable Community:** The neighborhood branch libraries are considered by many as anchors for their neighborhoods and provide convenient access to library resources. BPL is committed to providing facilities that are inviting, ensuring equitable access to resources and compelling community members to explore, gather, learn, and engage (Attachment A, pages 48-49).

**Accessible and Connected Community:** BPL is committed to providing relevant technology and fluid spaces that are adaptable to the community's changing literacy needs. It will do this by managing its public technology resources to maximize quality, and making strategic decisions based on community priorities for digital inclusion and innovation. It will identify and provide technology resources that align with community priorities to help patrons meet personal needs and provide sufficient devices and internet bandwidth to accommodate user demand. It will build strategic relationships with community partners to maximize public access technology resources and services provided to the community. (Attachment A, pages 48-49 and 54-55).

**Good Governance:** The department is committed to maintaining effective and sustainable library operations and procedures that provide tangible community benefits from well-planned library services, technologies, and facilities and creating and administering policies that reflect library values and priorities, are user-friendly and accessible, and are current, comprehensive, and consistent. (Attachment A, pages 60-61).

#### ***Funding Level Priorities***

There are high-level objectives associated with each goal. The objectives are prioritized by three funding levels (Attachment A, page 40). For each goal, there may not be objectives for all three funding levels.

#### **Maintain service levels = fiscally constrained plan**

Continue to make the most of existing resources with the primary goal of the department to maintain service level and quality. The objectives associated with maintaining service levels are essential operational changes that require limited funding to accomplish. It requires an estimated \$461,000 in operational funding more than the current level and an estimated \$4.7 million in capital and one-time funding, primarily to address a facilities maintenance backlog.

#### **Address community demand = action plan**

The objectives associated with addressing community demand are service or capital improvement that should be undertaken when additional funding is available. This includes strategically enhancing existing programs, beginning new alternative programs, addressing 2007 Library Master Plan vision plan goals that were not accomplished, or making other strategic changes that would require additional operational or capital funding. Funding this level requires \$1.9 million in operational funds and a minimum of \$6.3 million in capital and one-time funds. These are in addition to the amounts required by the fiscally constrained funding level.

#### **Service expansion = vision plan**

The objectives categorized as service expansion represent new programs, services and facilities identified through community input that were not included in the previous Master Plan. It requires

\$824,000 in operational funding and \$586,000 in capital and one-time funding in addition to the amounts of the previous two levels.

The total amount of additional operational funding needed to implement all master plan goals is estimated to be between \$3 and \$3.5 million. A minimum of \$11.6 million in capital and one-time funding is needed to implement all master plan goals. Subtracting the capital and one-time funds available to implement the north Boulder branch library and Gunbarrel corner library goals, the amount of capital and one-time funding needed is estimated to be a minimum of \$4.3 million.

### ***Implementation and Investment Strategy***

The Boulder Public Library's current annual operating budget is approximately \$8 million with other limited funding sources for one-time and capital expenses (Attachment A, pages 68-73). As is the case for other city departments, increasing personnel, energy and materials costs coupled with the rising cost of operating and maintaining aging facilities, and the operations and maintenance costs for new facilities, department expenses are projected to significantly outpace available funding. To ensure that BPL maximizes its annual budget, it will continue to evaluate programs and services and identify and introduce more efficient staffing models and practices.

The city's Capital Improvement Program (CIP) guidelines prioritize the maintenance of current assets over the development of new facilities. The department will coordinate with Facilities and Asset Management Division of Public Works to balance addressing the approximately \$3.7 million facilities maintenance backlog with giving priority to investing in facility preventative maintenance and operations that minimize energy use, and with bringing new facilities in north Boulder and Gunbarrel online. Community input indicated strong support for this investment approach. Based on current economic conditions, revenue and expenditure projections, current funding is not sufficient to maintain current service levels.

### ***Funding Plan Scenarios***

To maintain current quality and service levels and eventually fund all the goals up to the Expand Services (vision level), the master plan outlines several options to secure stable, sustainable funding for library services (Attachment A, pages 78-84). At the July 24, 2018 City Council Study Session, council supported the staff and Library Commission recommendation to hire a consultant to conduct a detailed financial analysis of library needs and the funding options outlined in the master plan. Council also requested more information about the formation of a library district i.e. governance, structure and asset allocation.

Bids for a comprehensive financial analysis are expected from three consulting firms on August 30, 2019. An attorney who specializes in the formation of library districts in Colorado has been retained to provide informational report about the process and decisions about forming library districts.

## **MASTER PLAN SUMMARY**

The following updated summary of the Boulder Public Library Master Plan for the BVCP is recommended by approval:

## **Boulder Valley Comprehensive Plan Library Master Plan Summary**

The Boulder Public Library (BPL) contributes to social sustainability goals by providing free library services that allow community members of all incomes, ages, and backgrounds to stand on equal footing with regard to information access. BPL also serves as a community center, providing spaces for a wide variety of public gatherings and cultural events. The plan goals are categorized into four areas:

1. Programs and Services;
2. Facilities and Technology;
3. Building Community and Partnerships; and
4. Organizational Readiness.

Specific priorities and goals identified in the plan include:

- Provide adequate resources for the library collections and their maintenance;
- Open a full-service branch library in North Boulder;
- Open a ‘corner’ library in Gunbarrel;
- Renovate the Main Library’s north building to activate the Canyon Theater, expand the BLDG61 Makerspace, and create space for community partners;
- Expand outreach to underserved community members;
- Develop a partnership strategic plan; and
- Secure long-term stable funding for the library.

The Planning Board approved this summary on August 16, 2018. If approved by City Council, this summary will be incorporated into the BVCP document.

## **NEXT STEPS**

A City Council study session is scheduled on November 27, 2018 to discuss detailed information about options for stable library funding. An overview of the process for forming a library district will also be presented for council’s consideration.

Upon City Council acceptance of the Boulder Public Library Master Plan, implementation will take place over several years. BPL anticipates incorporating new initiatives into the future budget processes, including the CIP, as resources allow. If City Council does not accept the Boulder Public Library Master Plan and instead provides direction about clarifying issues, then staff will address those issues and return to City Council later for final acceptance.

## **ATTACHMENTS**

- A. 2018 Boulder Public Library Master Plan
- B. August 16, 2018 Planning Board Minutes
- C. November 27, 2017 City Council Study Session Summary
- D. April 12, 2018 City Council IP memo
- E. July 24, 2018 City Council-Library Commission Study Session Summary

# 2018

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# BOULDER PUBLIC LIBRARY

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## MASTER PLAN

# BOULDER PUBLIC LIBRARY

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## MASTER PLAN

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# ACKNOWLEDGEMENTS

## Boulder Community Members

### City Council

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Lisa Morzel	Sam Weaver	Bob Yates	Mary Young	
Matt Appelbaum (former)		Jan Burton (former)	Andrew Shoemaker (former)	

## City of Boulder Planning Board Members

### City of Boulder Library Commission Members

Joni Teter	Tim O'Shea	Juana Gomez	Joel Koenig	Jane Sykes-Wilson
Alicia Gibb (former)		Donna O'Brien (former)	Paul Sutter (former)	

### City of Boulder Staff

Jane Brautigam, City Manager	Tanya Ange, Deputy City Manager
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Mark Simon, Facilities Maintenance and Operations Supervisor	
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## City of Boulder Master Plan Committee Members | Library and Arts Department Staff

### Staff Technical Advisory Group

David Farnan, Library and Arts Director  
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 Laura Hankins, Collection Development Manager  
 Jaime Kopke, Programs, Events and Outreach Manager  
 Tim McClelland, Patron Services Manager  
 Aimee Schumm, eServices Manager  
 Leanne Slater, NoBo Corner Library Manager  
 Aspen Walker, Community, Engagement and Enrichment Manager  
 Devin Billingsley, Senior Budget Analyst (former)  
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## **City of Boulder Master Plan Committee Members | Library and Arts Department Staff Cont.**

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### **Project Consultants**

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**A special thanks to all members of City of Boulder departments who provided input and guidance throughout the project.**

Endorsed by the Boulder Public Library Commission on June 6, 2018.  
Recommended by City of Boulder Planning Board on August 16, 2018.  
Accepted by Boulder City Council on **[Insert date]**.

# LIBRARY & ARTS DIRECTOR'S FOREWORD



The reality of today's knowledge economy is that it is difficult to achieve economic success or enjoy a good quality of life without a broad range of literacy, language, and technological skills. Libraries are working hard to close gaps in literacy, academic achievement, job and life skills, health and civic participation. And yet, libraries are still often

thought of as nice-to-have cultural institutions rather than central to developing the early literacy and ongoing practice of lifelong learning that are at the heart of knowledge capital. Libraries play a critical role in fostering reading skills for children and families, assisting adults in upgrading or learning new skills and finding jobs, providing tutoring and basic literacy classes for immigrants and those seeking to further their education, and providing access to a vast array of basic and sophisticated technologies that would otherwise be unavailable to the public.

Libraries are the community's public forum. They are at the center of communities wanting to create a welcoming environment for all. Libraries provide free and open access to information, a space for unfettered dialogue, and comfortable public space for all. They are trusted institutions, inclusive spaces, and places to hang out and have a conversation with a friend, go to a thought-provoking program, or just to relax with a good book. Libraries are safe-havens for teens and adults and immigrants seeking to find their way, or in some cases a safety net for those who are otherwise disconnected from social and civic life.

Entrepreneurship, science, technology, local foods have been critical pieces of Boulder's identity for decades. With the launch of BLDG 61 Makerspace, implementation of STEAM and coding programs, the co-location of the Small Business Development Center, partnerships with the Boulder County Farmer's Market, Urban Farms, Boulder Housing Partners, and countless startups and local businesses, Boulder Public Library has positioned itself to be a factor in the city's social and economic future. Libraries are the original co-working space. They provide space and service and amenities in a freelance work environment. And they are consistently 'home' to dozens of businesses. With nearly 50 small businesses launched, and more than 10 patents pending out of the BLDG 61 Makerspace, Boulder Public Library is demonstrating that public libraries can become informal incubators in communities.

It is no surprise that a true sharing economy improves the quality of life of everyone within our community. Knowing your neighbors improves our community's resilience. Libraries are community anchors throughout Colorado and the United States. By pooling community resources, providing accessible public space that is open to all, libraries provide a platform for community discussion, spark innovation, and position Boulder to address some of the community's most pressing needs. Governor Hickenlooper recently said: "Two of the most important assets any town has are its library and its Main Street." The long-term health of libraries is essential to the long-term health of the communities they serve.

Libraries are one of the last great unbroken promises of a democratic society. They are honest brokers amid a flood of information. Their legacy is as storied as their future is bright. Please enjoy reading the 2018 Boulder Public Library Master Plan.

– David Farnan, Library and Arts Director, Boulder Public Library

# LIBRARY COMMISSION'S FOREWORD

The 2018 Library Commission is honored to welcome you to this edition of the Boulder Public Library Master Plan.

The Boulder Public Library Commission serves to represent the library to the community, and the community to the library. We must acknowledge, with thanks, the many community members who helped to shape the vision presented in the Master Plan. During the outreach leading up to the 2018 plan we learned that the community views our library as a trusted and inclusive place of learning and innovation. It is a place where people can come together, to talk to and learn from each other about issues and opportunities of the past, present and future. The Master Plan is rooted in these values and truly represents the Boulder community's vision for our library system. We enthusiastically endorse the goals articulated in the 2018 Master Plan.

Being stewards of these ideas and objectives, the Commission is committed to the library's long term financial sustainability. As a primary focus for Commissioners throughout the Master Planning process, we will continue to advocate in support of the best path forward for funding our library system. In order for the library to continue to fulfill its potential - as an engine of social and economic mobility, a platform for civic education and dialogue, and a place to create hands-on, collaborative learning environments which address the needs of 21st century learners - then far greater financial support will be required in the years ahead. That support requires action today.



After careful analysis of the available funding strategies, backed by many hours of listening & discussion, **this Library Commission concurs unanimously on the creation of a library district as the best path toward a sustainable library system.** We are compelled to direct your attention to these considerations.

# LIBRARY COMMISSION'S FOREWORD, CONT.

## **Boulder Public Library's long term financial sustainability is a fundamental and important question to be thoroughly addressed over the next two years.**

Funding the library's core services and meeting the 2018 Boulder Public Library Master Plan goals represents a significant financial investment: an approximately \$4 million increase in annual ongoing operating costs and \$1 million in annual unfunded one-time and capital expenses. The 2018 Master Plan represents extensive public outreach and dialog, reflecting our community's requests for core programs, services and expansion needs for the library over the next 10 years. Details of these goals and a carefully constructed path to achieve the vision, including a detailed analysis of the funding needed to accomplish these goals is found in Part 3. Part 5 of the Master Plan explains the library's current sources of revenues and outlines several scenarios for future funding.

Library staff have established reliable metrics and measures for every aspect of library services and programs, including the goals reflected in the Master Plan in Part 4. These metrics are reviewed by staff and Commission on a quarterly basis and summarized each year in the library's annual report to the community. Library resources are adjusted regularly based on the outcome of these metrics. We believe that the library represents a "best practice" model for budget management and reporting. The numbers bear out that our library is managing high demand services with fewer resources than are necessary to sustain existing utilization and grow to meet new demand.

## **How can we best ensure financial sustainability for our library system?**

The Commission has identified six foundational pillars that are critical to the library's long-term success.

1. Long term, dependable and predictable revenue for core services, facilities and operational needs, traditionally a government responsibility.
2. Ability to make decisions and take action within the library's approved budget on a timeline that meets the library's needs. This includes having the ability to shift funding within an approved budget to stay current with changes in program/service demands.
3. Knowledgeable, skilled and dedicated library staff.
4. Continued community financial support for programs and special projects through the Boulder Library Foundation.
5. A strong volunteer program.
6. Collaborative partnerships with community organizations, businesses and non-profits (creating mission synergies for programs and services).



## **The Commission has concluded that a library district provides the most equitable, accountable and reliable option for BPL's long term financial sustainability.**

### **We believe that dedicated funding for staffing, facilities and core services is a necessity.**

The library simply cannot compete against the priorities that drive Council elections. Because of the way these bigger issues dominate Council agendas and City priorities, it is difficult for library needs to be “heard” by City staff and Council. As evidence of this challenge, we note that our library system has seen no growth in operational funding and staffing for more than 16 years. The library’s operational funding today (adjusted for inflation) is exactly what it was in 2002, when the City last had to cut services to match declining revenues. In that same period, City funding overall has outstripped inflation, keeping pace with the City’s growth in population and property values. Library staffing has decreased 16% since 2002, while City staffing has increased 12%. Unfortunately, while the City budget as a whole has recovered and increased since the City’s last fiscal downturn, the library has not been included in this recovery.

### **Property tax is preferable to sales tax.**

Revenues from property taxes are generally more stable than sales tax (especially in a highly desirable community like Boulder). Sales tax revenues have been declining in the City of Boulder for some time, a trend that is likely to continue.

### **We should avoid mixed funding.**

Boulder’s current small increment of property tax (0.33 mill) was dedicated in 1988 as a way to support increased library funding. However, as revenues from property taxes have grown over the years, the general fund contribution to the library budget has been correspondingly reduced - yielding no net benefit to the library from its dedicated property tax. The Commission seeks to learn from history and avoid relying on a mix of dedicated property taxes and general fund contributions.

### **Districting offers the most equitable, reliable and accountable approach to funding.**

Districting offers a better match between the patron base and the funding base. Staff’s analysis shows that while most households in Boulder have library cards, nearly 40,000 of our library’s cardholders live outside the Boulder city limits. No other library system of Boulder’s size has a similar, disproportionate number of cardholders living outside the library’s boundaries. Districting provides a means to establish boundaries that better reflect the patron base - an approach now taken by every other Colorado library similar to Boulder in size and patron base.

Funding is more reliable in a district because it is secured directly from dedicated tax revenues rather than competing with other city departments. Changes in funding decisions can be made quickly, and unspent dollars can be retained for future years. Library districts are now the most common form of governance and funding for Colorado libraries.

A single purpose district enhances taxpayer accountability because its leadership is focused solely on the library. The library’s community assets (including facilities and library collections) remain in service to the community, directly maintained and invested in by the district at the direction of the library board.

# LIBRARY COMMISSION'S FOREWORD, CONT.

## The Library Commission's Recommendations for 2018-2020

### 1. We need to complete a thorough evaluation of future library funding options.

To ensure a successful outcome for the library's funding needs, the City should devote resources over the next four months to fully evaluate the funding options identified in the master plan. Voters need specificity about the mill level amount, estimated costs per household and per square foot of commercial space, and the timing of property tax revenues coming to the library. A consultant's help will be required, and this analysis should be completed before our planned November 2018 study session with City Council.

### 2. We need a broad-based community discussion around the complex questions underlying BPL's long term financial sustainability - and the best path forward.

The community needs adequate time in an open, well designed public engagement process around the library's funding needs, and on any related Charter impacts. The library will need marketing and community involvement in partnership to support and achieve this end.

Our library leadership has been able to use its current funding creatively and perform remarkably on a shoestring budget. Winning the Colorado's Library of the Year award in 2016 is testament to the resourcefulness and creativity of our dedicated library staff. Imagine what the future could look like with a fully funded library system! But the library is now stretched as far as it can go. The Boulder community has told us that the library is a priority. Now is the time for the community to come together to make library funding a priority and take the steps to ensure a bright future for this essential community resource.

Respectfully submitted,

The 2018 Library Commission

Joni Teter - Chair, Tim O'Shea Vice-Chair, Juana Gomez, Joel Koenig, Jane Sykes-Wilson

# EXECUTIVE SUMMARY

The Boulder Public Library Master Plan will guide the library's strategies and priorities for investments for the next ten years. It is a strategic document meant to shape the delivery and quality of services the library provides in a manner consistent with the City of Boulder sustainability goals. It is designed to serve as an outline for how the library sustains outputs, meets growing demand, and builds a resilient future.

The 2018 Boulder Public Library Master Plan is an update to the Boulder Public Library 2007 Master Plan. It identifies BPL development priorities to:

- Sustain quality service by funding deficiencies and shortfalls in current service (created by past growth in demand) and redressing a backlog of facilities maintenance.
- Strategically address ongoing and future growth in demand based on needs identified for the entire community with specific focus on youth and underserved communities and neighborhoods.

The master plan follows key implementation strategies outlined in the Boulder Valley Comprehensive Plan and is aligned with categories and strategies of building a strong and resilient community.

The plan is divided into six parts. The core of the plan outlines the library's role in the community, describes broad community trends, and lays out a series of goals meant to address current needs and the community's aspirations for the library. The goals of the plan are categorized under several headings: programs and services, facilities and technology, building community and partnerships, and organizational readiness. Some of the goals described in the plan are carried over from the Boulder Public Library 2007 Master Plan: opening a full-service library in north Boulder, creating an outreach program to engage the Latinx community, and addressing the current backlog of facility maintenance. The plan presents a series of goals designed to maintain quality of service by building staff, and technological and financial capacity around traditional programs that have seen significant increases in use over the past few years, such as circulation, storytime and youth programs. The plan also presents new goals that emerged as high priorities in the course of the Master Plan's community engagement phase: expansion of library services to Gunbarrel, expansion of the BLDG 61 Makerspace, program support to activate public use of the Canyon Theater, development of a partnership strategy to expand BPL resources, and an outline for how the library can leverage its space and position as a trusted and inclusive institution to encourage ongoing civic dialogue on issues that are important to the community.

Finally, the plan presents a range of options to address the long-term financial sustainability of the library, providing it the flexibility to maintain service levels, meet community demand, and expand to address areas of growth. Options are presented to increase municipal funding through dedication of new or existing sales or property tax, reallocate current city resources, and creation of a library district which could include areas outside the city limits.

# INTRODUCTION



The 2007 Boulder Public Library Master Plan guided the Boulder Public Library system into what it has become today. However, it was not able to predict the remarkable transformation that has occurred within the library field in the past decade. Some of the most fundamental elements of the public library changed rapidly during that time: the collections have diversified to multiple formats to address individuals' reading preference for paper or e-books, and the way people access them has also changed. Individuals can access e-books, e-audiobooks, music and movies from the library any time or anywhere from a mobile device. Along with books, libraries now offer a wide-variety of technology, equipment, tools, and instruction to inspire the creativity and innovation of the community. Library spaces have been restructured and made more flexible and inviting for use by individuals and as gathering places for groups of people.

In the next ten years, the Boulder Public Library faces three significant challenges as it implements the community's plan for its future:

- Secure, stable and adequate funding;
- Remain agile in the face of continued advances in digital media and technologies;
- Continually focus its resources to serve a community that is undergoing significant demographic shifts and growing diversity.

Notwithstanding all of this, one fundamental thing about the Boulder Public Library will not change. It will always be the place where everyone is welcome, and where everyone belongs.

<sup>2</sup>Levien, Roger E. (2011) Confronting the Future: Strategic Visions for the 21st Century Public Library. ALA Office of Information Technology. Policy Brief No. 4.  
[www.foresightfordevelopment.org/subproject/download-file/40-403/54](http://www.foresightfordevelopment.org/subproject/download-file/40-403/54)



## PART 1

BOULDER PUBLIC  
LIBRARY & THE  
COMMUNITY

## ROLE OF THE LIBRARY IN THE COMMUNITY

The role of the public library in North America is growing and transforming. It is a place that provides free and equal access to information and books, but it now also includes increased opportunities for obtaining 21st century skills, civic engagement, and social gathering. The public library is an expression of its community's vision, innovation and creativity.

THE PUBLIC LIBRARY IS A KEY PARTNER IN SUSTAINING THE EDUCATION, ECONOMIC AND CIVIC HEALTH OF THE COMMUNITY DURING A TIME OF DRAMATIC CHANGE.

– RISING TO THE CHALLENGE, THE ASPEN INSTITUTE

Through active engagement, listening, and facilitation, libraries are identifying their communities' priorities, and adapting programs, services, and policies to help address community needs. In this new role, libraries are also uniquely positioned to provide a platform and facilitate connections among community members, playing active roles in creating the social environment desired by their members. This necessitates that library staff consider broad community needs in designing and offering library programs and services and that they respond to iterative feedback. The Boulder Public Library (BPL) has focused its mission to reflect this new role and to align with the Aspen Institute's broad concepts of the public library as **people**, as **place**, and as **platform**. BPL's own definition of these concepts follow, and the library's accomplishments during the past 10 years, its commitments, and goals for the upcoming 10 years are organized in this Master Plan using those headings.

## Mission of the Boulder Public Library

CONNECTING PEOPLE, IDEAS, AND INFORMATION TO  
TRANSFORM LIVES AND STRENGTHEN OUR COMMUNITY.

# PART 1

## BOULDER PUBLIC LIBRARY & THE COMMUNITY



### THE LIBRARY AS PEOPLE

BPL reflects the community, the people, and their values. Serving people is the core of its mission and is accomplished through creating connections, fostering relationships and resilience, and offering opportunities for the community and staff to collaborate and connect. As a convener and connector, the library supports people with a diverse range of interests and needs and presents and welcomes new opportunities to bring people together.



### THE LIBRARY AS PLACE

BPL is a destination that anchors the community and strengthens its identity. It is a safe and trusted place where everyone is welcome to explore ideas, participate in civic dialogue, and find enrichment and entertainment in the programs and services offered. BPL provides the physical and virtual space for people to explore, learn, and connect. In a welcoming atmosphere, diverse needs can be met through the physical design of its facilities, the materials that are available, and the resources that guide personal empowerment.

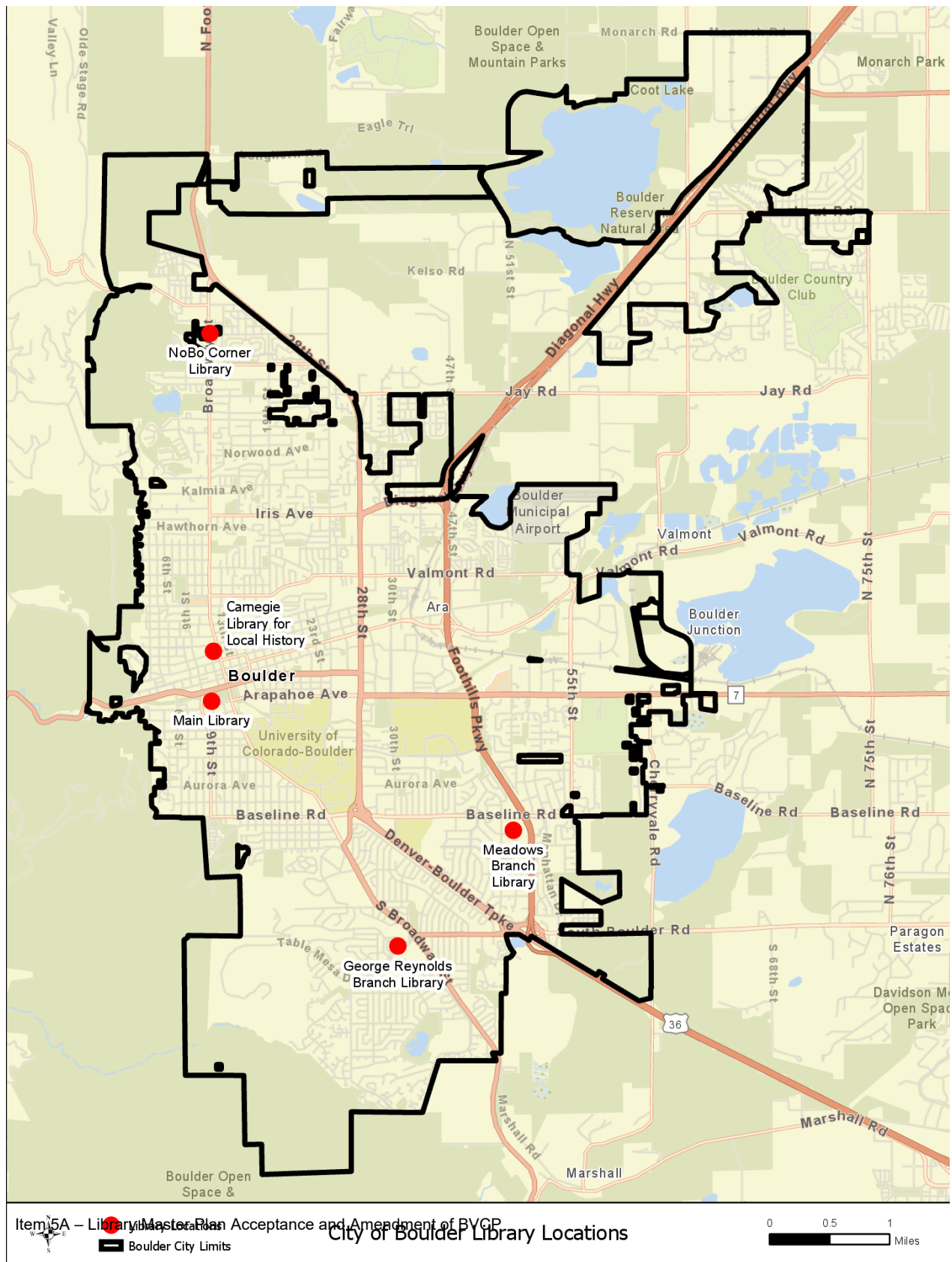


### THE LIBRARY AS PLATFORM

BPL facilitates creativity and innovation; providing resources, tools and experiences that inspire learning and creativity, promote literacy, and cultivate connection. It is a platform for individuals and groups to drive their experiences and to connect with ideas and each other. The library as platform is a blending of people and place to inspire patrons to design their own educational, social, and cultural experiences.

## CURRENT SERVICES, RESOURCES, FACILITIES & PROGRAMS

From five locations throughout the city, BPL and its staff offer a wide variety of resources, and ongoing and short-term programs and services to the community.



# PART 1

## BOULDER PUBLIC LIBRARY & THE COMMUNITY

### CURRENT SERVICES, RESOURCES, FACILITIES & PROGRAMS

#### PROGRAMS

Story times, annual summer reading, films, concerts, adult and family literacy, citizenship classes, teen programs, Science, Technology, Engineering, Art, and Mathematics (STEAM) programs, exhibitions, skill-building workshops, edible learning garden, Conversations in English, and literary and author events.

#### SERVICES

Personalized customer service, information access and instruction, check-outs, interlibrary loan, holds, homebound delivery, library used bookshop, café, business development, community gathering spaces, rentals, printing, scanning, internet access and copying.

#### VISION

Service Excellence for an Inspired Future.

#### VALUES

- **Customer Service** - We are dedicated to exceeding the expectations of our community and our co-workers by demonstrating consistent and professional service with a solution-oriented approach.
- **Respect** - We champion diversity and welcome individual perspectives, backgrounds and opinions. We are open-minded and treat all individuals with respect and dignity.
- **Integrity** - We are stewards of the public's trust and are committed to service that is transparent and consistent with city regulations and policies. We are honorable, follow through on our commitments and accept responsibility.
- **Collaboration** - We are committed to organizational success and celebrate our shared dedication to public service. We believe community collaboration and the sum of our individual contributions leads to great results.
- **Innovation** - We promote a forward-thinking environment that supports creativity, calculated risks and continuous improvement. We embrace change and learn from others in order to deliver leading edge service.

#### COMMUNITY RESOURCES

Books, magazines, CDs, DVDs, e-books, e-magazines, audiobooks, databases, computers, website, local archives and oral history, genealogy, teen spaces, meeting rooms, study rooms, gallery, theater, the Foundry and the BLDG 61 Makerspace.

#### STAFF

The BPL staff is honored to deliver programs, services, and resources to the community. They are excited to engage with community members to help them discover information, create opportunities for learning and personal fulfillment, and connect with each other. Staff members are dedicated to creating a welcoming environment and meaningful experiences for everyone. Their work is guided by the City of Boulder's vision and values, as outlined below.

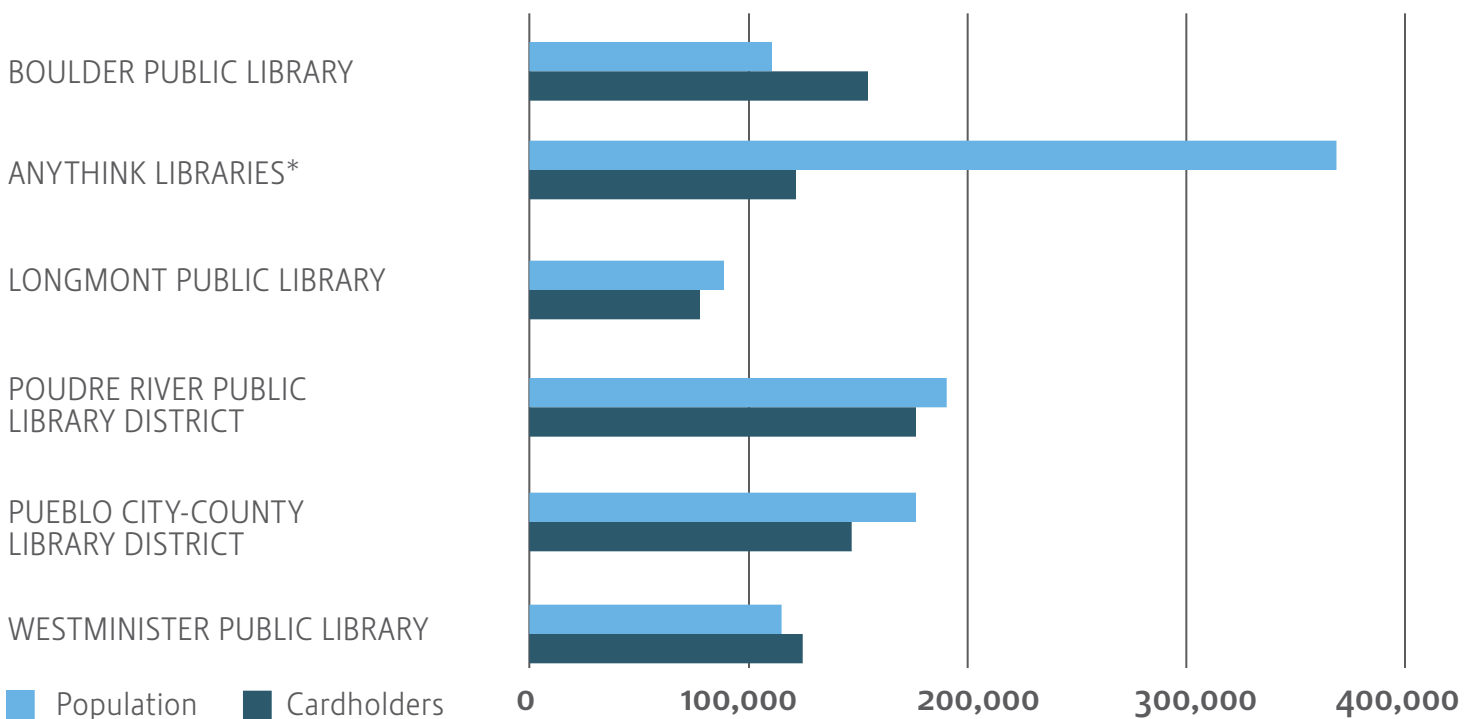
<sup>3</sup>Colorado Department of Education. Colorado State Library. (2016) Colorado Public Library Standards. [www.colibrarystandards.org](http://www.colibrarystandards.org)

<sup>4</sup>Legal Service Area Population - The number of people that reside within the legal service area of the library. The legal service area of a library is the population within the boundaries of the county or counties established by the library.

## CURRENT PERFORMANCE & ACCOMPLISHMENTS

BPL measures performance based upon a variety of benchmarks as compared to some of its peer libraries in the nation, as well as how well it meets the Colorado Public Library Standard<sup>3</sup>. See Appendix A. The libraries that are used for comparison represent a wide variety of funding and governance structures, as well as unique service attributes making direct, one-to-one comparison ineffective. For example, some rural libraries have one facility while other more urban libraries, like BPL, have a network of branch libraries resulting in significantly different facilities maintenance costs. One of BPL's important and unique characteristics is that the number of total cardholders is 33.5 percent more than the legal service area population<sup>4</sup>. On average libraries serving areas with a population of more than 100,000 people have 62 percent of the population as cardholders. The only other library used for comparison that has more cardholders than the legal service area population is Westminster Public Library which serves five percent more than its legal service area population<sup>5</sup>. BPL's facilities also include a fully-equipped makerspace, a traditional theater space and an art gallery, amenities which many libraries do not have. Benchmark comparisons need to be considered within the context of the service area population needs, and funding and governance structures of the libraries being compared.

### COMPARISON OF CARDHOLDERS AND POPULATION



\*A Revolution of Rangeview Libraries, Adams County, CO | SOURCE: Library Research Service – 2016 Colorado Public Library Statistics

Guided by input from the Library Commission and the community, BPL's recent success is also attributed to the accomplishment of most of the goals and objectives in the 2007 Boulder Public Library Master Plan.

<sup>5</sup>Appendix A, Comparison of Libraries, Library Research Service and American Library Association Statistics and Profiles. [www.lrs.org](http://www.lrs.org). Accessed 6/19/2018

# PART 1

## BOULDER PUBLIC LIBRARY & THE COMMUNITY

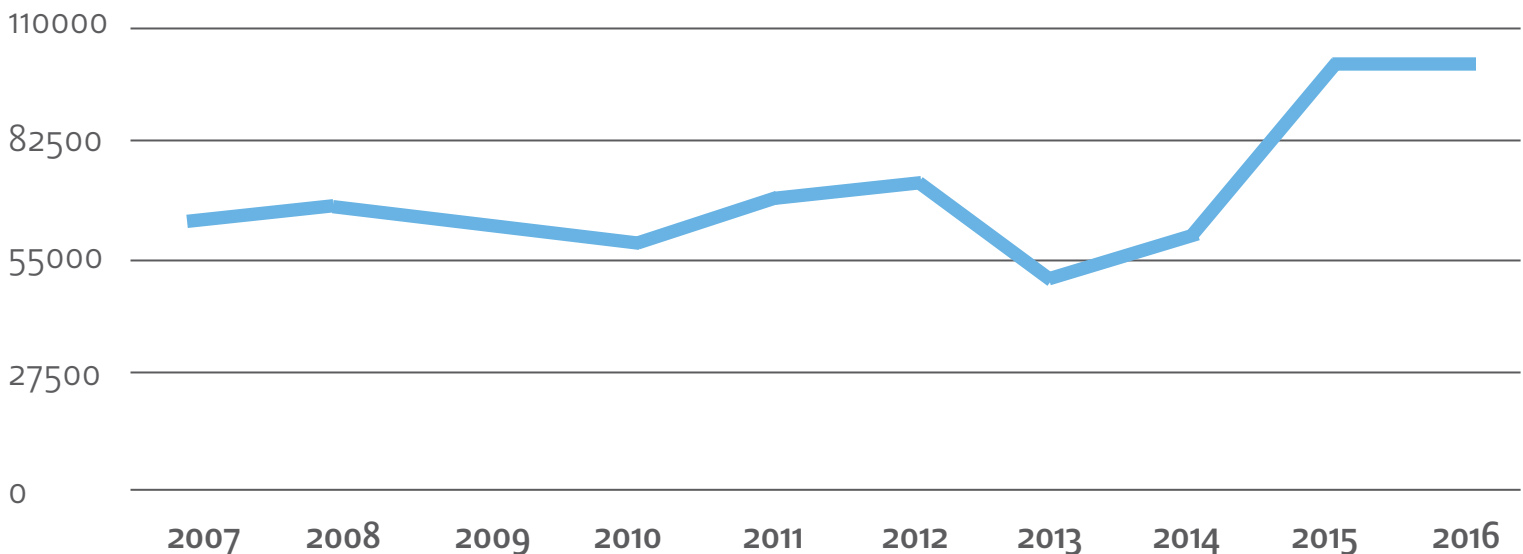
### CURRENT PERFORMANCE & ACCOMPLISHMENTS CONT.



#### LIBRARY AS PEOPLE: ACCOMPLISHMENTS

BPL earned the prestigious recognition of Colorado Library of the Year in 2016 from the Colorado Association of Libraries. With nearly one million visitors a year, the library is currently one of the busiest public places in Boulder and the busiest library of its size in the State of Colorado. BPL reorganized staff to concentrate on expanding its program offerings to include STEAM, and early literacy focused programs. These changes resulted in an increase in attendance to 102,072 in 2015, representing 73 percent growth. Program attendance has continued to grow since 2015. BPL's success with programs is sustained by informal collaboration and partnerships with local agencies, and generous donations of time and resources from local companies.

#### TOTAL PROGRAM ATTENDANCE



SOURCE: Library Research Service – Colorado Public Library Statistics

Foremost, the majority of support for library programs comes from the community through donations to the Boulder Library Foundation (BLF). The BLF is a 501(c)(3) nonprofit organization led by a volunteer board of directors and supported by individual donors and community partners. The BLF generously invests in innovative programs and partnerships through BPL that enrich the community. The BLF's investment in library programs resulted in a significant increase in program attendance. In addition to ongoing support of most programs and events offered by the library and the funding of start-up equipment and materials costs for the BLDG 61 Makerspace, the BLF donated one-time funding so that the library could build a Spanish language collection to fulfill one of the outreach goal objectives in the 2007 Boulder Public Library Master Plan. In 2016, BPL facilitated the BLF's hiring of a community partnership manager to coordinate the launch of an annual membership fundraising program, called the Library League, a step toward meeting the funding goal of developing a gift-giving program to increase monetary donations to the library.

Item 5A Library Master Plan Acceptance and Amendment of BVCP

Volunteers are also critical to the success of the library. **In 2017, more than 770 community members donated 18,320 hours, the equivalent of \$475,770.** Their service is equivalent to almost nine Full Time Equivalent (FTE) employees and over 12 percent of the annual work hours. Volunteers support staff by performing tasks that support daily library operations, maintain the Main Library used book shop, and contribute directly to patrons by serving as literacy tutors for children and adults, teaching English as a Second language classes, teaching skills to patrons in the BLDG 61 Makerspace, offering drop-in tech help, capturing oral histories, involving children in the Summer of Discovery reading program, welcoming thousands of people to the many programs and events hosted by the library, and delivering materials to patrons who are homebound.

BPL works closely with the Library Commission on library policy and planning matters. Five dedicated volunteers are appointed by City Council to serve the community on the Library Commission. The commission represents the community's perspective to City Council on library matters. In 2015, the Library Commission initiated work on a long-standing goal: drafting changes to the City Charter to clarify the commission's powers and duties. The changes were approved by voters in November 2015. Updating the Library Commission's powers and duties from the original charter language, written in 1917, has improved focus on critical issues and created a more effective working relationship between the Library Commission and staff.

BPL also works with the Boulder County Employment Alliance to provide temporary employment opportunities in materials handling to qualified community members who have psychiatric disabilities. Vocational staff from Boulder County Mental Health provide support to these individuals to ensure a productive and valuable experience.

In 2014, BPL began a successful partnership with the Boulder Small Business Development Center (SBDC). The SBDC is a fast-paced, hands-on, economic development nonprofit – a public/private partnership housed in the Main Library with a mission that is aligned with BPL's. SBDC supports the growth and resiliency of small businesses in Boulder County by providing free business consulting, practical workshops and events and connection to resources, including financing. In 2018, the U.S. Small Business Administration named Boulder SBDC the national winner of its Small Business Development Center Excellence and Innovation Award – the best in the nation.

## Mission of Boulder Small Business Development Center

SUPPORT THE GROWTH AND RESILIENCY OF SMALL BUSINESSES IN BOULDER COUNTY BY PROVIDING FREE BUSINESS CONSULTING, PRACTICAL WORKSHOPS & EVENTS AND CONNECTION TO RESOURCES, INCLUDING FINANCING. THE SBDC HELPS ALL TYPES OF SMALL BUSINESSES – FROM STARTUPS THROUGH 2ND STAGE, FROM “MAIN STREET” THROUGH HIGHLY SCALABLE TECHNOLOGY VENTURES. SOME PROGRAMMING IN BOTH ENGLISH AND SPANISH.

SOURCE: Boulder Small Business Development Center, [www.bouldersbdc.com](http://www.bouldersbdc.com)

BPL's partnership with the Boulder County Farmers' Market to run the Seeds Library Café has helped to activate the interior bridge space in the Main Library, creating a community hub where patrons can relax or meet with friends. Seeds Library Café staff also present programs that build community and educate patrons about the importance of buying local food and supporting local farmers.



# PART 1

## BOULDER PUBLIC LIBRARY & THE COMMUNITY

### CURRENT PERFORMANCE & ACCOMPLISHMENTS CONT.

#### Boulder County Farmer's Market & Seeds Library Café Missions

SUPPORT, PROMOTE AND EXPAND LOCAL AGRICULTURE, MAKING FRESH PRODUCTS ACCESSIBLE TO OUR COMMUNITY AND STRENGTHENING RELATIONSHIPS BETWEEN LOCAL FOOD PRODUCERS AND FOOD CONSUMERS.

SHOWCASE LOCAL FOOD AND DRINK THROUGH AN AFFORDABLE, TRANSPARENT, AND SEASONAL MENU, TO ENGAGE THE PUBLIC WITH LOCAL AGRICULTURE, AND TO SERVE AS A VIBRANT GATHERING SPACE FOR THE LOCAL FOOD COMMUNITY.

SOURCE: Boulder County Farmers Market, [www.bcfm.org](http://www.bcfm.org) and Seeds Library Café, [www.seedsboulder.com](http://www.seedsboulder.com)

In 2016, BPL formalized its partnership with the Boulder Genealogical Society. Society members work closely with staff and use the resources at the Carnegie Library for Local History to help people conduct family and local history research. The society maintains a small collection of unique resources at Carnegie, which are available to patrons. Members also present educational classes and workshops on genealogical research to patrons at the library.

Serving children and families is a high priority for BPL. In the last ten years, the storytime program has become a primary focus and a large draw for families. BPL has transitioned from offering storytimes often led by volunteers to presenting engaging storytime programs curated by highly-trained staff members. All storytime staff members are trained in Every Child Ready to Read® techniques and model strategies for parents and caregivers that support the development of early literacy skills. Storytime staff members are regularly evaluated and offered ongoing training, peer shadowing and other opportunities for professional skill-building. The frequency of storytime offerings have increased significantly and are offered at the Main Library and all the branches.

The annual Summer of Discovery reading program encourages the love of reading and learning for thousands of children and families through inspiring and engaging programs and literacy activities. BPL partners with the Boulder Valley School District (BVSD) to bring Summer of Discovery reading program activities to students enrolled in the BVSD summer learning program. Most of the students in BVSD program are members of families that are economically disadvantaged.

BPL furthers its reach into the community to serve children and families through several collaborative efforts. The George Reynolds Branch Library Reading Pals program is a collaboration with Fairview High School, which promotes literacy skills and a love of reading for children in early elementary school. Children are paired with high school students once a week for fun reading and literacy skills practice. The BoulderReads Reading Buddies program is a long-standing partnership with the University of Colorado, in which children (Kindergarten through 3rd grade) are paired with University of Colorado undergraduate students for weekly reading, writing and literacy activities. These two programs emphasize exploration and discovery, and foster literacy and a love of reading. BPL also collaborates with Boulder Housing Partners, Boulder Head Start, University of Colorado family housing, and Mapleton Early Childhood Center by offering story time programs to children of families with diverse backgrounds and/or low-income levels.

Item 5A – Library Master Plan Acceptance and Amendment of BVCP



Making the BoulderReads program more visible and accessible to community members interested in improving their literacy skills was an objective in the 2007 Library Master Plan. While the library was not able to obtain funding to meet the intention of this objective, which was to move the program offices and community space to a more prominent location in the Main Library, BoulderReads expanded its online presence through social media and a new website with an online application and menu of services.

The BoulderReads program also expanded its offerings to include access to Career Online High School, a Cengage Learning program geared toward adults who want to earn a high school diploma. Additionally, BoulderReads created a digital literacy curriculum for literacy tutors to teach their students 21st century life skills, such as using computers to apply for jobs, health insurance, etc.

In 2012, the library began publishing an email newsletter, BPL Now, to keep patrons informed about upcoming programs and events and new services offered. More than 30,000 patrons have opted in to receive the newsletter and it typically has a 25 percent open rate. In 2016, BPL introduced a printed bi-monthly event and program guide in response to patrons' requests for a complete, printed list of library programs. In 2017, the library received ongoing financial support from the city's General Fund to develop and implement a marketing plan to promote the wide variety of resources, programs, and services BPL offers to the community.

It goes without saying that the library staff have made these accomplishments possible. During the past few years, greater focus was given to increasing staff engagement and cultivating innovation and collaboration to better serve the public. This began with the staff collaborating to create a Customer Service Philosophy and design a model for mobile service to meet the customer at their point of need.

## BOULDER PUBLIC LIBRARY CUSTOMER SERVICE PHILOSOPHY

In accordance with the City of Boulder's vision and values, we strive to consistently exceed every customer's expectations by:

- Welcoming each individual with respect and friendly professionalism;
- Regarding each interaction as important;
- Fostering exploration and discovery;
- Listening and proactively seeking solutions;

Several internal organizational changes were made to increase efficiency and allow the library to expand programs and improve the quality of many of its fundamental services. One of the most impactful improvements includes a centralized telephone system. Expert customer service specialists now handle all incoming telephone calls. These specialists provide patrons with immediate assistance, which has reduced wait time and freed staff at the public service desks to devote more time to patrons visiting the libraries in person. Additionally, BPL has also committed to recruiting qualified bilingual staff, when possible, to serve in many of the public facing roles.

In 2013, BPL received one full time staff position and funding to add a Teen Librarian to the Youth Services workgroup. This position allowed the library to consistently staff the expanded Teen Space and The Foundry (technology center) at the Main Library, expand programs for teens, and engage the teen advisory group. BPL also received ongoing financial support from the city's General Fund to offer staff necessary training and professional development to maintain and grow their skills with technology, information delivery, and community engagement and for hiring temporary staff to cover critical functions like materials handling and the customer service desks when standard staff members are on paid leave.

# PART 1

## BOULDER PUBLIC LIBRARY & THE COMMUNITY

### CURRENT PERFORMANCE & ACCOMPLISHMENTS CONT.



#### LIBRARY AS PLACE: ACCOMPLISHMENTS

BPL's Main Library, neighborhood branches and local history archive are popular destinations for the community. Significant investments were made in library facilities since the 2007 Boulder Public Library Master Plan. The 2009 Library Facilities Sustainability Study, an objective of the facilities goal in the 2007 Boulder Public Library Master Plan, provided guidance for investment in maintenance and renovation of library facilities and a geographic service area study to inform placement of new facilities or service points (e.g. book returns) in the city.

#### 2014 Main Library Renovation

BPL addressed several 2007 Master Plan and 2009 Boulder Public Library Facilities Sustainability objectives by renovating the Main Library. The \$4.9 million project was completed in April 2015 in collaboration with the city's Public Works Department– Facilities Asset Management (FAM) Division and paid for by the voter-approved 2012 Capital Improvement Bond, Library Fund Balance, and FAM Facilities Renovation and Replacement fund. The architecture firm, studiotrope Design Collective, engaged the community to create a building design that activated underused or secluded spaces, reduced noise conflicts, and improved basic signs and wayfinding. The community asked for and received more public meeting space, a child-friendly children's area, an expanded teen space, and a new vibrant café. In addition to the many amenities, FAM took advantage of the construction schedule to address several major mechanical and building system improvements, including upgrading the building's cooling system, replacing the clerestory windows to address roof leaks, improving the lighting control system, and replacing the flooring in the Canyon Gallery.

To encourage more use of the public meeting spaces in the libraries, each was equipped with new audiovisual technology and flexible furnishings. An online calendar and registration system was implemented to allow patrons to make reservations on their own.

Beginning in 2013, and coordinated with the renovation of the Main Library, an investment was made in new, automated materials handling systems. The systems

were designed to more efficiently process returned materials and reduce the number of physical touches to materials by staff. Materials handling systems were installed at the Main Library, and at the George Reynolds and Meadows branch libraries. These systems, along with process improvements made by the materials handling workgroup, has enabled all facilities to consistently shelve materials within 24 hours of their return while at the same time reducing the number of staff engaged in these activities.

#### Neighborhood Branch Libraries

In 2014, the NoBo Corner Library was welcomed by community members living in north Boulder. Hours were also expanded at George Reynolds and Meadows branch libraries without additional cost to the community, by reorganizing staff resources. During 2015 and 2016, both the George Reynolds and Meadows branch libraries received modest renovations, reconfiguring staff space to improve efficiency in processing library materials and to create more welcoming, patron-friendly spaces. A 20-year lease was negotiated with the new owner of the Meadows Shopping Center for the Meadows Branch Library for no charge except the library's share of taxes, insurance, and common area maintenance fees. This secured that location for the Meadows Branch Library through 2029.

#### BLDG 61 Makerspace

In 2016, BPL worked in collaboration with FAM to transform the under-utilized staff maintenance shop in the Main Library into the BLDG 61 Makerspace. Library staff and FAM designed and constructed the

space to accommodate a woodworking shop complete with a large CNC (Computer Numerical Control) router, a classroom equipped with laser cutters, and a tech lab. A ventilation system for the large equipment and other safety equipment were installed to keep staff and patrons safe while using the space.

### Building System Improvements

The city's Public Works Department– Facilities Asset Management (FAM) Division completed several building system improvements, reducing energy usage and improving comfort in library facilities. Since 2007, more than \$2.5 million was invested in the Main Library, and the Meadows and George Reynolds branch libraries to complete roof replacement, HVAC (Heating Ventilation and Air Conditioning) system upgrades, Americans with Disabilities Act (ADA) compliancy, and flood proofing. Specifically, in 2011, the Main Library's roof was replaced with extensive roof repairs completed in 2014 to address leaks associated with the clerestory windows. The Main Library also received improvements to mitigate flooding in 2013.

Through a 15-year Energy Performance Contract (EPC), \$1.2 million was secured for energy usage in all libraries. This was used to replace aging HVAC equipment, upgraded lighting, and install solar photovoltaic panels to offset building electrical and natural gas consumption. The EPC work was completed during 2011 to 2013 and paid for from annual utility savings, Renewable Energy Credits, and General Fund debt payments from FAM Major Maintenance. The cumulative utility cost avoidance since the EPC through March 2018 is more than \$186,000. FAM continues to actively monitor the energy consumption of all libraries and implement low or no-cost solutions to further reduce energy consumption.

**Building Maintenance** In 2016, BPL coordinated with FAM to consolidate the maintenance budget, management of the maintenance staff, and janitorial services to improve overall efficiency. These efficiencies provided the resources to increase investment in janitorial services and the staff time to become more strategic about routine maintenance. In 2014, the annual janitorial contract was \$110,000 and was increased to \$204,000 in 2017, an 85 percent increase in investment. Additionally, the carpet cleaning scope was increased from spot-cleaning, as-needed, monthly to alternating spot-cleaning with full deep cleaning of all carpeting every other month. This change was made to extend the life and improve the appearance of the carpet. The investment in carpet cleaning increased from \$12,000 in 2017 to \$26,000 in 2018.

FAM also implemented a preventative maintenance schedule for all major building system and hired mechanical systems contractors to perform regular preventative maintenance. Library operating budget resources were also reallocated to fund an Equipment Replacement Fund for new equipment that is managed by FAM.

### Carnegie Library Building Improvements

During the past ten years, renovations and major repairs were completed to the exterior of the Carnegie Library for Local History. Interior improvements including an HVAC upgrade and construction of basement were also completed. The total for these renovations was \$290,000 which was partially funded by a Colorado State Historical Society grant and the City's General Fund.

### Security

To begin to address community concerns about safety in the Main Library, the city increased BPL's budget to hire a contract security officer at the Main Library for 35 hours per week in 2007. The hours were expanded to have one security officer on-duty all hours the Main Library was open to the public in 2010. In 2015, a security camera system was installed in the Main Library to deter unacceptable behavior and support investigation of incidents.

### Information Technology Improvements

In 2013 and 2015, BPL coordinated with the city Innovation and Technology (IT) Department to consolidate technical support staff resources for managing and troubleshooting the enterprise systems used by the library and to consolidate and relocate computer servers housed in the Main Library, which is in a high-hazard floodplain, to the city's data center. Improvements were also made to the procedures for backing up the library's server data and internet filtering was implemented on the wired and wireless networks for public use. Operational budget resources were reallocated to fund a Computer Replacement Fund for new technology.

# PART 1

## BOULDER PUBLIC LIBRARY & THE COMMUNITY

### CURRENT PERFORMANCE & ACCOMPLISHMENTS CONT.



#### **LIBRARY AS PLATFORM: ACCOMPLISHMENTS**

During the past 10 years, BPL has transformed into a platform complete with resources, staff support, and spaces for patrons to engage in self-directed learning and enjoyment.

Since the 2007 Library Master Plan, BPL has responded to patron demand by diversifying the book and media collections into electronic formats. BPL partnered with several area libraries to rapidly grow its offerings of e-books and downloadable audiobooks by collectively purchasing these resources. Demand for electronic formats continues to trend upwards, and the way in which libraries purchase, maintain, and loan electronic formats continues to evolve and is still almost exclusively dictated by the vendors. The wide variety of platforms and purchasing agreements makes for challenging decisions for library staff to meet patron demand while getting the best value for the tax dollars received. The Boulder community's demand for physical books is still showing slight growth, while the demand for DVDs, music CDs, and CD audiobooks is starting to decline. In 2011, BPL received \$69,000 increase to the collection budget, and a \$150,000 increase in 2016 to specifically expand its electronic formats. The collections are maintained, and acquisitions are made following library industry best practices, the latest assessment tools, and input from community experts and volunteers.

In 2014, BPL introduced Radio Frequency Identification (RFID) technology to improve patron self-service and materials availability through efficient, timely processing of returned materials. This technology uses electromagnetic fields to automatically detect RFID tags in library materials to track check in, check out and maintain accurate inventory. There is now a small added cost to make each new book, DVD, and CD RFID-ready, which collectively reduced the buying power of BPL's collection budget. In 2017, BPL received an ongoing increase in its operating budget to cover the cost of RFID tags. Many of the new and in-demand materials also arrive at the library shelf-ready, requiring minimal handling by staff to be available to patrons now that they are cataloged and processed by library book and media vendors, for added efficiency.

According to the Colorado Public Library Standards for traditional library materials (e.g. books, movies, music in physical and electronic formats), BPL has met the 2007 Master Plan benchmark of materials expenditure per capita (\$10.21) being within the 75th percentile<sup>6</sup>. To continue to increase patrons' use of BPL's collection, library staff may want to look at ways to continue to improve upon the selection, maintenance, and promotion of library materials to increase total circulation per capita (14 items, currently above the 50th percentile) and the annual average item turnover rate (five times, currently above the 25th percentile). BPL worked with its consortium partners (Mamie Doud Eisenhower Public Library in Broomfield and the Louisville Public Library) and other local municipal libraries to create a non-profit Flatirons Library Consortium (FLC). Consortium operations, formerly managed by BPL staff, were outsourced and the FLC opened its membership to more municipal libraries, adding Lafayette Public Library, Loveland Public Library and Longmont Public Library. The FLC has more than doubled its membership, making available twice as many books and materials to BPL patrons with no increase in direct cost. Further, expanding the FLC strengthened its member libraries' ability to negotiate contracts with book and database vendors as a group, allowing all libraries to purchase more materials at reduced cost.

Recognizing the difficulty of patron access to important printed historic resources held by the Carnegie Library for Local History, BPL hired a technology consultant to assist with the design and procurement of a digital asset management system. The project included prioritizing the library's local history collections for digital preservation and updating collection management policies to align with industry best practices. The new system, slated for implementation in 2018, will increase patron access to the digitally preserved historic photographs and documents by making them available online through Carnegie Library's website.

The community makerspace, BLDG 61, launched in 2016, is attracting thousands of participants and has won multiple awards. BLDG 61 is a model for libraries internationally, and functions as a de facto incubator for innovators, entrepreneurs, and inventors with multiple patent applications and dozens of businesses launching from the space in the less than two years it has been in operation. BLDG 61 programs have been sustained by a series of national and local community grants. BLDG 61 has a high-tech shop with laser cutters and 3D printers, as well as a full-scale, advanced woodworking shop and offers opportunities for patrons to learn from, and work alongside, community experts. While not likely what library staff and the Library Commission envisioned when this goal was written more than 10 years ago, opening the BLDG 61 Makerspace at the Main Library has certainly fulfilled the intention of the goal for the library to provide a leading-edge space, state-of-the-art technology, outreach and workforce and 21st century skill training for patrons.

In the past 10 years BPL introduced several technology infrastructure upgrades to increase patron access to the Internet, computers, and software. Children now have access to computers that allow them to develop digital literacy skills, and participants can borrow and use laptop computers during technology and maker-focused programs. Similarly, the BoulderReads program installed a computer lab to assist adults with improving their digital literacy skills, obtaining high school equivalency credentials, applying for jobs, etc. With the shift to more patrons owning smartphones, tablets, and laptop computers, BPL addressed the access issue by implementing and expanding WiFi Internet access and introducing access to the Microsoft Office software suite. While website technology evolves rapidly, BPL made incremental improvements to its website, catalog search interface, and introduced library account and early literacy apps. To facilitate information sharing about library programs and services with patrons who speak languages other than English, the Google translate feature was integrated into the library website.

<sup>6</sup> Reference from Item 5A: Library Master Plan Acceptance and Amendment of BVCR  
 Reference from Boulder Public Library 2018 Master Plan and Amendment to BVCR Library percentile rankings. Current percentile rankings at Library Research Service (2014) *Colorado Public Library Percentiles*. [www.lrs.org/data-tools/public-libraries/colorado-public-library-percentiles](http://www.lrs.org/data-tools/public-libraries/colorado-public-library-percentiles)

# PART 1

## BOULDER PUBLIC LIBRARY & THE COMMUNITY

### OPPORTUNITIES FOR CONTINUED IMPROVEMENT

During the next 10 years, BPL will continue to build upon accomplishments designing programs and services to respond to the community's aspirations and needs. Through community engagement, staff and Library Commissioners evaluated the relevance and priority of the objectives from the 2007 Boulder Public Library Master Plan that were not accomplished due to time and budget constraints. Several of these objectives were updated and are included in BPL's new goals (**bolded items**).

BPL was not able to fully address many of the outreach objectives. This included:

- **Regularly gathering community input about programs and services to assess satisfaction.**
- **Programs and services designed to reach low-income families, youth, seniors, community members with special needs, and Latinx community members.**
- **Programs that pair seniors and youth.**
- Promoting BPL as an arts destination.
- Incorporating a homework help center with facilities expansion.

While BPL did make significant strides with improving and expanding facilities and updating technology during the past 10 years, a few objectives were not addressed, most of which are still relevant including:

- **Building a full-service north Boulder branch library.**
- **Providing sufficient staff time to manage auditorium and meeting room technology to support expanded art and cultural programs as well as social events and increased public space.**
- **Installing consistent, patron-friendly directional signs in all library facilities.**
- **Creating a Carnegie library program plan to identify major building system needs and the required funding to address them, supporting its role as the conservator of Boulder's history.**
- Investing in a mobile technology information center that could be taken out into the community to engage underserved community members.
- Expanding the Main Library 1992 building to the west.
- **Investigating opportunities for multi-function civic buildings in which the library would share space with outside partners and other city departments.**
- **Moving the BoulderReads program offices and public space to a more prominent location.**

Financial sustainability continues to be an urgent priority for BPL. Funding objectives that were not fully addressed include:

- Creating a development office within the library to spearhead broad fundraising efforts for capital and one-time needs.
- Pursuing additional grant opportunities and developing a plan to increase library financial donations.
- **Obtaining adequate operating funds to improve the quality for custodial and security services and to create a fund for replacement of outdated and worn library furnishings.**
- Developing an endowment to ensure the future of the Carnegie Library for Local History as both a historical site and a repository for Boulder's historic archives.
- **Conducting further research on options for library funding and governance.**



## PART 2

COMMUNITY  
TRENDS & NEEDS

## OVERVIEW OF BOULDER

Nestled in Boulder Valley against the scenic beauty of the Flatirons, Boulder is a resilient community committed to environmental sustainability, maintaining a diverse and stable economy, offering a variety of recreational opportunities, and cultivating a welcoming culture that supports innovation and learning for all its residents. Boulder is one of the most educated metropolitan areas in the country and home to University of Colorado (CU), Naropa University and 17 federally-funded research labs.

Boulder offers an outstanding public library system, hundreds of miles of biking and walking trails, excellent public transportation, easy access to open space and the foothills, numerous and varied art, cultural, dining, entertainment and shopping options, excellent schools, and high-quality healthcare. Boulder's high quality of life, sense of place and extensive amenities make it an attractive place for people from all over to live and work.

While Boulder is unique in its many appealing attributes, many members of the community face the same economic, educational achievement, and social challenges as those in Boulder County. BPL is an organization that serves everyone, and over the past ten years has become a regional hub providing library service to city residents as well as many patrons who reside in unincorporated Boulder County.

POPULATION		108,707
CU student enrollment*		33,246
Median household income		\$88,400
Below poverty level**		22%
JOBS		100,148
Employees who commute into Boulder		47%
HOUSING UNITS		46,094
Median attached home price		\$405,250
Median detached home price		\$845,000

## City of Boulder At-A-Glance

The median household income increased more than 12 percent between 2005 and 2016, although poverty rates and other negative socio-economic indicators are not improving among certain populations (e.g. Latinx residents, seniors, and children).

SOURCES: 2017 Boulder Community Profile, \*2017 University of Colorado Overall Enrollment Profile, \*\*American Community Survey 2016 data 95,728 individual verified for income status.

# PART 2

## COMMUNITY TRENDS & NEEDS

### DEMOGRAPHIC TRENDS

The following section summarizes demographic trends for children and families, the largest group in BPL's patron base, as well as trends for other groups that are typically considered harder to connect with the city's public services, or otherwise underserved. All demographic information is for the city of Boulder unless specifically noted as Boulder County.

#### Children & Families

Children and families make up the largest group that BPL serves, hence, a significant amount of its resources, programs and services are designed to serve this group of patrons. Demographic trends and the educational and social needs of this group are important factors to BPL's long-range planning and service delivery design. For example, during focus groups and community events for the Master Plan, Latinx parents indicated that BPL needs to find ways to offer programs and services at times and locations that are convenient to these families. Parents in this demographic often hold more than one job and are not able to bring their children to the library to participate in programs and events.

POPULATION	13,805
White alone, not Latinx or Hispanic	72.5%
Latinx or Hispanic origin	17.1%
TOTAL FAMILIES	8,065
Total Families in poverty	5.1%
White alone, not Latinx or Hispanic families in poverty	3.7%
Latinx or Hispanic origin families in poverty	16.5%

#### Boulder Children At-A-Glance (<18 years of age)

SOURCE: American Community Survey 2016

The total population of children in the city increased by almost 3 percent between 2010 and 2016. The percentages of children in the city of Boulder who are white or of Latinx or Hispanic origin have not changed significantly since 2009. However, between 1990 and 2014, there was a marked shift in ethnicity for Boulder County children. The number of white non-Latinx children decreased by 22 percent, while the number of Latinx children increased by more than 123 percent<sup>7</sup>. The Colorado Children's Campaign projected that by 2021, children of color will make up the majority in Colorado.

Between 2007 and 2016, Boulder Valley schools experienced a more than 10 percent increase in student enrollment (pre-kindergarten to grade 12). The number of students eligible for free/reduced lunch (FRL) programs in the school district during 2016 and 2017 was 21 percent. Family income less than or equal to 185 percent of the Federal poverty level qualifies students for FRL program. The 2017 Federal poverty level for a family of four is annual income of \$24,600 per year. The true cost of living in Boulder for a family of four is actually more than \$86,000 per year. Poverty is not equally distributed among the city's children. Four times

<sup>7</sup> The Status of Children in Boulder County Report 2013: [www.statusofchildren.org/docs/2015statusofchildren-1-201512301636.pdf](http://www.statusofchildren.org/docs/2015statusofchildren-1-201512301636.pdf)



more families of Latinx or Hispanic origin are in poverty than white families. The 2017 Boulder County TRENDS Report states that economically disadvantaged students need nearly twice the amount of support as their more advantaged peers to compensate for the experiences their families cannot afford.

While the scope of BPL's mission does not include directly addressing this serious community problem, it is important to consider the unique challenges of reaching and providing library services to children and youth in this category.

According to U.S. Census estimates for the combined years 2011 to 2013 in Boulder County, 17.7 percent of children ages 5 to 17 years in non-English speaking households spoke English less than “very well.” The Census Bureau defines linguistic isolation as speaking English less than “very well” among people who do not speak English as their primary language. This isolation creates substantial challenges for children with school achievement, their access to library programs and services, and for their families’ involvement in the community.

Student achievement is a common measure used to evaluate educational policy and indicates students’ readiness to enter the workforce or move into higher education. Analysis of the Transitional Colorado Assessment Program and the Colorado Student Assessment Program<sup>8</sup> scores indicate that Boulder County student achievement has shown modest improvements in the ten years between 2004 and 2014. However, the achievement gaps in reading (33 percentage point gap) and math proficiency (35 percentage point gap) are wide between students who are eligible and not eligible for the FRL program. The reading gap narrowed only slightly during that ten-year period.

**ACHIEVEMENT GAP: THE DIFFERENCE IN ACADEMIC PERFORMANCE BETWEEN CHILDREN FROM HIGH- AND MIDDLE- INCOME, EDUCATED FAMILIES AND THAT OF THEIR PEERS, WHOSE BACKGROUNDS INCLUDE MORE RISK FACTORS AND LESS OPPORTUNITY.**

SOURCE: 2017 Boulder Community Foundation TRENDS Report

Far too often, Latinx children and children in families that are economically disadvantaged are falling behind their peers. Closing the achievement gap was identified as one of the most critical community challenges and a top priority for the Boulder Community Foundation in the 2017 TRENDS Report.

Research indicates children’s development of literacy skills must start early, but only 29 percent of BVSD kindergartners attend a full-day program. This rate is dramatically lower than that of the St. Vrain Valley School District. One of the reasons for the discrepancy is that BVSD offers full-day kindergarten at only eight schools whereas St. Vrain offers it at every school. This means many children in the BVSD must wait until 1st grade before receiving full-day instruction, putting minority and poor children behind their peers from the very beginning of their education<sup>9</sup>.

According to The Status of Children of Boulder County Report 2015, children with the best opportunity for success as adults are those with a high school diploma or greater. BPL can best serve the community by coordinating with BVSD and devoting some of its resources to providing programs that support students to increase academic achievement and to help close these gaps.

<sup>8</sup> Colorado’s Standards-Based Assessment is designed to provide a picture of student performance to schools, districts, educators, parents and the community.

<sup>9</sup> Community Foundation of Boulder County. 2017 Boulder Community Foundation TRENDS. [www.commfound.org/trends](http://www.commfound.org/trends)

# PART 2

## COMMUNITY TRENDS & NEEDS

### DEMOGRAPHIC TRENDS CONT.

The Harvard Family Research Project's report *Public Libraries: A Vital Space for Family Engagement* says that libraries are playing a greater role in early learning for young children. Engaging families in learning activities is critical for children's academic and social development and is a matter of equity. Family engagement is a shared responsibility among families, educators, and communities. High-income families spend seven times more money on out-of-school enrichment activities than low-income families. Libraries are free, trusted, safe, and welcoming places that can help counterbalance these inequalities<sup>10</sup>.

### 5RS: WAYS LIBRARIES ENCOURAGE FAMILY ENGAGEMENT

**REACH OUT:** Libraries reach out to families wherever they are to promote the programs, collections, and service that are vital in a knowledge economy.

**RAISE UP:** Libraries elevate family views and voices in how library programs and services are developed and carried out.

**REINFORCE:** Libraries provide guidance on and modeling of the specific actions that family members can take to support learning, reaffirming families' important roles and strengthening feelings of efficacy.

**RELATE:** Libraries offer opportunities for families to build peer-to-peer relationships, social networks, and parent-child relationships.

**REIMAGINE:** Libraries are expanding their community partnerships; combining resources and extending their range; improving children and families' well-being; and linking new learning opportunities.

SOURCE: Public Libraries: A Vital Space for Family Engagement

### Immigrant & Minority Groups

Supporting diversity and cultivating a social environment that is welcoming and inclusive are fundamental values of the Boulder community. BPL represents these values by promoting cultural competency. Through its own guiding principle, BPL promises to evolve and continually engage with the community and to develop programs and services that are relevant to the needs of immigrants and minorities. To effectively engage and evolve, BPL must remain apprised of the trends and needs of community members with diverse backgrounds.

<sup>10</sup> Lopez, M. E. M., Caspe, M., and McWilliams, L. (2016) Public Libraries: A Vital Space for Family Engagement.

www.ala.org/pla/sites/ala.org.pla/files/content/initiatives/familyengagement/Public-Libraries-A-Vital-Space-for-Family-Engagement\_HFRP-PLA\_August-2-2016.pdf

Boulder residents of Hispanic or Latinx origin increased by more than 12 percent between 2010 and 2016. Twenty-six percent of residents of Hispanic or Latinx origin are living below the Federal poverty level.

### Boulder Minority Groups Percent of Population

Hispanic or Latinx origin	9.2%
Asian alone	5.3%
Black or African American alone	1.1%
American Indian or Alaskan Native alone	0.2%
Native Hawaiian or other Pacific Islander alone	0.1%
Other race alone	0.2%
Two or more races	2.6%

SOURCE: American Community Survey 2016

### Percent of Boulder Population for which English is not the Primary Language Spoken

Children	1.5%
Adults	5.1%
Spanish	6.6%
Other Indo-European	4.7%
Asian and Pacific Island	3.3%
Other	0.7%

SOURCE: American Community Survey 2016

### Older Adults

The Boulder Community Foundation 2017 TRENDS Report states the older adults represent the fastest growing population group in Boulder County and by 2050, adults aged 65+ are projected to comprise 23 percent of Boulder County's population.

In 2014, 65 percent of adults aged 60+ who responded to the Community Assessment Survey of Older Adults, used a public library. While BPL provides a significant number of programs, services and resources that appeal to adults of all ages, BPL will have to tailor offerings to address the unique needs of members of this rapidly-growing group to be responsive. These needs are related to mobility and accessibility, supporting aging in place, and staying connected to other community members.

### Boulder Older Adult Residents At-A-Glance (65+ years of age)

POPULATION	10,811
White alone, not Latinx or Hispanic	93.7%
Latinx or Hispanic origin	2.6%
Do not speak English as the primary language	10.1%
Living in poverty	7.5%
Householder Living Alone	53.1%

SOURCE: American Community Survey 2016

# PART 2

## COMMUNITY TRENDS & NEEDS

### DEMOGRAPHIC TRENDS CONT.

#### Persons Experiencing Homelessness

The cities of Boulder and Longmont have the largest number of persons experiencing homelessness in Boulder County. According to the 2017 Point-in-Time Survey for Boulder County, seventy percent of Boulder County's total population experiencing homelessness (n=600) are any race, non-Latinx or Hispanic, and 22 percent are Latinx or Hispanic. Approximately 33 percent of respondents were families with children (n=157). Sixty-five respondents reported being unaccompanied youth. The number of chronically homeless individuals in the county was estimated to be 124 persons (n=480).

The inability to pay rent or mortgage was the most frequent contributing factor leading to homeless status. Losing a job was the second. BPL is committed to assisting Boulder's homeless community members and their families to become self-supporting and self-sufficient by improving their literacy and developing job skills. BPL is also a place for marginalized community members such as those experiencing homelessness to feel welcomed and part of the community. Further, BPL can facilitate connecting people to the information, resources and other agencies that they need to change or improve their individual situations.

## GROWTH TRENDS & AREA CHARACTERISTICS

During the past decade, more than 3,000 new housing units have been built and more than five million square feet of commercial and industrial space has been developed in Boulder. Gunbarrel and east Boulder are anticipated to show the most growth over the next decade<sup>11</sup>. North Boulder has continued to evolve to include mixed-use development along Broadway that is becoming the subcommunity's center for gathering and doing business.

#### Comprehensive Planning

The master planning effort is a key implementation strategy under the city's primary planning document, the 2015 Boulder Valley Comprehensive Plan (BVCP). As with all city department master plans, this plan takes its overall policy direction from the BVCP. The Boulder Public Library Master Plan reflects the city's commitment to provide a rich mix of cultural offerings and library services that are responsive to the needs of all populations.

<sup>11</sup> City of Boulder, 2017 Boulder Community Profile, City of Boulder  
 Item 5A – Library Master Plan Acceptance and Amendment of BVCP  
[www-static.bouldercolorado.gov/docs/2017\\_Community\\_Profile-1-201708171012.pdf?\\_ga=2.221165784.1116835863.1522077010-1720780512.1489675207](http://www-static.bouldercolorado.gov/docs/2017_Community_Profile-1-201708171012.pdf?_ga=2.221165784.1116835863.1522077010-1720780512.1489675207).

## Gunbarrel

According to the Boulder Valley Comprehensive Plan (BVCP) 2015 update, the Gunbarrel subcommunity is unique because many residents live in the unincorporated area. There is also shared jurisdiction for planning and service provision among the county, city, Gunbarrel Public Improvement District and other special districts. The commercial and industrial areas in the area have been identified for potential revitalization in previous planning efforts. The 2006 Gunbarrel Community Center Plan proposes transitioning the Gunbarrel commercial area from mostly light industrial uses to a viable and vibrant, pedestrian-oriented commercial center serving Gunbarrel subcommunity residents and workers.

This process is partially underway and includes:

- Expanding and introducing more density into the retail area,
- Adding new residential and some offices in proximity to the retail area,
- Providing more multi-modal transportation connections and making Spine Road between Lookout and Gunpark roads the ‘Main Street’ for the retail area.

Implementation of the Gunbarrel Community Center Plan will require collaboration of the public and private sectors. Business associations, such as the Gunbarrel Business Alliance, and neighborhood groups will play a pivotal role in promoting collaboration to successfully implement the plan.

### BVCP projections for the Gunbarrel Subcommunity

<b>2015 POPULATION</b>	<b>10,800</b>
Total population at projected zoning capacity	12,300
<b>2015 DWELLING UNITS</b>	<b>5,600</b>
Total dwelling units at projected zoning capacity	5,800
<b>2015 EMPLOYEES</b>	<b>12,750</b>
Total employees at zoning capacity	25,600

# PART 2

## COMMUNITY TRENDS & NEEDS

### GROWTH TRENDS & AREA CHARACTERISTICS CONT.

#### Gunbarrel Cont.

A 2016 analysis of the Gunbarrel area and the BPL accounts of patrons who reside within a two-mile radius of there was conducted using the Cengage Learning database by Experian using Census Area Projection Estimates and appending the data generated with anonymized BPL patron data. This data is parsed by postal zip code rather than the boundary of the subcommunity defined by the BVCP.

Fifty-seven percent of Gunbarrel cardholders must drive between 10 and 15 minutes, and 43 percent must drive between 15 and 20 minutes to reach the closest BPL location identified as the Meadows Branch Library. This is the furthest average travel time of any Boulder residents. Many of the BPL patrons who reside in Gunbarrel and participated in the Master Plan community survey and other engagement events expressed enthusiastic interest in getting some form of library service in the area. They view the public library as critical to creating a vital community center, a place where they can interact with their neighbors and a safe and welcoming place for children and families to learn and play. Opening a corner library in Gunbarrel is included as goal in the plan. (See the Facilities and Technology goals.)

#### Boulder Gunbarrel Area Residents At-A-Glance

POPULATION	12,057
Residents aged 65+	15.9%
Latinx or Hispanic origin	4.6%
Median age	38.5 years
Most prominent age group	55–64 years
HOUSEHOLDS	5,486
With children	30.5%
With active cardholders	32%
Speak Spanish at home	3.7%
*Annual household income \$24,999 or less	9.6%
**Annual household income \$25,000 to \$80,000	31.3%
Average annual household income	\$120,551

SOURCE: BPL-Gunbarrel Patron Profile Analysis of Top 100 percent of All Patrons within the service area. Cengage Learning. 2016 by Experian. 2016 Alteryx, Inc. | Powered by Alteryx.

\*The 2017 Federal poverty level for a family of four is annual income of \$24,600 per year.

\*\*The true cost of living in Boulder for a family of four is more than \$86,000 per year.

## North Boulder

The vision of the 1995 North Boulder Subcommunity Plan included a branch of BPL as a community center among its residential neighborhoods. Over the years, the newer mixed-use development along Broadway has become the core area of community activity with local shops and eateries.

In 1997, five new zoning districts were created to implement the design guidelines in the plan, including: a business main street zone patterned after historic 'Main Street' business districts; three mixed-use zones that provide a transition between the higher density business 'Main Street' and surrounding residential or industrial areas; and a mixed density residential zone district. Northeast Boulder (between 30th street and Airport Rd, west to east, and Valmont to Highway 119, south to north) has multiple mobile home communities and apartment complexes and is one of lowest income areas in the city.

### BVCP projections for the North Boulder Subcommunity

<b>2015 POPULATION</b>	<b>12,760</b>
Total population at projected zoning capacity	14,100
<b>2015 DWELLING UNITS</b>	<b>6,080</b>
Total dwelling units at projected zoning capacity	6,700
<b>2015 EMPLOYEES</b>	<b>4,380</b>
Total employees at zoning capacity	5,500



# PART 2

## COMMUNITY TRENDS & NEEDS

### GROWTH TRENDS & AREA CHARACTERISTICS CONT.

#### North Boulder Cont.

A 2016 analysis of the North Boulder area and the BPL accounts of patrons who reside there was conducted using the Cengage Learning database by Experian using Census Area Projection Estimates and appending this data with anonymized BPL patron data. This data is parsed by postal zip code rather than the boundary of the subcommunity defined by the BVCP.

Through a partnership with Boulder Housing Partners, the North Boulder Corner Library came to fruition in 2014. While the compact corner library was enthusiastically welcomed by the community that was eager for library services, its small size and limited resources are not able to fully meet the north Boulder community's need for library services. BPL is currently planning the construction of a full-service branch library in North Boulder to replace the NoBo Corner Library. This project is a goal in this plan. (See the Facilities and Technology goals section.)

#### North Boulder Area Residents At-A-Glance

POPULATION	16,674
Residents aged 65+	13.1%
Latinx or Hispanic origin	12.9%
Median age	41.6 years
Most prominent age group	55–64 years
HOUSEHOLDS	6,791
With children	32.2%
With active cardholders	54%
Speak Spanish at home	11.6%
*Annual household income \$24,999 or less	12.1%
**Annual household income \$25,000 to \$80,000	29.3%
Average annual household income	\$129,722

SOURCE: BPL-North Boulder Patron Profile Analysis of Top 100 percent of All Patrons within the service area. Cengage Learning. 2016 by Experian. 2016 Alteryx, Inc. | Powered by Alteryx.

\*The 2017 Federal poverty level for a family of four is annual income of \$24,600 per year.

\*\*The true cost of living in Boulder for a family of four is more than \$86,000 per year.

## East Boulder

The Boulder Valley Comprehensive Plan describes Boulder Junction as an intermodal, regional center. The City of Boulder Transit Village Area Plan guides development of the area. The plan recommends transformation of this once mostly industrial, low-density, automobile-oriented area into a more urban, higher-density, pedestrian-oriented environment with a mixture of uses, including new retail and office space and new residential neighborhoods for persons with a diversity of incomes and lifestyles.

Like Boulder's workforce, BPL has become a regional hub serving patrons from all over the region. Providing popular, convenient, commuter-friendly library service may be a natural enhancement that BPL could provide to mixed-used, higher-density areas like Boulder Junction. A kiosk-type book pick-up and return may be an attractive feature to commuters and residents in the area and may provide convenient access to other community members residing in east Boulder.

As plans progress for further development along the Arapahoe Avenue corridor between Baseline Road and Diagonal Highway and east between 33rd and 55th streets, library staff will coordinate with Planning, Housing and Sustainability to identify and assess options for future library service locations including an option to provide mobile services to the area via a bookmobile. BPL may consider providing some pop-up or pilot programs to engage with community members who reside in east Boulder along Valmont Road and in the Boulder Junction area to understand what type of library services would most benefit them.

### Boulder Gunbarrel Area Residents At-A-Glance

POPULATION	3,820
Residents aged 65+	10.4%
Latinx or Hispanic origin	20.9%
Median age	37.4 years
Most prominent age group	25–34 years
HOUSEHOLDS	1,506
With children	23.2%
With active cardholders	42%
Speak Spanish at home	15.7%
*Annual household income \$24,999 or less	13.1%
**Annual household income \$25,000 to \$80,000	37.1%
Average annual household income	\$119,932

SOURCE: BPL-East Boulder Patron Profile Analysis of Top 100 percent of All Patrons within the service area. Cengage Learning. 2016 by Experian. 2016 Alteryx, Inc. | Powered by Alteryx.

\*The 2017 Federal poverty level for a family of four is annual income of \$24,600 per year.

\*\*The true cost of living in Boulder for a family of four is more than \$86,000 per year.

## PART 3

# GOALS & COMMITMENTS

The foundational pillars of the BPL Master Plan are the vision for the next 10 years, the goals, and commitments to the community. The vision defines BPL's role in partnership with the community.

## VISION FOR THE NEXT TEN YEARS

*The Boulder Public Library serves as a centerpiece of the community, a destination for human connection, life-long learning, civic engagement, and creative exploration.*

The following guiding principles inform decisions for resource allocation, priority of implementing the goals, and evaluating recommendations for new programs or services that arise during the next 10 years.

## **GUIDING PRINCIPLES**

### **Provide Inclusive Access**

We strive to create convenient and equitable access for the community through our physical spaces, services and onsite and offsite programs. Our libraries are welcoming to all: safe, clean and well-maintained facilities.

### **Promote all Forms of Literacy**

We create opportunities for the development of literacy skills needed to understand, interpret, create, communicate, and compute in our world.

### **Foster Personal Development and Self-sufficiency**

We support life-long learning for all ages to create a more resilient community and empower individual growth.

### **Support and Sustain an Inspired, Engaged, and Informed Community**

We cultivate an informed community by providing resources and facilities to encourage civic dialogue and create a forum that connects people and ideas.

### **Form Strong Partnerships and Leverage Community Resources**

We value the work and expertise of our community, volunteers, and the Boulder Library Foundation and seek beneficial relationships that enhance the programs, services, and financial stability of the library.

### **Reach Out and Respond to Our Diverse Community**

We evolve with our community. The library will continually engage with the community to develop programs and services that are relevant to their needs.

### **Maintain High-Quality Programs and Services**

We give priority to maintaining high-quality programs and services that are impactful or have strong participation before expanding our offerings.

# PART 3

## GOALS & COMMITMENTS

### GOALS & COMMITMENTS

To be responsive to the community's needs, aspirations and its vision for BPL's future and to sustain high-quality and relevant core programs and services, several goals were developed. These reflect community input gathered through a variety of methods (Appendix B).

Community members who participated in the master planning process said that BPL is a source of community pride and a trusted source of information. In addition to the traditional role of providing free books and other resources, they defined the library as a vital civic space for people to meet and have conversation, study, hang out with their friends, and engage in fun and educational activities and cultural experiences. Having libraries in their neighborhood area builds and strengthens connections and creates a sense of community with neighbors. BPL was described as a fun and welcoming place, especially for children and youth.

It is also a place for patrons to give back to the community through volunteerism, develop literacy skills, and pursue one's love of books.



## SUMMARY OF MASTER PLAN COMMUNITY ENGAGEMENT PARTICIPATION

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2-DAY KICK-OFF LIBRARY COMMUNITY EVENT	<b>+350 participants</b>
ONLINE SURVEY	<b>1752 respondents</b>
TEN FOCUS GROUPS	<b>104 participants</b>
INTERVIEWS WITH COMMUNITY MEMBERS	<b>14 participants</b>
TWO FAMILY NEIGHBORHOOD COMMUNITY EVENTS	<b>+20 participants intercepted</b>
OPEN HOUSE COMMUNITY MEETINGS	<b>+180 participants</b>
WHAT'S UP BOULDER COMMUNITY MEETING	<b>+300 participants intercepted</b>

# PART 3

## GOALS & COMMITMENTS

### GOALS & COMMITMENTS CONT.

**The Master Plan goals are organized under four themes with individual objectives prioritized within three levels.**

**The four themes are:**

- |   |                                     |
|---|-------------------------------------|
| <b>1. Programs and Services</b>               | <b>2. Facilities and Technology</b> |
| <b>3. Building Community and Partnerships</b> | <b>4. Organizational readiness</b>  |

These goals were correlated to the City of Boulder's Sustainability Framework outcomes which articulate Boulder's vision for a great community. The projects and outcomes of each goal will be aligned with the City of Boulder's Climate Commitment<sup>12</sup> and Resilience Strategy<sup>13</sup>.

The commitments that introduce each of the four themes express the staff's and Library Commission's intentions for meeting the goals and are based upon extensive research of the community's needs and priorities, best practices, and performance benchmarks for public libraries.

The objectives for each master plan goal are categorized into three areas (maintain service levels, address community demand, service expansion) and correspond to the city's budget definitions, which are represented by columns in the tables that follow for each theme. Some goals do not have objectives or associated funding needs for each budget category. This is indicated by an "\*".

#### Maintain Service Levels = Fiscally Constrained Plan

Continue to make the most of existing resources with the primary goal of the department to maintain service level and quality. The objectives associated with maintaining service levels are essential operational changes that require limited funding to accomplish.

#### Address Community Demand = Action Plan

The objectives associated with addressing community demand are service or capital improvement that should be undertaken when additional funding is available. This includes strategically enhancing existing programs, beginning new alternative programs, addressing 2007 Library Master Plan vision plan (see below) goals that were not accomplished, or making other strategic changes that would require additional operational or capital funding.

#### Service Expansion = Vision Plan

The objectives categorized as service expansion represent new programs, services and facilities identified through community input that were not included in the previous Master Plan.

<sup>12</sup> City of Boulder. (2017) City of Boulder's Climate Commitment. Rising to the climate challenge, powering a vibrant future. [www-static.bouldercolorado.gov/docs/2017\\_Community\\_Profile-1-201708171012.pdf?\\_ga=2.221165784.1116835863.1522077010-1720780512.1489675207](http://www-static.bouldercolorado.gov/docs/2017_Community_Profile-1-201708171012.pdf?_ga=2.221165784.1116835863.1522077010-1720780512.1489675207)

<sup>13</sup> City of Boulder. (2016) City of Boulder Resilience Strategy. [www-static.bouldercolorado.gov/docs/Resilience\\_Strategy\\_Final\\_Low-Res-1-201701120822.pdf?\\_ga=2.253454016.814918035.1527203887-1720780512.1489675207](http://www-static.bouldercolorado.gov/docs/Resilience_Strategy_Final_Low-Res-1-201701120822.pdf?_ga=2.253454016.814918035.1527203887-1720780512.1489675207)



## Boulder's Sustainability Framework

The City of Boulder is continuously working to provide service excellence for an inspired future and this effort, the sustainability framework helps to provide a common language for community and City Council goals and priorities and ensure consistency. The framework uses seven broad categories as outcomes necessary for Boulder's vision of a great community. Strategies to achieve those outcomes are developed and advanced in the annual budget as well as strategic and master plans.



### Safe Community

- Enforces the law, taking into account the needs of individuals and community values
- Plans for and provides timely and effective response to emergencies and natural disasters
- Fosters a climate of safety for individuals in homes, businesses, neighborhoods and public places
- Encourages shared responsibility, provides education on personal and community safety and fosters an environment that is welcoming and inclusive



### Healthy & Socially Thriving Community

- Cultivates a wide-range of recreational, cultural, educational, and social opportunities
- Supports the physical and mental well-being of its community members and actively partners with others to improve the welfare of those in need
- Fosters inclusion, embraces diversity and respects human rights
- Enhances multi-generational community enrichment and community engagement



### Livable Community

- Promotes and sustains a safe, clean and attractive place to live, work and play
- Facilitates housing options to accommodate a diverse community
- Provides safe and well-maintained public infrastructure, and provides adequate and appropriate regulation of public/ private development and resources
- Encourages sustainable development supported by reliable and affordable city services
- Supports and enhances neighborhood livability for all members of the community



### Accessible & Connected Community

- Offers and encourages a variety of safe, accessible and sustainable mobility options
- Plans, designs and maintains effective infrastructure networks
- Supports strong regional multimodal connections
- Provides open access to information, encourages innovation, enhances communication and promotes community engagement
- Supports a balanced transportation system that reflects effective land use and reduces congestion



### Environmentally Sustainable Community

- Supports and sustains natural resource and energy conservation
- Promotes and regulates an ecologically balanced community
- Mitigates and abates threats to the environment



### Economically Vital Community

- Supports an environment for creativity and innovation
- Promotes a qualified and diversified work force that meets employers' needs and supports broad-based economic diversity
- Fosters regional and public / private collaboration with key institutions and organizations that contribute to economic sustainability
- Invests in infrastructure and amenities that attract, sustain and retain diverse businesses, entrepreneurs and the associated primary jobs



### Good Governance

- Models stewardship and sustainability of the city's financial, human, information and physical assets
- Supports strategic decision-making with timely, reliable and accurate data and analysis
- Enhances and facilitates transparency, accuracy, efficiency, effectiveness and quality customer service in all city business
- Supports, develops and enhances relationships between the city and community/ regional partners

PART 3

GOALS & COMMITMENTS

PROGRAMS & SERVICES

Commitment

BPL is committed to prioritizing its resources to offer programs, collections, and services that are vital in a 21st century knowledge economy, support families and childhood development, and respond to evolving community needs. It will do this by:

- Maintaining high-quality programs and services that are impactful or have strong participation before expanding the offerings.
- Engaging the community to gather input about program and service design and delivery on an ongoing basis.
- Providing access to information that is current, accurate, and relevant.
- Providing access to creative technology and digital resources for everyone.

Note: \* = no objective  
See definition of column headings on page 40

- Offering opportunities for creativity, personal growth, community engagement, and life-long learning.
- Providing platforms for community engagement.
- Providing platforms and programs to build early childhood and 21st century literacies for all.
- Using strategic marketing and timely information to promote awareness of programs, services, and collections.

GOAL	MAINTAIN SERVICE LEVELS	ADDRESS COMMUNITY DEMAND	SERVICE EXPANSION
Provide resources and facilities to encourage civil civic dialogue and create a forum of ideas to address local, regional and national issues.	Review results of Living Room Conversations and report from the city’s Public Participation Working Group and work in collaboration with the city’s Neighborhood Liaison and Community Engagement Committee to develop pilot program.  Conduct pilot dialogues to test community interest in this program.	Engage community to capture timely issues for discussion from the surveys, program feedback, and current events.  Determine staff and training needs and partners to support this pilot program.	Increase or reallocate personnel and non-personnel budget for this program based upon community interest.
Provide adequate resources to maintain high-quality core programs and services with strong participation in the face of growing demand.	*	Increase branch library and youth services personnel and non-personnel budget to address recent growth in demand.	*
Provide uniform service levels at the Main Library and branch libraries by increasing hours and program offerings.	*	Develop and implement a plan for the personnel budget to provide consistent open hours and program offerings within five years	*
Provide adequate resources for library collections and their maintenance.	*	Develop and implement a plan to incrementally increase the collection budget to reach \$14 per capita in 10 years.  Evaluate annually and adjust personnel budget to managed increased circulation of materials.	*

PART 3

GOALS & COMMITMENTS

PROGRAMS & SERVICES CONT.

Note: \* = no objective  
See definition of column headings on page 40

GOAL	MAINTAIN SERVICE LEVELS	ADDRESS COMMUNITY DEMAND	SERVICE EXPANSION
Increase the community’s awareness of library programs and services.	*	<p>Increase targeted marketing and social media communications to promote awareness of current programs and services.</p> <p>Evaluate annually and adjust personnel budget to address increase in programs.</p> <p>Engage a marketing consultant to assist with the development of a multi-year marketing plan with strategic goals that delineates budget resources necessary for implementation.</p>	<p>Implement plan and incrementally increase marketing budget to reach three-percent of the overall library operating budget.</p>
Activate the outside public spaces at each city-owned library facility.	<p>Develop a learning garden or urban farmers program with local partners on the grounds of city-owned library facilities.</p>	<p>Develop and implement a strategy and funding plan that includes: goals for outside spaces that support the city’s environmental sustainability goals; maintenance standards for grounds and equipment; and that identifies programs and potential partners.</p> <p>Identify and engage partners.</p> <p>Identify and obtain grant funding.</p>	*
Activate the Canyon Theater and Gallery .	<p>Assess impact to the theater and gallery spaces by tracking requests, costs, and revenues.</p>	<p>Increase personnel and non-personnel budget to meet current demand for technical support during library programs and rentals.</p> <p>Investigate options for funding a two-year pilot program to expand use of the Canyon Theater and Gallery by offering it for free to the community.</p>	<p>Identify capital funding resources needed to fully renovate the theater space and upgrade the furniture and equipment.</p> <p>Implement the two-year pilot concept plan.</p> <p>Identify and engage community partners and request personnel and non-personnel resources required.</p> <p>Partner with business and arts community members to conduct fundraising for improvements.</p>




PART 3

GOALS & COMMITMENTS

PROGRAMS & SERVICES CONT.

Note: \* = no objective  
See definition of column headings on page 40

Primary connection to the City of Boulder Sustainability Framework

-  Healthy and Socially Thriving Community
-  Accessible and Connected Community
-  Economically Vital Community
-  Safe Community

GOAL	MAINTAIN SERVICE LEVELS	ADDRESS COMMUNITY DEMAND	SERVICE EXPANSION
Expand the library materials holds service for patrons.	Evaluate use of the service annually and adjust for changes in the number of holds fulfilled.	Increase personnel and non-personnel budget to cover recent growth in demand.  Increase holds allowance on e-books.	Increase personnel and non-personnel budget to expand the holds service.
Expand maker program offerings.	Reallocate some of the current BLDG61 Makerspace hours and resources to pilot maker programs at the branch libraries and out into the neighborhoods.  Change fixed-term creative technologist position to 1 full-time standard employee to maintain current program offerings.	Evaluate branch library and eServices staffing levels to maintain program offerings that address community demand.  Increase personnel budget to maintain outreach programs.  Develop maker program expansion plan for one, three, and five- year time horizon.	*
Expand makerspace facilities at the Main Library and branch libraries.	*	Install and staff a makerspace in the North Boulder Branch Library.	Develop program, staffing and space expansion plan including spaces in new facilities. Expansion in the Main Library is dependent upon the renovation feasibility study goal in the Facilities and Technology section.  Create a financial plan that identifies capital and operating funding sources.  Identify and engage community partners.
Expand the variety of educational and cultural programs based upon community interest.	Collaborate with tweens and teens to develop a wider variety of youth-focused programs.	Increase personnel budget to engage partners and volunteers, and to assist with programs.  Expand opportunities for patrons to gain technical skills and practice speaking other languages, and to educate and demonstrate climate, resiliency, and sustainability goals to test community interest.	*

PART 3

GOALS & COMMITMENTS

FACILITIES & TECHNOLOGY

Commitment

Community members expect BPL facilities to have spaces where they can meet with others, enjoy programs, study, enjoy a view of the outdoors, and be quiet or loud. The neighborhood branch libraries are considered by many as anchors for their neighborhoods and provide convenient access to library resources. BPL is committed to providing relevant technology, safe and welcoming facilities, and fluid spaces that are adaptable to the community’s changing literacy needs. It will do this by:

- Responding to community input and use when designing new facilities or infrastructure and renovating or updating current facilities and technology.
- Managing its public technology resources to maximize quality, and making strategic decisions based on community priorities for digital inclusion and innovation.

Note: \* = no objective  
See definition of column headings on page 40

- Identifying and providing technology resources that align with community priorities to help patrons meet personal needs.
- Providing sufficient devices and internet bandwidth to accommodate user demand.
- Providing facilities that are inviting, ensuring equitable access to resources and compel community members to explore, gather, learn, and engage.
- Employing security services and technology that:
  - protect the rights, health, and safety of library patrons, staff, and volunteers;
  - ensure patrons’ use and enjoyment of the library; and
  - preserve and protect the libraries’ materials, equipment, facilities, and grounds.
- Modeling environmental sustainability in all facilities as an example for the rest of the community.

GOAL	MAINTAIN SERVICE LEVELS	ADDRESS COMMUNITY DEMAND	SERVICE EXPANSION
Open a full-service branch library in north Boulder with hours that are consistent with other branch facilities and includes a makerspace.	*	Engage community to inform the development of the program plan and select a location.  Create a financial plan that identifies capital and operating funding sources.  Identify and engage community partners.	*
Provide sufficient devices and network bandwidth to accommodate user demand in current and new facilities and to manage technology resources to maximize purchasing power and quality.	Conduct a WiFi capacity analysis to ensure adequate access is available in current facilities and to plan for right-size system in new facilities.	Expand WiFi infrastructure at select branch facilities to provide no-cost WiFi access to residents of adjacent low-income neighborhoods.  Obtain funding necessary to connect new North Boulder Branch Library to the city’s network.  Upgrade to WiFi infrastructure to address demand.	*
Provide mobile equipment, technology, and vehicles for outreach programs.	*	*	Acquire mobile equipment, technology, and vehicles and ongoing maintenance funding.

PART 3

GOALS & COMMITMENTS

FACILITIES & TECHNOLOGY CONT.

Note: \* = no objective  
See definition of column headings on page 40

GOAL	MAINTAIN SERVICE LEVELS	ADDRESS COMMUNITY DEMAND	SERVICE EXPANSION
Open a “corner library” in Gunbarrel.	*	*	Engage community to inform the development of the program plan.  Create a financial plan that identifies capital and operating funding sources.  Identify location and engage community partners.
Create a technology plan that addresses equipment, web and app design and maintenance, associated staffing levels, and staff training and skill building.	Increase personnel budget to provide library-specific technology support to patrons and staff.  Evaluate internet filtering to maintain compliance with federal law and eligibility for grant funding.	Engage a consultant and coordinate with the city IT Department to conduct a technology analysis that includes recommendations for training and increasing the personnel budget to support new technology.  Implement an incremental plan to fund personnel and non-personnel needs identified by the analysis.	*
Improve cleanliness of library facilities.	Replace carpet, paint and furniture with quality materials, surface finishes and colors that are easily maintainable.  Establish ongoing funds for the replacement of furniture in public spaces.  Implement an incremental plan to fund janitorial services and additional day porters to reach and maintain International Facilities Management Association standards within three years.	*	*
Create a facility restoration plan for the Carnegie Library for Local History.	*	Create a facility restoration and funding plan for the Carnegie Library for Local History.	Obtain funds to implement plan recommendations.
Acquire additional archival storage for Carnegie Library for Local History resources.	*	Acquire archival-quality storage for historic resources that are currently held in offsite facilities.	*



PART 3

GOALS & COMMITMENTS

FACILITIES & TECHNOLOGY CONT.

Note: \* = no objective  
See definition of column headings on page 40

GOAL	MAINTAIN SERVICE LEVELS	ADDRESS COMMUNITY DEMAND	SERVICE EXPANSION
<b>Build upon and update the library’s 2009 Facilities Sustainability Plan by conducting several studies and analyses and supporting associated funding needs.</b>	<p>Support funding of the maintenance backlog for library facilities outlined in the Facilities and Asset Management Master Plan.</p> <p>Develop a 10-year prioritized, capital needs plan and funding strategies that include:</p> <ul style="list-style-type: none"><li>• Systemwide facility enhancements to address changes with programs and service delivery</li><li>• Carnegie Library for Local History restoration,</li><li>• Mobile service equipment</li><li>• New facilities</li></ul> <p>Conduct feasibility study of the George Reynolds Branch Library facility. Study should:</p> <ul style="list-style-type: none"><li>• Identify the building’s remaining service life and feasibility of long-term use</li><li>• Provide options for renovating the facility, redeveloping the site, and relocating the services.</li></ul>	<p>Conduct a renovation feasibility study for the Main Library’s north building to assess expanding the makerspace, renovating the theater for greater flexibility, and providing more space for partners.</p> <p>Conduct a holistic energy building analysis to identify resources needed to continue to meet City’s Climate Commitment goals.</p> <p>Conduct an audit of all facilities to identify issues with ADA compliance and where facilities don’t meet CO library standards, and to identify opportunities to be inclusive to families, caregivers, parents, and all- genders.</p> <p>Conduct a sign audit and develop a plan to install clear, consistent wayfinding signs and design elements in all facilities.</p>	<p>Conduct an analysis of growth and distribution of library services in Boulder to develop a 20-year facilities build-out plan.</p> <p>Identify opportunities to partner with City of Boulder Fire Department and other departments to co-manage facilities in new locations for the library (e.g. Fire Station 3 and the Transit Village area).</p> <p>Assess the Meadows Branch Library location and options to relocate within the shopping center.</p>
<b>Address safety/security in all facilities.</b>	<p>Conduct an analysis of need and peak times to provide appropriate level of security personnel and equipment at all facilities.</p> <p>Fund additional security personnel who are trained to de-escalate disruptive situations.</p> <p>Evaluate enforcement practices of rules of conduct.</p>	<p>Evaluate design and management options (e.g. time limits) to provide amicable and equitable use of space, such as: Main Library banquette seating, Main Library public restrooms, secluded window-facing seating at the Main Library, Seeds Café. Devise standards for management of spaces that apply to all facilities.</p> <p>Conduct further analysis on cost and structure of contracting versus hiring employees for security services.</p>	<p>*</p>

Primary connection to the City of Boulder Sustainability Framework



Livable Community



Accessible and Connected Community



Healthy and Socially Thriving Community



Environmentally Sustainable Community



PART 3

GOALS & COMMITMENTS

BUILDING COMMUNITY & PARTNERSHIPS

Commitment

BPL is considered by many patrons as a community hub; a place to learn, to read, to participate in events and programs, and see their neighbors. BPL is committed to the idea that the library must build strategic partnerships to leverage community expertise to expand its program offerings in a cost-effective way and respond to the desire for more programs, opportunities to engage in meaningful, productive dialogue with their fellow community members. It will do this by:

- Supporting the community by providing opportunities and facilitation for civic engagement and dialogue.
  - Engaging in meaningful discussions, gathering input, and acting in partnership with other agencies to support community-wide growth and transformation.
  - Ensuring that affiliates such as the Boulder Library Foundation are aligned to strengthen the connections between the library and the community.
- Continuing to provide patrons with greater access to resources by collaborating with other libraries
  - Building strategic relationships with community partners to maximize public access technology resources and services provided to the community.

Note: \* = no objective  
See definition of column headings on page 40

GOAL	MAINTAIN SERVICE LEVELS	ADDRESS COMMUNITY DEMAND	SERVICE EXPANSION
Cultivate community awareness about how the library is a welcoming and inclusive public place for all and protects all patrons’ first amendment rights and privacy.	Design and implement an engaging and inclusive campaign (e.g. blog, newsletter, dialogues) on these topics (e.g. What the library means to me?).	*	*
Develop a strategic partnership plan that includes a policy definition, identifies community partners to provide programs that support Boulder’s value of being welcoming and inclusive, and that builds community resilience.	Promote community awareness of the benefit of current partnerships with the library with the goal of attracting other beneficial partners.  Reach out to potential partners to discuss needs and opportunities for partnering.  Develop strategic partnership plan that coordinates with the marketing plan (a goal in the Programs and Services section) and includes personnel and non-personnel support costs.	Increase personnel and non-personnel budget according to the recommendations of the plan.	*

PART 3

GOALS & COMMITMENTS

BUILDING COMMUNITY & PARTNERSHIPS CONT.

Note: \* = no objective  
See definition of column headings on page 40

GOAL	MAINTAIN SERVICE LEVELS	ADDRESS COMMUNITY DEMAND	SERVICE EXPANSION
Cultivate and engage the Library’s teen advisory groups.	<p>Library leadership representatives meet with the Library’s teen advisory groups to discuss their interest and opportunities for engaging teens in general.</p> <p>Library leadership solicit input and volunteerism from teens to present programs appealing to teens and younger children.</p> <p>Library leadership convene a summit of the teen advisory groups to gather feedback about how the library can best meet their needs and to discuss program planning.</p> <p>Library Commission extend an invitation to representative from each teen advisory group to attend Library Commission meetings.</p>	<p>Provide resources and opportunities for group members to cultivate civic engagement and leadership skills related to library planning.</p>	*
Cultivate relationship with patrons who are experiencing homelessness.	<p>Engage a group of library patrons who are experiencing homelessness in a dialogue to:</p> <ul style="list-style-type: none"><li>• learn how the library can better serve individuals who are homeless,</li><li>• help to cultivate a more positive public perception of persons who are homeless or transient, and</li><li>• get their input on supporting individuals to manage behavioral issues in the library.</li></ul> <p>Library Commission and staff design a community dialogue to improve the community’s perception of library safety and cultivate respect for individuals who are transient/homeless. Include patrons who have a negative perception of library safety and patrons who are experiencing homelessness.</p>	<p>Partner with patrons from the dialogue group (above), colleagues from human services organizations, and local artists to create an educational exhibit, campaign, and/or programs about the human issue of homelessness.</p>	*

PART 3

GOALS & COMMITMENTS

BUILDING COMMUNITY & PARTNERSHIPS CONT.

Note: \* = no objective  
See definition of column headings on page 40

GOAL	MAINTAIN SERVICE LEVELS	ADDRESS COMMUNITY DEMAND	SERVICE EXPANSION
Expand outreach to reach underserved communities.	<p>Develop an outreach plan that includes a policy definition of underserved communities, identifies and prioritizes strategies to expand outreach.</p> <p>Strengthen relationships with Latinx community members.</p> <p>Continue to focus on recruiting new staff members in public service and outreach roles that are bilingual and/or bicultural.</p>	<p>Create a forum for Latinx community members to directly provide input on library programs.</p> <p>Initiate an outreach campaign through the neighborhood branch libraries and youth services partners to share information about the library, identify needs, and gather input from Latinx community members about overcoming barriers to access.</p> <p>Partner with agencies that serve the Latinx community to take library programs such as STEAM into the community.</p> <p>Partner with agencies and community members to increase the number of culturally relevant programs at the library.</p>	*
Expand the volunteer services program to leverage volunteer expertise to support daily operations, programs and engagement.	<p>Conduct an annual survey of volunteers to gather ideas and assess their satisfaction with the program.</p> <p>Transition the homebound delivery program to become volunteer-lead.</p> <p>Coordinate with city’s Community Engagement Team to develop opportunities for volunteer engagement.</p>	<p>Create a volunteer advisory group to gather input on the program, appreciation and acknowledgement, and the annual survey.</p> <p>Engage volunteers and partners to conduct fundraising for making modest improvements to the Canyon Theater prior to implementation of the two-year pilot Canyon Theater and Gallery rental program.</p>	Engage volunteers and partners to supplement staffing for the Canyon Theater and Gallery rental program.
Host an annual literacy-focused festival.	*	<p>Identify and engage partners.</p> <p>Identify and obtain funding primarily through grants and donations.</p>	*

Primary connection to the City of Boulder Sustainability Framework

PART 3

GOALS & COMMITMENTS

ORGANIZATIONAL READINESS

Commitment

BPL is committed to the City of Boulder vision, “Service excellence for an inspired future.” It is important to invest resources in the professional development of the staff, to maintain fair and effective library policies that reflect library and community values, and to periodically evaluate patron satisfaction with services. It will do this by:

- Consistently fostering a healthy and effective work environment to ensure a positive patron experience.
  - Maintaining effective and sustainable library operations and procedures that provide tangible community benefits from well-planned library services, technologies, and facilities.
- Employing sufficient staff with customer service and technology skills to help patrons achieve their goals.
  - Creating and administering policies that reflect library values and priorities, are user-friendly and accessible, and are current, comprehensive, and consistent.

Note: \* = no objective  
See definition of column headings on page 40

GOAL	MAINTAIN SERVICE LEVELS	ADDRESS COMMUNITY DEMAND	SERVICE EXPANSION
Staff recruitment, training and development to maintain service excellence.	<div>Provide facilitation training so that staff may moderate community dialogue.</div> <div>Increase the temporary personnel budget to accommodate regular meeting time for staff to cross train and participate in team building.</div> <div>Provide basic workplace safety and de-escalation training to staff.</div> <div>Recruit staff members that are fluent in Spanish or are bicultural to reflect the diversity of Boulder’s population.</div>	<div>Provide opportunities for current staff members to gain Spanish language skills to better serve Spanish-speaking patrons through the tuition reimbursement program.</div> <div>Implement 1-2 technology training recommendations from the Technology Plan (a goal in the Facilities and Technology section).</div>	*
Review policies and planning documents.	<div>Conduct a review of library policies that have not been updated in three years.</div> <div>Conduct evaluation of progress toward meeting Master Plan objectives and adjust goals and objectives as needed.</div> <div>Update the 2018 Library Master Plan goals, initiatives, and associated timeline after five years.</div>	<div>Provide quarterly library use statistics on the website.</div>	*

PART 3

GOALS & COMMITMENTS

ORGANIZATIONAL READINESS CONT.

Note: \* = no objective  
See definition of column headings on page 40

GOAL	MAINTAIN SERVICE LEVELS	ADDRESS COMMUNITY DEMAND	SERVICE EXPANSION
Gather staff and community input.	Review and address results of city’s staff engagement survey.	Conduct patron satisfaction survey.	*
Identify and address opportunities to improve internal staff communication and teambuilding.	Initiate a cross-division taskforce to investigate and evaluate options with staff to improve communication.  Implement 1-2 highest priority recommendations for the taskforce.	*	*

Primary connection to the City of Boulder Sustainability Framework

 Good Governance

## PART 4

# MEASURING SUCCESS

BPL is accountable to the community for prudent management of its resources to effectively respond to community needs. BPL employs several evaluation tools and metrics to ensure that it is fulfilling its mission and role in the community and providing programs and services that make a positive impact in people's lives. These evaluation tools and metrics are also used to establish community expectations of its library, evaluate and promote quality programs and services, and to identify and justify the need for increased investment and resources.

Many measurement tools are already in place and BPL will incorporate formal review of the data gathered from them into its annual planning process. New measures will be added with the introduction of new programs and services. For new programs and services, BPL will use benchmarks, program evaluation and patron survey feedback to assess audiences served and number of participants, gauge interest, and ascertain positive impacts on the participants and the community. Analysis of the data collected from these tools informs the library's annual workplan, program and service offerings, resource allocation, budget development, and its ability to meet goals and objectives in this plan.

## EVALUATION TOOLS

Several evaluation tools are used or will be employed to gauge community interest, patron satisfaction, and quality and availability of its resources.

### City of Boulder Community Survey

The City of Boulder administers a bi-annual community survey to evaluate quality of life in Boulder and the community's satisfaction with local government services. BPL plays an important role in Boulder being a healthy and socially thriving community. Success is indicated by BPL's overall rating remaining the same or improving as compared to the previous survey.

Further, BPL contributes to the City of Boulder reaching several organizational goals that connected to the City's Sustainability Framework:

### **Livable Community**

Community Character Goal – manage growth and change, to maintain and enhance Boulder's community character and excellent public spaces and services.

- Survey results show an overall rating of 'good' or 'very good' rating for opportunities to attend arts/cultural events

### **Healthy and Socially Thriving Community**

Diversity/Inclusion/Human Rights and Social Equity Goal- promote a safe and inclusive environment for all residents to participate in civic life and access community services

- Survey results show an increase in the percentage of minority participation by program and department

Health and Well-Being Goal – promote and support programs and services that improve the physical and mental health and well-being of residents

- Survey results show an overall rating of 'good' or 'very good' rating for opportunities to attend arts/cultural events

### **Accessible and Connected Community**

Virtual Goal – Expand digital connectivity to achieve economic, environmental, and social sustainability

- Survey results show growth in the number of unique internet users at City library facilities

## **Program and Event Evaluation**

BPL invites feedback from participants during programs, events, and outreach activities to gather ideas for new offerings or to improve current offerings and to evaluate interest and demand.

## **Bi-annual Patron Satisfaction Survey**

BPL will invite the community's assessment of its performance, to gauge awareness of programs and services, to understand how they are informed of new programs, the community's priority for library programs and services, and its satisfaction with facilities and technology. A consistent overall rating of satisfactory or greater indicates success.

## **Volunteer Satisfaction Survey**

BPL will invite its volunteers and staff to participate in annual surveys to evaluate satisfaction with and effectiveness of the volunteer program.

## **Colorado Public Library Standards**

BPL will evaluate its resources and services to determine if it is continuing to meet the basic standards outlined by the Colorado State Library on an annual basis.



# PART 4

## MEASURING SUCCESS

### METRICS & STANDARDS

BPL tracks several input and output measures which it reports annually to the Library Research Service<sup>14</sup> and compares its performance to other peer public library systems in the following ways. Some of these statistics are also used in the BPL's annual report.

- Per capita and per cardholder comparison
- All operating expenditures
- Staff expenditures
- Collection expenditures
- Visits
- Circulation of materials outputs
- Staff full-time equivalent (FTE) positions per 1000 patrons served
- Staff FTE positions per 10,000 materials circulated
- Turnover rate of materials

See Appendix A for 2016 benchmark data for BPL and several peer library systems.

**BPL has identified its own standards in four fundamental areas.**

#### **STANDARD: BPL is regarded as valued resource and effective community connector**

- Collaborations or formal partnerships with other agencies such as businesses, non-profits, and community organizations. ▲
- Engagement of Latinx community evaluated using survey demographic data and comparison to census mapping data. ▲
- Latinx youth attendance at STEAM programs ▲
- Volunteer hours contributed
- Volunteers and their involvement at all levels of the organization ▲
- Volunteer opportunities available ▲
- Cumulative and individual attendance totals for programs and events (e.g. storytime, concerts, STEAM programs, etc.) ▲
- New cardholders ▲
- Literacy and outreach participants ▲
- Engagement of community members that would not otherwise participate in maker activities ▲
- Actions are aligned with the City of Boulder Resilience Strategy
- Library leadership and Library Commission engages Teen Advisory Board at least quarterly
- Programs and services are aligned with community input and use
- Internet capacity in all facilities is adequate to meet demand

<sup>14</sup> Library Research Service Research and Statistics Report Profiles. [www.lrs.org/data-tools/public-libraries/annual-statistics](http://www.lrs.org/data-tools/public-libraries/annual-statistics)

**STANDARD: BPL provides high-quality, relevant materials and resources**

- Use of new facilities is equal to or greater than current facilities of similar size and scope ▲▲
- Circulation of materials ▲▲
- Use of electronic resources ▲▲
- Website visits ▲▲
- Facility visits ▲▲
- Meeting room use ▲▲
- Hold requests ▲▲
- Computer use ▲▲
- Shelving turnaround time ▼
- Materials holds list ▼
- Waitlists for programs, classes, and tutoring sessions. ▼

**STANDARD: BPL's facilities are well-maintained, safe, and adaptable to the community's evolving needs**

- Space planning for renovated and new facilities meets ADA requirements and Colorado Library Standards
- Facilities maintenance backlog is addressed so that the condition of each facility reaches and/ or maintains a "Good" rating according to the Facilities Condition Index
- The facility build-out plan and timing are aligned with community growth
- Design, renovation, and maintenance of library facilities align with the City's Climate Commitment goals

**STANDARD: BPL maintains efficient operating practices**

- Patron use of self-check over service desk for materials circulation is 80 percent or more
- Patron use of e-payment over service desk for fee payment is 60 percent or more
- Time to shelf for returned materials is 24 hours or less

**STANDARD: BPL's operating and capital budget is financially sustainable**

- Volunteer Return on Investment ▲▲
- Funding per capita/user ▲▲
- Grants obtained ▲▲
- Sources and amounts of revenue are stable and matching demand
- Operating and capital budget is adequate to maintain service levels and support growth to address community needs
- Staff expenditures range from 60 to 65 percent of the operating budget

## PART 5

# INVESTMENT PRIORITIES & FUNDING

## CURRENT INVESTMENT STRATEGY

BPL's annual operating budget is funded by a combination of six sources within the City's financial structure. Each fund has unique revenue sources which support unique expenditures. Below are descriptions of each fund including revenue sources and expenditure categories, as well as how each fund is used during the city's annual budget process.

## ONGOING FUNDING RESOURCES

### General Fund (Sales and Use Tax)

The General Fund is the library's main funding source. All revenues and expenditures within the General Fund, of which the library's budget is a portion, must be appropriated by City Council through the City of Boulder's annual budget process. General Fund revenues that support citywide operating expenditures, including those of the library, are sourced from a combination of sales and use tax, property tax, and a variety of other taxes. Any unspent Library Department appropriations at the end of a given fiscal year fall to General Fund Balance. The library uses the General Fund allocation for personnel, facilities, supplies equipment and overhead.

### Library Department Revenues

Operating revenues that the library independently generates - fines and fees, rental income, proceeds from the sales of used books, etc. - are deposited directly into the General Fund. Operating revenues may be re-appropriated to the library at the discretion of the City Council either through the annual budget process or through the Adjustment to Base (ATB) budget process. Operating revenues are often requested for re-appropriation to the library for the purchase of library materials, to support the volunteer program, and offset overhead costs for rental of the Canyon Theater.

### Library Fund

The Library Fund is a pooled repository of revenues generated from four main sources: 1) the one-third property tax mill levy that is dedicated to the library; 2) gifts and donations given to library; 3) the proceeds from the sale of library property or assets; 4) accrued

interest on the fund balance. Both the revenues and expenditures within the Library Fund are tracked separately as many of the revenue sources, especially gifts and donations, are designated for specific purposes such as materials acquisitions or capital improvement at various library locations. The property tax revenues are less restricted and are used to support ongoing library operations and/or materials purchases. Library Administration manages the outlay of monies from the Library Fund and must appropriate both the revenue and expenditures on an annual basis through the budget process. As per article IX, section 134 of the Boulder City Charter<sup>15</sup>, expenditures of revenues from items 2 and 3 above shall be made only upon the favorable recommendation of the Library Commission. Most of the balance of this fund is comprised of donor-restricted gifts and contributions.

The Library Fund described above was established in 2016 following a voter approved city charter change. Prior to the charter change, BPL's operating budget was funded from a previous version of the Library Fund (referred to as the old Library Fund or library reserve fund). This fund, while called out separately in name, existed within the General Fund and allowed for the commingling of restricted and unrestricted revenue sources, i.e. dedicated property taxes mixed with sales and use tax transferred in from the General Fund. When the new Library Fund was established, the balance that had accumulated over the years in the old Library Fund was set aside within the General Fund to be used for future library needs.

### **Computer Replacement Fund (CRF)**

The city's Innovation and Technology (IT) Department manages the CRF. The library makes an annual contribution to the CRF based upon IT's cost projections for future replacement of computers as well as software upgrades, workstation technical support, hardware maintenance and network infrastructure maintenance. The contribution formulas are set by the city's IT Department according to industry standards. The CRF is used to fund the replacement and servicing of workstations at the library, both employee workstations and patron workstations. Printers and other peripheral computing equipment are not funded in the CRF. These items may be funded in the Equipment Replacement Fund (below) depending upon acquisition cost.

Contributions to the CRF are reflected in the library's annual operating budget. Expenditures out of the library's CRF balance are included in IT's operating budget and managed according to replacement schedules determined by IT. Any unspent annual appropriations at the end of a given fiscal year fall to CRF balance and must be re-appropriated either in the next year's budget process or through the ATB process. The library's contribution is included in the supplies, equipment, and overhead category of the Boulder Public Library Uses of Funds graph.

### **Equipment Replacement Fund (ERF)**

The city's Public Works Department– Facilities Asset Management (FAM) Division manages the ERF. The library makes an annual contribution to the ERF based upon FAM's inflation-adjusted projections for future replacement of major equipment which are based upon industry standards. These contributions are included in the library's annual operating budget. Expenditures out of the ERF are reflected in FAM's operating budget. The funds within the ERF are used at the discretion of library staff, subject to ERF policies and procedures. Any unspent funds in a given year fall to ERF balance to be used to offset future year's contributions or alternative equipment purchases. The library's contribution is included in the supplies, equipment, and overhead category of the Boulder Public Library Uses of Funds graph.

# PART 5

## INVESTMENT PRIORITIES & FUNDING

### CURRENT INVESTMENT STRATEGY CONT.

#### Equipment Replacement Fund (ERF) Cont.

Equipment must meet the following criteria to be included on the ERF:

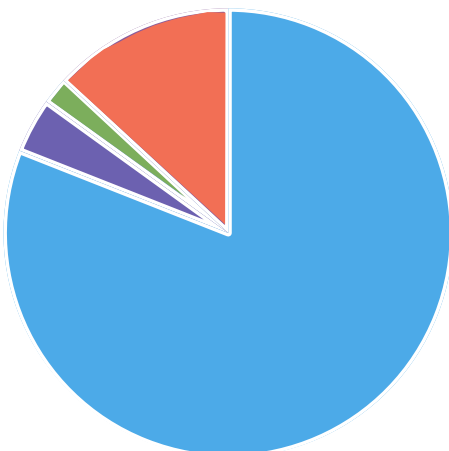
1. Tangible in nature and does not lose its identity if removed from original location
2. Have a useful life of more than one year
3. Have an original cost of at least \$5,000
  - The ERF cannot cover vehicles, buildings, building materials/machinery, fixtures, or land/land improvements.
  - Furnishings are not included in the ERF; they are funded out of the library's operating budget

#### Facility Renovation and Replacement Fund (FR&R Fund)

The city's Public Works Department– Facilities Asset Management (FAM) Division manages the FR&R Fund. The library makes an annual contribution to the FR&R Fund based upon a combination of FAM's facility capital renovation and replacement projections as well as savings for future renovation projects envisioned by library staff. These contributions are reflected in the library's annual operating budget. The funds are used at the discretion of Library Administration subject to FR&R Fund policies. Expenditures out of the FR&R Fund are reflected in FAM's operating and capital budget. Any unspent funds fall to FR&R Fund balance to be programmed for future use. The FR&R Fund is used specifically for major maintenance, renovation, and replacement of capital facilities and equipment and is defined according to the following criteria:

1. Maintenance: maintenance of existing building systems or components where the cost exceeds \$3,000 per repair
2. Renovation: replacement of 50 percent or more of a building system or component
3. Replacement: replacement of 100 percent of a building system or component

HVAC (heating, ventilation, and air conditioning) and fixtures are included in FR&R.

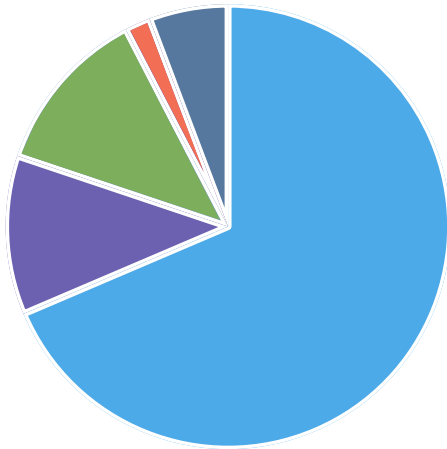


#### 2017 BOULDER PUBLIC LIBRARY SOURCES OF ONGOING FUNDS

Total \$7,911,425

Property Tax | \$1,037,326, 13%  
 Library Department Revenues | \$153,000, 2%  
 Grants & Donations | \$314,491, 4%  
 General Fund (Sales and Use Tax) | \$6,406,608, 81%

SOURCE: 2017 City of Boulder Budget



## 2017 BOULDER PUBLIC LIBRARY USES OF FUNDS

Total \$7,960,964

Programs & Outreach | \$458,300, 6%  
 Facilities | \$148,978, 2%  
 Collections | \$972,787, 12%  
 Supplies, Equipment & Overhead | \$921,225, 11%  
 Personnel | \$5,459,673, 69%

SOURCE: 2017 City of Boulder Budget

## CAPITAL AND ONE-TIME FUNDING RESOURCES

There are several sources of funds restricted for the library use. These funds may be used for one-time projects and capital needs and may have specific restrictions for how they may be expended.

### Capital Development Fund

The city's Public Works Department– Facilities Asset Management (FAM) Division manages the Capital Development Fund. The Capital Development Fund is funded with past balances of Capital Development Excise Taxes as well as ongoing collection of Impact Fees. In 2010, the city shifted away from collecting Development Excise Taxes in favor of collecting Impact Fees. These fees are assessed on commercial and private development projects and are to be used to fund capital expansion of municipal facilities necessary to support growing demand for city services. The recipient departments of Capital Development Excise Tax and Impact Fee funding are: Transportation, Parks and Recreation, Police, Fire, Human Services, and BPL. Capital Development Funds are programmed and spent at the discretion of FAM in conjunction with staff within the recipient departments. The Capital Development Excise Taxes and Impact Fees collected on behalf of the library can only be spent on capital facility expansion and materials expansion.

### Blystadt-Laesar House Proceeds

The library has proceeds from the sale of the Blystadt-Laesar House at 1117 Pine St. sitting in a restricted account within the General Fund. The house was purchased in late 1986 to supplement the archival storage needs of the Carnegie Branch Library. After the purchase, the house was determined to be inadequate for its intended use, and when it was sold in 2002, the intention was to use sale proceeds to fund other archival storage options such as digitization.

Library Fund	\$533,000
Library Fund Reserve	\$1,400,000
Library FR&R Fund	\$372,000
Development Excise Tax	\$166,000
Impact Fees	\$1,018,000
Blystadt-Laesar House proceeds	\$255,000

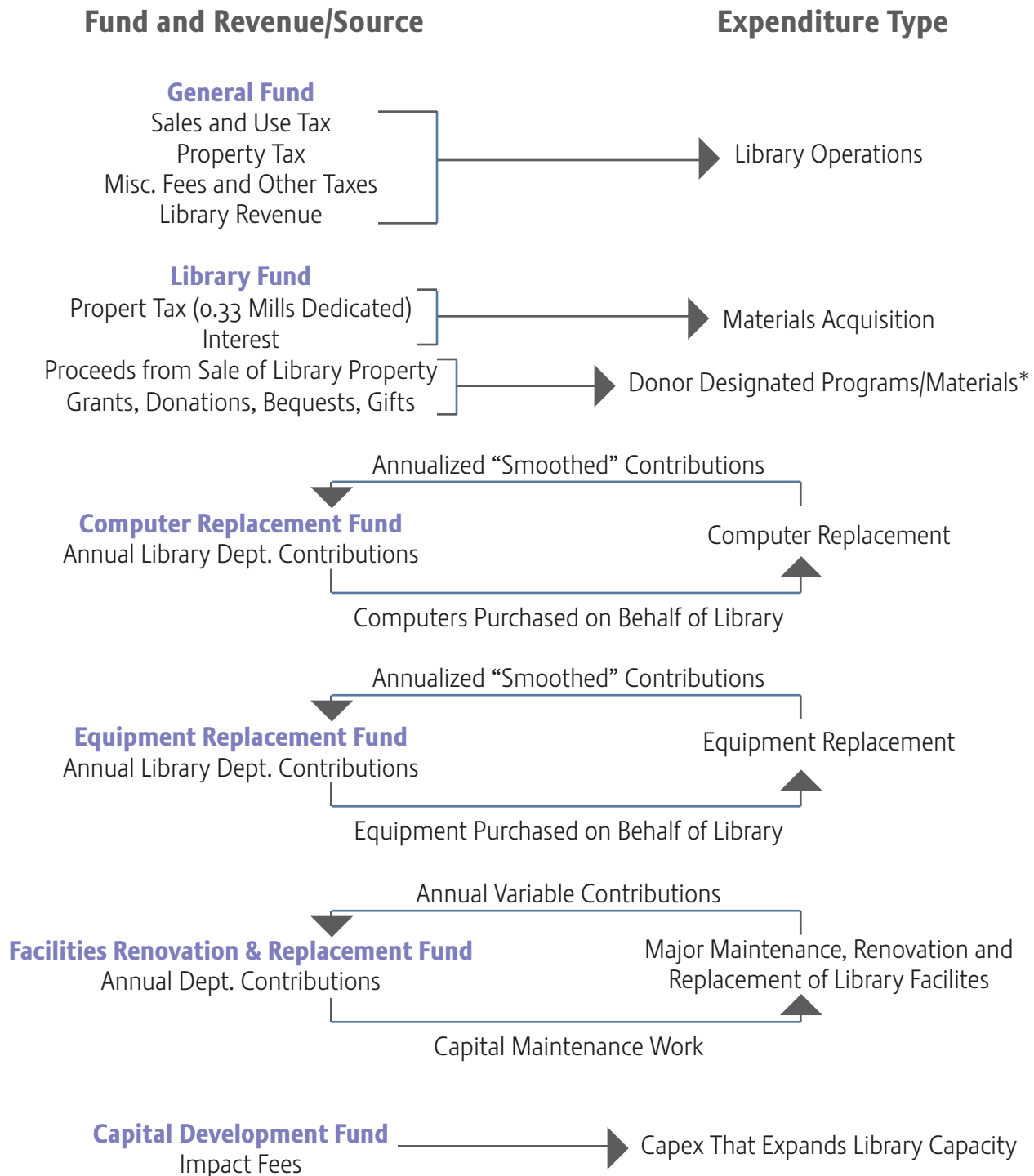
### Estimated Balances\* of Funds Designated for Library Use

\*As of May 2018, with allocations for 2018 projects (North Boulder Branch Library, Main Library Restroom Renovation, and Carnegie Library for Local History digitization project) deducted.

# PART 5

## INVESTMENT PRIORITIES & FUNDING

### LIBRARY DEPARTMENT FUNDING STRUCTURE



\*Budgeted expenditures require favorable recommendation from the Library Commission

Item 5A – Library Master Plan Acceptance and Amendment of BVCP



## Community Partnerships, Collaborations, and Volunteer Support

Annual support for library programs comes from the community's donations through the Boulder Library Foundation (BLF). BLF's board of directors determines the amount of funding to commit to BPL each year for programs. Since 2015, the BLF has committed \$250,000 annually for programs and events. In addition to ongoing support of most programs and events offered by the library, BLF regularly invests one-time funds to help implement capital project like the BLDG 61 Makerspace and the north Boulder branch library. Library staff also regularly applies to other grant agencies to supplement funding for programs and the collection.

The value of the formal partnerships and community collaborations is difficult to quantify as there are tangible and intangible benefits from both. Partnerships and informal collaborations allow BPL to leverage its resources to increase positive impact and benefit of its programs and services to the community. Likewise, contribution from volunteers is invaluable to BPL's success. As mentioned in the accomplishments during the past decade, volunteers contribute their time and talent at the library for the community. Their efforts allow the library to maintain quality collections, present engaging programs, and take library services into the community. BPL will continue to offer meaningful opportunities for volunteerism and cultivate mutually-beneficial collaborations and partnerships to make the most of its resources to benefit the community.

## Capital Assets

BPL provides programs and services in five facilities throughout the city. The Carnegie Library for Local History, the George Reynolds Branch Library, and the Main Library are city-owned facilities and the Meadows Branch Library and the NoBo Corner Library are rented facilities. The following table shows the growth of BPL from 1907 through 2017.

YEAR	PROJECT	PROJECT SQUARE FOOTAGE	TOTAL CUMULATIVE SQUARE FOOTAGE
1907	Carnegie Library (original main library)	4,000	4,000
1961	Main Library on Canyon Blvd	23,899	27,899
1968	George Reynolds Branch Library	4,070	31,969
1974	Main Library (middle addition)	14,680	46,649
1986	Blystat-Laeser House annexed to Carnegie Library	1,100	47,749
1990	Meadows Branch Library	7,800	55,549
1992	Main Library (south addition)	53,585	109,134
1994	George Reynolds Branch Library addition	5,580	114,714
2002	Blystat-Laeser House sold	(1,100)	113,614
2014	NoBo Corner Library	570	114,184

# PART 5

## INVESTMENT PRIORITIES & FUNDING

### FUTURE INVESTMENT STRATEGY

During the past ten years, several staff organizational changes have been made to improve efficiency, place a greater focus on customer service and increase program offerings including adding the NoBo Corner Library location and the BLDG 61 Makerspace at the Main Library. Hours open to the public increased 15.5 percent, and circulation of materials by 32 percent. Cardholders also increased by 76 percent and program attendance by 64 percent. In the same time frame, staffing was reduced from 79.45 to 75.5 FTE, an overall five percent decrease, and 17 percent decrease per population served. Meanwhile, the operating revenue increased 3 percent (adjusted for inflation). The table below summarizes the input and output measures that BPL tracks annually.

#### Summary of Change in Annual Input and Output Measures from 2006–2016

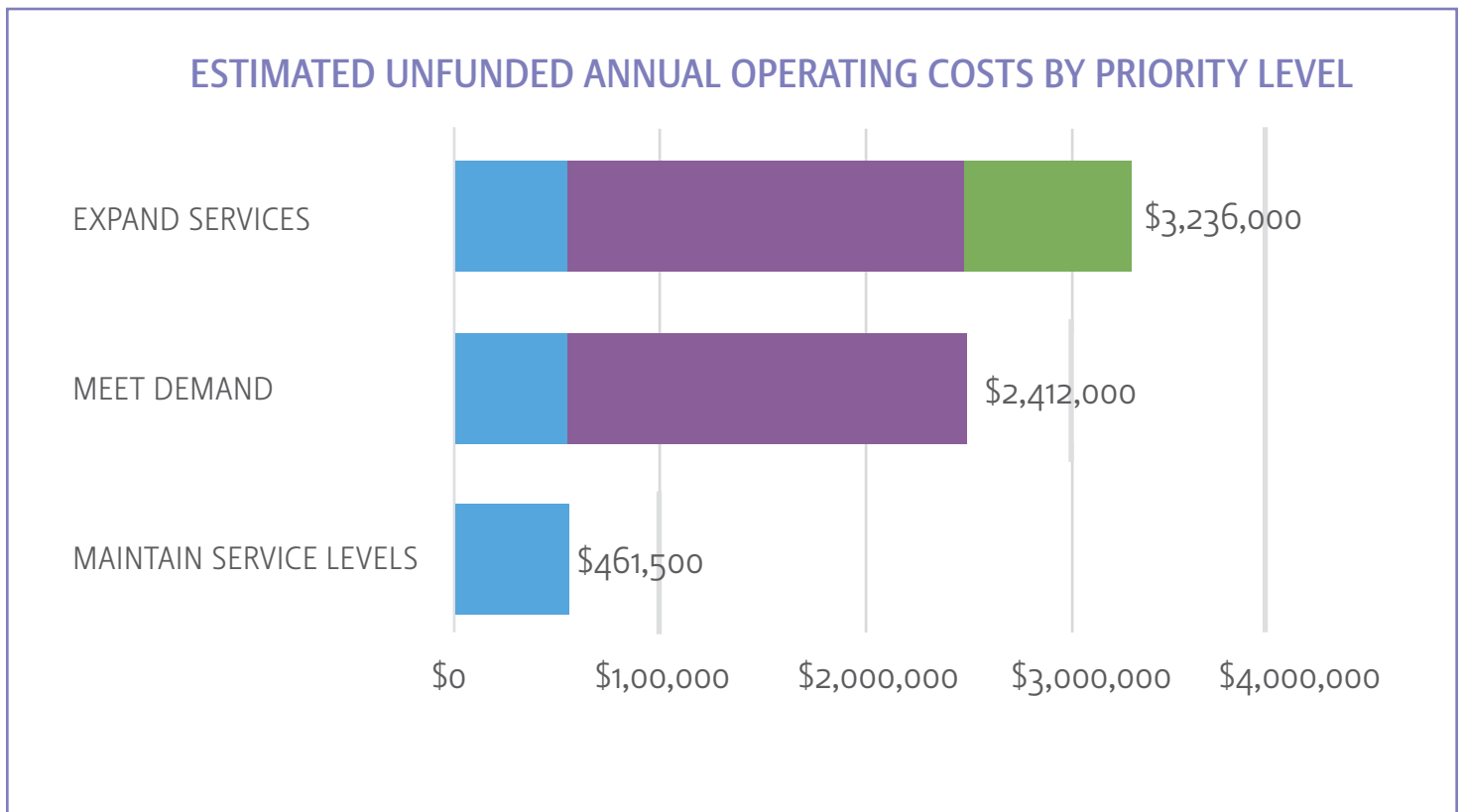
INPUT MEASURE	2006	2016	PERCENT CHANGE
Total operating revenue	\$5,976,844	\$7,512,839	+25%, [3%]*
Staff FTE	79.45	75.5	-5%
Total expenditures per capita	\$61.61	\$71.42	+16%, [-5%]*
Staff expenditures per capita	\$43.56	\$47.39	+9%, [-12%]*
Staff expenditures as percent of total operating expenditures	71%	66%	-5%
Hours open to the public	10,724	12,378	+15.5%
OUTPUT MEASURE	2006	2016	PERCENT CHANGE
Total circulations	1,109,619	1,473,520	+32%
Staff per 10,000 circulations	0.72	0.51	-29%
Total cardholders	79,485	140,607	+76%
Cardholders as percent of the population	82%	131%	+59%
Staff per 1,000 served	0.82	0.7	-17%
Total program attendance	62,211	102,072	+64%
Program attendance per 1,000 served	638	951	+50%
Summer of Discovery program participants	428	3018	+598%

Item 5A – Library Master Plan Acceptance and Amendment of BVCP

Staff workload has reached capacity and additional investment is needed to:

- Maintain current service levels and quality;
- Address growth in library use that has occurred since the 2014 Main Library Renovation and emphasis on core youth-focused programs such as storytime and STEAM programs; and
- Address patron requests for expansion of facilities, programs and services.

High-level cost estimates have been determined for implementing the Master Plan goals. Over the next 10 years, it is estimated that \$3 to \$3.5 million in funding is needed for ongoing annual operating costs and up to \$6 million is needed to fund one-time and capital needs. These costs are grouped, additive by budget priority level (maintain service levels, address community demand, service expansion) and shown in the graphs below.



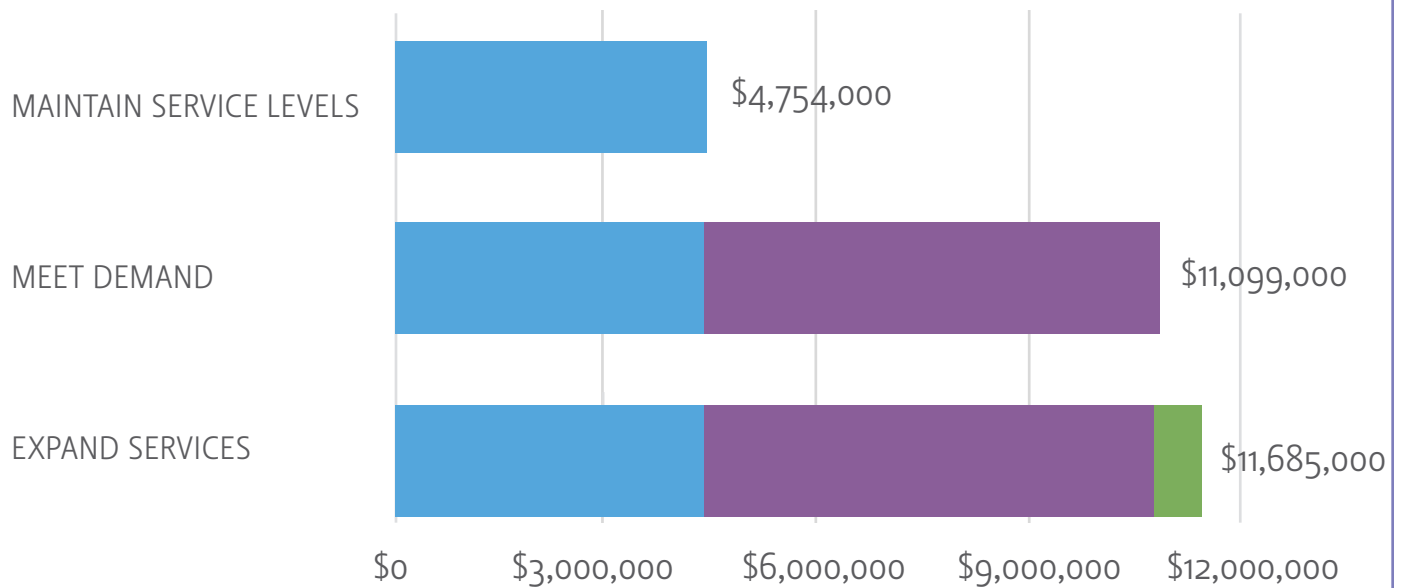
Funding for these operating costs is needed to accomplish the master plan goals. This funding would be in addition to the library's current annual operating budget which is approximately \$8 million in 2018.

# PART 5

## INVESTMENT PRIORITIES & FUNDING

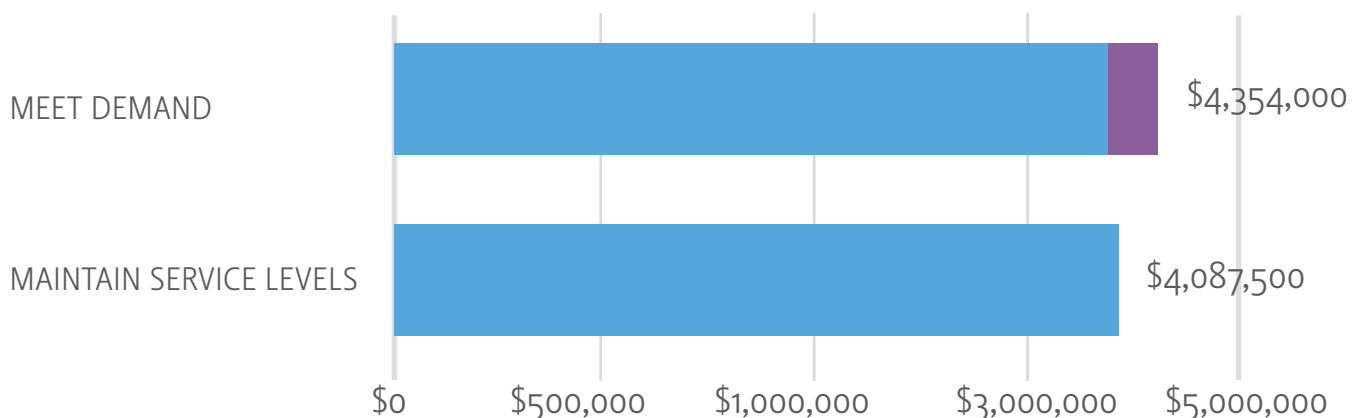
### FUTURE INVESTMENT STRATEGY CONT.

#### ESTIMATED FUNDED AND UNFUNDED ONE-TIME AND CAPITAL NEEDS BY PRIORITY LEVEL



Removing one-time and capital cost estimates that may be funded by the Library Fund, Library Fund Reserve, Library FR&R Fund, Development Excise Tax and/or Impact Fees, the unfunded one-time and capital cost estimates are shown in the graph below. The \$3.7 million library facilities maintenance backlog represents the largest portion of these unfunded needs. An estimate for the renovation of the Main Library north building is pending a renovation feasibility study and is not included in the totals. That cost will be prioritized as Expand Services when it is known.

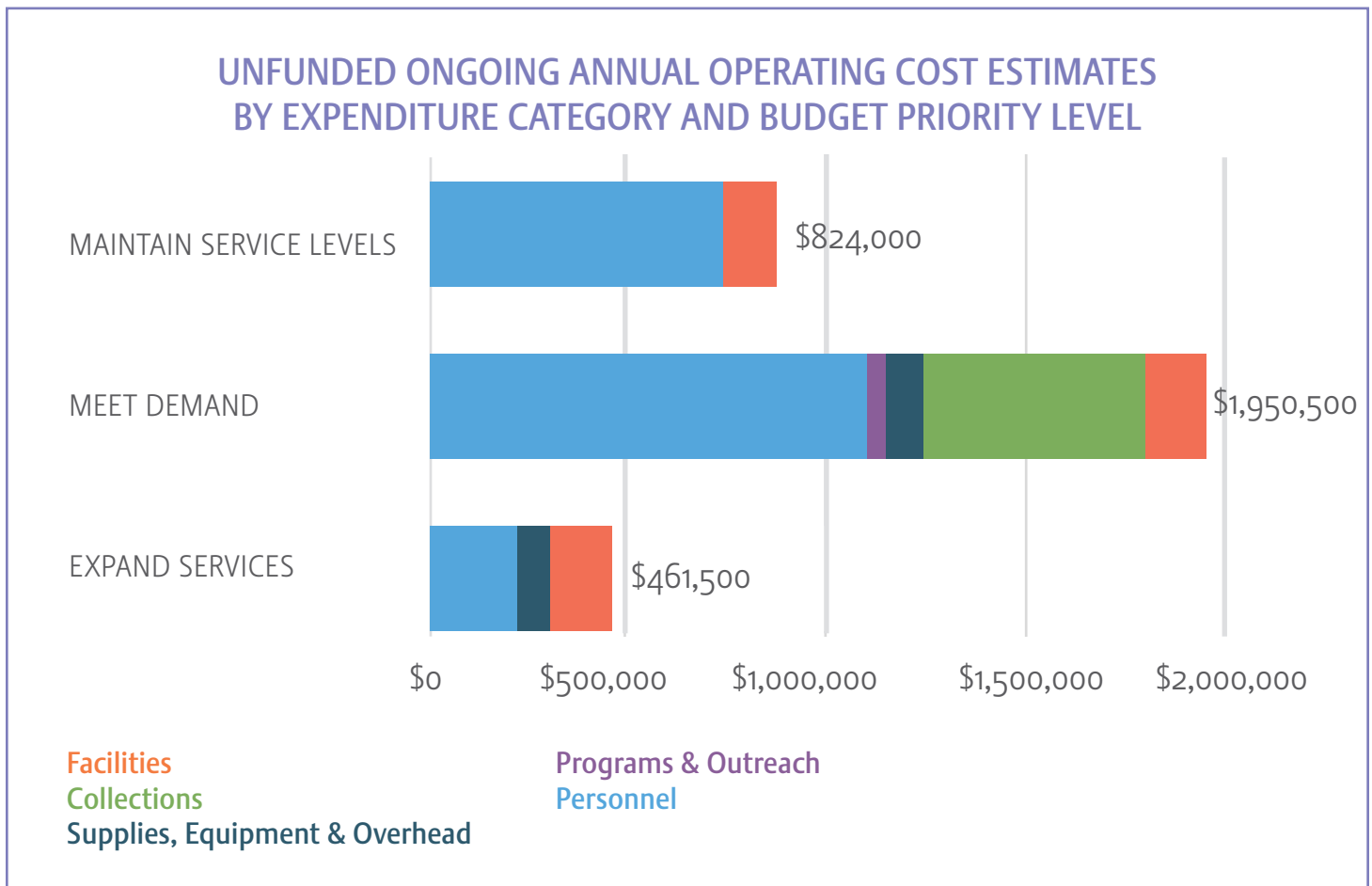
#### ESTIMATED UNFUNDED ONE-TIME AND CAPITAL NEEDS BY PRIORITY LEVEL



To show the investment by expenditure area, the ongoing operating, and one-time and capital costs are organized by the following broad categories:

- Personnel
- Programs and outreach
- Supplies, equipment and overhead
- Collections
- Facilities

In these graphs, the budget priority levels are not shown as additive.

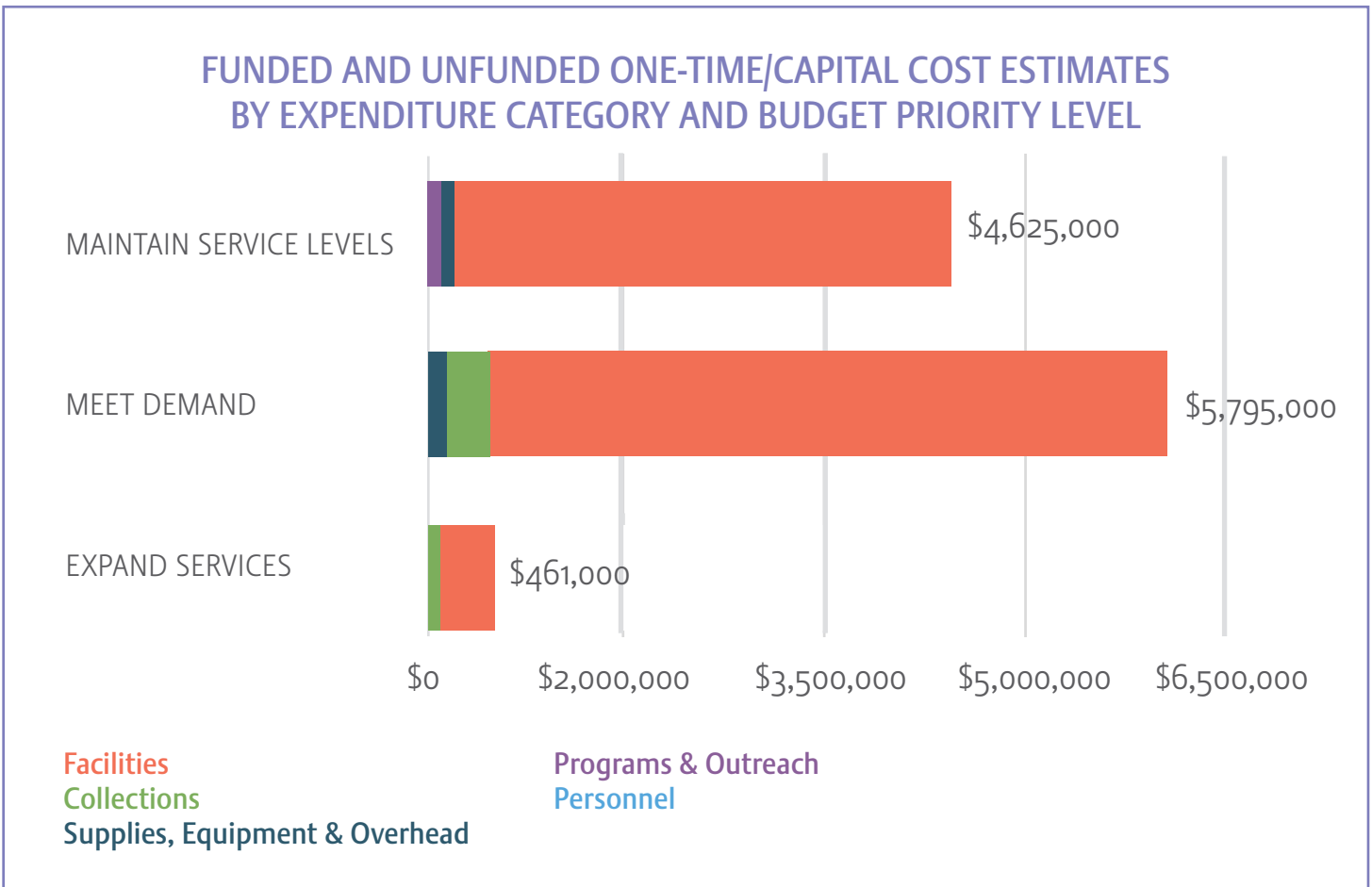


Ongoing facilities costs include security services funded by the library's operating budget. They also include ongoing facilities costs that are managed by FAM for janitorial services and catch up funding for Operation and Maintenance, Major Maintenance and Renovation and Replacement funding (\$63,000) which are currently underfunded.

# PART 5

## INVESTMENT PRIORITIES & FUNDING

### FUTURE INVESTMENT STRATEGY CONT.

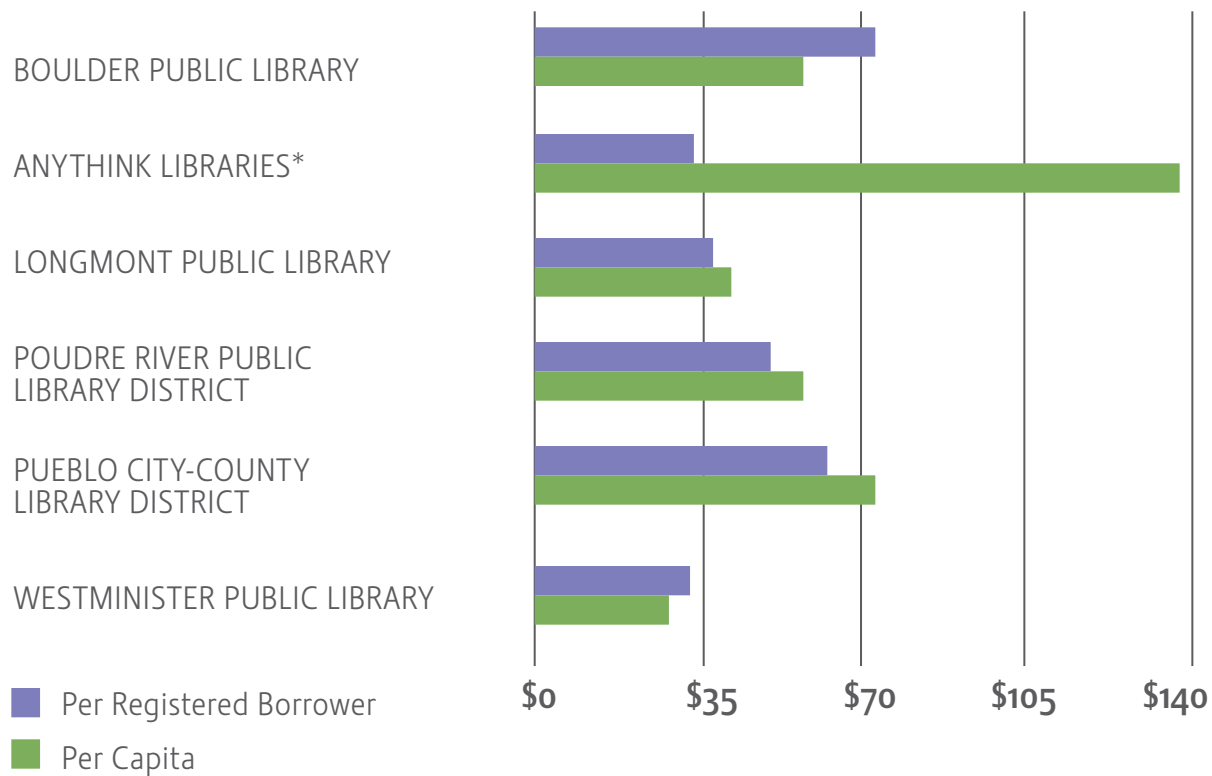


These cost estimates include addressing the current facilities maintenance backlog (\$3.7 million in Maintain Service levels) which is unfunded, the north Boulder branch library construction (\$6.2 million in Meet Demand) which is primarily funded from the Community, Culture, and Safety Tax, and the Main Library restroom renovation (\$650,000 in Maintain Service Levels) which is funded by the old Library Fund reserve. The facilities and collection cost estimate for the Gunbarrel Corner Library represents the total for Expand Services.

## FINANCIAL SUSTAINABILITY

Most public libraries measure funding and count metrics on a per capita basis. In comparison to other public libraries in Colorado, BPL ranks in the upper third for per capita funding (Appendix C). However, evaluating performance on a per capita basis does not accurately represent actual use. Further, evaluating or basing funding solely on a per capita basis does not address the impacts of use by patrons that reside outside of the legal service area. Boulder is a regional hub for employment and for library use. No library system of BPL's size has a similar, disproportionate number of cardholders in relation to population. Most Colorado libraries with even remotely similar user bases are mountain resort towns (Appendix D). If library funding and metrics are analyzed per registered user (cardholder), BPL drops down into the lower third in funding for Colorado.

### COMPARISON OF OPERATING EXPENDITURES



\*A Revolution of Rangeview Libraries, Adams County, CO | SOURCE: Library Research Service – 2016 Colorado Public Library Statistics

If library funding is measured based upon the number of people that use the system, instead of the legal service area population, BPL would need an increased funding level of more than 33% or approximately \$4 million per year to achieve funding levels equivalent to that of the Denver Public Library or to meet the average funding levels for medium or large libraries on Colorado's Front Range.

The Library is committed to:

- Serving the community well, implementing a budget strategy that provides appropriate funding with transparent administration;
- Efficiently managing community resources to provide high-value services through the effective stewardship of public funds;
- Developing a ten-year library capital needs plan and funding strategy;
- Maintaining the current assets to meet industry standards; and
- Securing funding sources that will provide financial sustainability and resources to address evolving community needs and priorities.

BPL staff and Library Commission will work in collaboration with the City Manager's Office and the City Council to identify, evaluate the options, select and implement a financial strategy to maintain service levels, meet community demand, and expand services to address future community growth. BPL is fortunate to have the community's support. Seventy-two percent of respondents to the library master plan community survey indicated they would "support" or "strongly support" increasing their taxes to pay for library services. Further investigation is needed to understand the best option to obtain increased and stable funding for the library.



# PART 5

## INVESTMENT PRIORITIES & FUNDING

### OPTIONS FOR INCREASED MUNICIPAL FUNDING

Funding the Master Plan goals represents a significant financial investment estimated to be as much as a \$20 million total increase in costs to the city budget over five years – approximately \$3 to \$3.5 million in annual ongoing operating costs and \$1 million in annual unfunded one-time and capital expenses. Additional revenues will need to be secured in addition to the current-level of annual appropriations from the General Fund to fund library needs. Capital projects are reviewed and considered in the Capital Improvement Program (CIP) that is part of the city's annual budget process.

The following options to increase municipal funding for BPL assume that the current level of budget support provided from the General Fund remains constant, approximately \$6.4 million annually, unless otherwise indicated. The two major sources of general fund revenue are sales and use tax and property tax. Sales and use tax is a volatile revenue source while property tax is a more stable revenue source.

#### Reallocate Current City Funds

To keep the city's budget balanced, a change in the allocation of resources requires moving currently allocated resources from one program or service to another. If the decision is made to reallocate current General Fund resources from other general fund programs to the library, it would require a reduction in other general fund city services (fire; police; parks and recreation; and city support services such as finance, Human Resources, Planning, Housing and Sustainability, Public Works, and the City Manager's Office). The changes would be accomplished through the annual budget process. The actual impact on current programs would be known once the budget trade-offs were proposed.

#### Request Voters Dedicate an Additional Increment of Sales Tax for the Library

Proposals for a sales tax increase require an ordinance from City Council prior to putting the proposed changes to a vote. The current sales and use tax rate in the city is 3.86 percent. There is an additional 0.15 percent tax on prepared food only and the revenue is dedicated to the Boulder Visitors and Convention Bureau. Each one-tenth of a cent increase in sales and use tax currently generates approximately \$3.3 million annually. When fully implemented, the master plan costs are estimated to require an increase of 0.12 percent in sales and use tax. This would increase the city sales and use tax rate to 3.98 percent (4.13 percent on prepared foods). See the Regional Sales and Use Tax Rates table below for comparison to other cities in the region.

#### Request Voters Dedicate a New Property Tax for the Library

Proposals for a property tax increase also require an ordinance from City Council prior to putting the proposed changes to a vote.

#### Option 1: Reallocate current city property taxes to dedicate a greater share to library services.

Article IX, section 134<sup>16</sup> of the City Charter includes language specifying the library's current portion of city property taxes. Even though reallocating current property taxes would not result in an overall increase, this part of charter would need to be amended by the voters to dedicate more of the current mill levy for library purposes.

<sup>16</sup> The Charter of the City of Boulder, Article IX, section 134: [http://library.municode.com/co/boulder/codes/municipal\\_code?nodeId=THCHBOCO\\_ARTIXADCO\\_LICO\\_S134LIFU](http://library.municode.com/co/boulder/codes/municipal_code?nodeId=THCHBOCO_ARTIXADCO_LICO_S134LIFU)

## Option 2: Request voters increase the city property tax mill levy and dedicate the amount needed to fully fund library services.

In addition to City Charter article IX, section 134 specifying the share of city property taxes dedicated to the library, article VI, section 94<sup>17</sup> imposes a 13-mill cap on the total property tax that can be levied by the City. Increasing the cap and dedicating the amount needed to fully fund library services requires voter-approved changes to both articles in the City Charter. Once approved by the voters, budget reallocations to distribute the current sales and use tax revenues that are appropriated to the library could occur during the annual budget process or via a supplemental appropriation.

New library master plan program costs will occur over several years and the increase in the property tax mill levy could be phased in to correspond to the implementation of the new services. An increase in the overall mill levy allowed by the charter would support library needs and could allow the city additional headway to fund other city projects in the event other needs arise in the next decades.

### Regional Sales and Use Tax Rates

CITY	LOCAL PERCENT TAX RATE	TOTAL PERCENT TAX RATE	LOCAL TAX RATE IF COB INCREASED .12 %
Broomfield	4.15	8.15	4.15
Boulder	3.86	8.845	3.98
Fort Collins	3.85	7.30	3.85
Denver	3.65	7.65	3.65
Lafayette	3.50	8.485	3.50
Louisville	3.65	8.635	3.65
Arvada	3.46	8.21	3.46
Longmont	3.53	8.515	3.53
Golden	3.00	7.50	3.00
Loveland	3.00	6.45	3.00

SOURCE: 2018 Colorado Department of Revenue – Taxation Division.  
Total rate may be different in city in more than one county.

<sup>17</sup> The Charter of the City of Boulder, article VI, section 94, [http://www.municode.com/codes/boulder/codes/municipal\\_code?nodeId=THCHBOCO\\_ARTIXADCO\\_LICO\\_S134LIFU](http://www.municode.com/codes/boulder/codes/municipal_code?nodeId=THCHBOCO_ARTIXADCO_LICO_S134LIFU)

# PART 5

## INVESTMENT PRIORITIES & FUNDING

### Some Advantages and Challenges of the City Retaining Governance of the Library System and Increasing and/or Reallocating Tax Revenues

ADVANTAGES	CHALLENGES
Library receives internal services from Innovation Technology, Human Resources, City Attorney's Office, City Manager's Office, Facilities and Finance.	Library must compete with other city priorities for the portion of its budget that is not dedicated.
Diversified revenue streams balance economic volatility.	
The city can ask the voters to lift the caps imposed by the Taxpayer Bill of Rights (TABOR) Amendment <sup>18</sup> or "de-Bruce".	State budget limits and constitutional limits, such as TABOR and the Gallagher Amendments apply to library districts. The effect of the Gallagher Amendment means a disproportionate amount of property tax is placed on commercial property. "De-Brucing" requires voter approval.
City of Boulder general fund contribution of approximately \$7 million annually (2018) generated from sales tax revenue would no longer need to be used to support the library.	Sales and use taxes are not a stable form of revenue and are regressive.
In general, property tax is a stable form of revenue.	Raising the mill levy cap on property taxes must be approved by the voters.
	Increase the rates for sales and use or property taxes must be approved by the voters.
	Campaign and election process requires time and monetary resources.
	Property taxes are subject to periodic property devaluations that could result in service reductions.

<sup>18</sup> Taxpayer Bill of Rights (TABOR) Amendment passed in 1992. TABOR prohibits any tax increase without a vote of the people. In addition, TABOR places strict limits on how much revenue the state can keep and how much it can spend.

<sup>19</sup> Gallagher Amendment passed in 1982, was designed to maintain a constant ratio between residential property tax revenue and business property tax revenue. The effect of Gallagher was to reduce the assessment rate (the percent of property value that is subject to taxation) whenever statewide total residential property values increased faster than business property values.

## LIBRARY DISTRICT FUNDING & GOVERNANCE

Another option to increase library funding would be to form a library district. Library districts are the most common form of governance and funding for libraries in Colorado. **One third of BPL cardholders reside outside of Boulder city limits.** Forming a library district would capture funding from residents outside the city limits that the library serves. See the following appendices for information related to forming a library district.

- A summary of the cities and counties where current BPL cardholders reside - Appendix E.
- A map of current BPL patron households within the Boulder Valley Comprehensive Plan area and outlying areas - Appendix F.
- A map of Colorado library jurisdictions - Appendix G.

A library district is a local entity other than a county, municipality, township or school district that is authorized by state law to establish and operate a public library as defined by the National Center for Education Statistics. It has sufficient administrative and fiscal autonomy to qualify as a separate government entity. While special districts such as fire and water and sewer districts are grouped together and governed by title 32 under Colorado law, libraries are a distinct form of district and governed in Colorado by title 24. Fiscal autonomy of libraries requires support from local taxation dedicated to library purposes (e.g., a library tax). The residents within the boundaries of the district must produce a majority vote in favor of being included in the district and must approve any new or increased library taxes within the district boundaries.

If a library district is formed to include only the city limits, the City Council would appoint a library district board. If a library district's boundaries include areas outside of the city limits, City Council will coordinate with the County Commissioners to appoint the board members. This board would then function independently of the city government, with primary responsibilities of hiring a library director, approving expenditures and overseeing all district strategy and accountability for operational efficiencies. The district would assume responsibilities for all administrative functions (human resources, finance, facilities management, insurance, employee benefits and retirement, etc.) or choose to contract with the city or other entities to provide these services. All library employees would become employees of the district.

The City Council and Library Commission would consult the Boulder Valley Comprehensive Plan and work with Boulder County commissioners to identify district boundaries which would include areas of unincorporated Boulder County that do not have adjacent areas with other entities providing municipal or district library services. See Appendix H for a map of areas to possibly include within a library district.

The first year of transition to a district is complicated and would require a large commitment from the board and staff. There are several transition costs and ongoing costs that would have to be negotiated by the district and the city and county. These costs include: election costs, facilities insurance, employee benefits, Public Employee Retirement Association pension liability for all district employees, facilities maintenance, communications, Information Technology services and maintenance, Human Resources and legal services.

The Colorado State Library website has information about Colorado Library Law and other state laws that impact libraries, and legal documents for library districts in the state. These resources provide examples and guidance for forming and administering a library district.

# PART 5

## INVESTMENT PRIORITIES & FUNDING

### Some of the Advantages and Challenges of Forming a Library District

ADVANTAGES	CHALLENGES
Funding is secured directly from dedicated tax revenues rather than competing with other city or county departments.	Introduction of a new tax that requires voter approval.
A library district can ask the voters to lift the caps imposed by the Taxpayer Bill of Rights (TABOR) Amendment or “de-Bruce”.	Campaign and election process requires time and monetary resources.
The 0.333 property tax mill levy for Boulder property owners to fund libraries may be rescinded. More investigation is required to determine this.	State budget limits and constitutional limits, such as TABOR and the Gallagher Amendments apply to city government. The effect of the Gallagher Amendment <sup>19</sup> means a disproportionate amount of property tax is placed on commercial property. “De-Bruce” requires voter approval.
City of Boulder general fund contribution of approximately \$7 million annually generated from sales tax revenue would no longer need to be used to support the library.	Funding is restricted to property taxes which are subject to periodic property devaluations that could result in service reductions. In the event of a downturn in the assessed property values, there is usually a one or two-year delay in property tax collections to plan how to address any decreased revenue.
A single purpose district can enhance accountability to the taxpayers and organizational focus.	The administrative costs the district would have if it entered into direct charge agreements with any of the city’s internal service departments or external vendors could be approximately 15% higher than the overhead costs for these services that are currently covered by the city.
Debt can be issued to fund capital projects, but funding received is not solely restricted to capital costs.	The district would assume approximately \$5.5 million in unfunded net pension liability and all associated employer contribution requirements.
Budgeting is more nimble and responsive to the needs of the community. Unspent annual budget can be retained for future years.	
Responsibility for community assets including facilities and the library collection are directly maintained and invested in by the district at the direction of the board and remain in service to the community.	

## PART 6

# IMPLEMENTATION

Guided by the new mission, vision and guiding principles, BPL will implement this Master Plan through an annual planning process. It will measure its success by employing several evaluation tools including input from the community to determine the effectiveness of its programs and services and its ability to meet the standards outlined in Part 4 of this plan.

BPL's annual planning process will begin prior to formation of the annual budget request. The Library Commission will be consulted on each step of the process which includes:

1. review of the Master Plan;
2. review of accomplishments and success measures of the initiative for the past year as well as the status of initiatives that were not completed;
3. review and priority of the potential initiatives for the upcoming three years along with preparation of adjusted cost estimates;
4. development of the annual budget request, policy issues, and success measures for initiatives planned for the upcoming year;
5. mid-year adjustments in the current year plan and the three-year action plan as needed to make the most effective use of resources.

This approach will ensure that the Boulder Public Library Master Plan is a living document used to improve the library system in a way that reflects the community's goals well into the future.

# APPENDIX: A

## BENCHMARK COMPARISON

	BOULDER PUBLIC LIBRARY	ANYTHINK LIBRARIES	LONGMONT PUBLIC LIBRARY	POUDRE RIVER PUBLIC LIBRARY DISTRICT	PUEBLO CITY- COUNTY LIBRARY DISTRICT	WESTMINISTER PUBLIC LIBRARY <sup>2</sup>	ANN ARBOR DISTRICT LIBRARY <sup>4</sup>	AUSTIN PUBLIC LIBRARY <sup>5</sup>	CLEVELAND HEIGHTS- UNIVERSITY HEIGHTS PUBLIC LIBRARY <sup>6</sup>	MADISON PUBLIC LIBRARY <sup>7</sup>	SKOKIE PUBLIC LIBRARY <sup>8</sup>
SERVICE AREA	COLORADO LIBRARIES						NATIONAL LIBRARIES				
Service Area Population	107,291	377,353	92,633	196,103	163,348	112,737	163,590	931,830	57,867	247,206	65,000
Registered Borrowers	140,607	113,919	85,686	156,544	137,521	118,039	-	570,446	45,778	170,420	-
Total Operating Revenue	\$7,512,839	\$15,709,919	\$3,536,289	\$9,470,178	\$10,029,642	\$3,121,085	\$13,810,936	\$43,187,679	\$11,514,484	\$18,114,656	\$12,659,000
Total Operating Expenditures	\$7,662,840	\$15,548,956	\$3,332,227	\$9,300,474	\$9,847,133	\$3,625,655	\$12,231,842	\$42,017,519	\$8,503,725	\$18,114,656	\$12,659,000
Total Operating Expenditures Per Capita	\$71	\$41	\$36	\$47	\$60	\$32	\$75	\$42	\$147	\$73	\$195
Total Operating Expenditures Per Registered Borrower	\$54	\$136	\$39	\$59	\$72	\$31	-	\$74	\$186	\$106	-
STAFF											
Staff Expenditures	\$5,084,454	\$6,518,942	\$2,546,637	\$5,685,104	\$5,068,852	\$2,700,748	\$7,661,577	\$28,677,278	\$5,395,371	\$11,474,221	\$6,456,000
Staff Expenditures as Percentage of Total Operating Expenditures	66%	42	76%	61	51%	74%	63%	68%	63%	63%	51%
Staff per 1,000 Patrons Served	0.70	0.31	0.49	0.51	0.62	0.37	-	0.53	2.30	1.06	-
Staff per 10,000 Circulation	0.51	0.54	0.47	0.33	0.40	0.53	-	4.96	7.10	12.49	5.15
Total Staff (FTE)	75.50	118.63	45.50	100.00	101.75	41.98	-	301.96	105.20	180.50	113.00
Staff Expenditures Per Capita	\$47	\$17	\$27	\$29	\$31	\$24	\$47	\$31	\$93	\$46	\$99
VISITS											
Total Visits	982,648	1,200,700	600,174	1,021,350	1,460,368	408,676	1,564,780	3,203,534	867,100	2,167,674	817,065
Total Visits Per Capita	9.16	3.18	6.48	5.21	8.94	3.63	9.57	3.44	14.98	8.77	12.57

- = Not Available

<sup>1</sup> Library Research Service. Colorado Public Library Statistics and Profiles. [www.lrs.org](http://www.lrs.org). Accessed 6/19/2018

<sup>2</sup> Westminster Public Library serves as a library for all local Front Range Community College students and community residents.

<sup>3</sup> Turnover Rate = the number of materials checked out relative to the size of the collection. It is the number of materials circulated divided by the number of physical materials held. Turnover rate indicates how often each item in the collection was lent, thus this measure is relevant to use of the collection. It may be useful to compare this figure to selected inputs such as volumes per capita, and outputs such as circulation per capita and ILLs per 1,000 circulation.

Item 5A – Library Master Plan Acceptance and Amendment of BYCP

<sup>4</sup> Library of Michigan. Michigan Public Library Statistics Reports. [mi.countingopinions.com/index.php?page\\_id=7](http://mi.countingopinions.com/index.php?page_id=7)

<sup>5</sup> Texas Public Library Statistics. [www.tsl.texas.gov/ld/pubs/pls/index.html](http://www.tsl.texas.gov/ld/pubs/pls/index.html)

<sup>6</sup> State Library of Ohio. 2016 Ohio Public Library Statistics. [library.ohio.gov/documents/2016-ohio-public-library-statistics](http://library.ohio.gov/documents/2016-ohio-public-library-statistics)

<sup>7</sup> Wisconsin Department of Public Instruction. PRELIMINARY 2016 Wisconsin Public Library Service Data. [dpi.wi.gov/pld/data-reports](http://dpi.wi.gov/pld/data-reports)

<sup>8</sup> 2015 data reported by Skokie Public Library. Margaret Sullivan Studio. Boulder Public Library Benchmark Comparison Study. [boulderlibrary.org/wp-content/uploads/2018/05/2017-03-17\\_Boulder-Benchmark-Comparison-Documents-with-Appendix.pdf](http://boulderlibrary.org/wp-content/uploads/2018/05/2017-03-17_Boulder-Benchmark-Comparison-Documents-with-Appendix.pdf)



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CIRCULATION	COLORADO LIBRARIES						NATIONAL LIBRARIES				
Total Circulation	1,473,520	2,199,127	967,026	3,029,687	2,559,461	791,944	6,871,651	6,091,175	1,481,796	1,444,804	2,193,111
Total Circulation Per Capita	13.73	5.83	10.44	15.45	15.67	7.02	42.01	6.54	25.61	5.84	33.74
Total Collection Expenditures	\$1,074,683	\$2,025,765	\$453,836	\$1,155,444	\$1,371,086	\$437,314	\$1,815,808	\$3,781,586	\$1,133,624	\$1,005,983	\$1,501,480
Collection Expenditures Per Capita	\$10.02	\$5.37	\$4.90	\$5.89	\$8.06	\$3.88	\$11.10	\$4.06	\$19.59	\$4.07	\$23.10
Materials Expenditures as a Percentage of Total Operating Expenses	14%	13%	14%	12%	13%	12%	15%	9%	13%	6%	12%
Turnover Rate (physical collection) <sup>3</sup>	4.80	5.34	3.68	6.82	7.80	4.16	-	3.48	-	-	-
PROGRAMS											
Total Programs	3,260	3,150	1,928	1,736	5,644	1,391	1,649	8,862	2,922	5,262	2,455
Total Program Attendance	102,072	62,745	59,354	66,502	227,555	27,356	114,544	237,775	54,286	110,744	63,692
Total Program Attendance per 1,000 Served	951.36	166.28	640.74	339.12	1,393.07	242.65	-	416.82	1,185.85	649.83	-
Summer Reading Registrants	3,523	14,877	2,819	8,384	7,098	5,214	-	-	2,869	8,165	4,081
WEBSITE											
Total Annual Website Visits	719,105	950,423	178,015	1,628,199	2,285,819	197,621	-	21,838,222	-	-	702,921
Circulation of Electronic Collection	136,605	323,215	53,305	373,328	213,654	45,831	414,451	1,066,809	151,748	282,027	-

- = Not Available

<sup>1</sup>Library Research Service. Colorado Public Library Statistics and Profiles. [www.lrs.org](http://www.lrs.org). Accessed 6/19/2018

<sup>2</sup>Westminster Public Library serves as a library for all local Front Range Community College students and community residents.

<sup>3</sup>Turnover Rate = the number of materials checked out relative to the size of the collection. It is the number of materials circulated divided by the number of physical materials held. Turnover rate indicates how often each item in the collection was lent, thus this measure is relevant to use of the collection. It may be useful to compare this figure to selected inputs such as volumes per capita, and outputs such as Circulation per Capita and ILLs per 1,000 Circulation.

Item 5A – Library Master Plan Acceptance and Amendment of BYCP

<sup>4</sup>Library of Michigan. Michigan Public Library Statistics Reports. [mi.countingopinions.com/index.php?page\\_id=7](http://mi.countingopinions.com/index.php?page_id=7)

<sup>5</sup>Texas Public Library Statistics. [www.tsl.texas.gov/ld/pubs/pls/index.html](http://www.tsl.texas.gov/ld/pubs/pls/index.html)

<sup>6</sup>State Library of Ohio. 2016 Ohio Public Library Statistics. [library.ohio.gov/documents/2016-ohio-public-library-statistics](http://library.ohio.gov/documents/2016-ohio-public-library-statistics)

<sup>7</sup>Wisconsin Department of Public Instruction. PRELIMINARY 2016 Wisconsin Public Library Service Data. [dpi.wi.gov/pld/data-reports](http://dpi.wi.gov/pld/data-reports)

<sup>8</sup>2015 data reported by Skokie Public Library. Margaret Sullivan Studio. Boulder Public Library Benchmark Comparison Study. [boulderlibrary.org/wp-content/uploads/2018/05/2017-03-17\\_Boulder-Benchmark-Comparison-Documents-with-Appendix.pdf](http://boulderlibrary.org/wp-content/uploads/2018/05/2017-03-17_Boulder-Benchmark-Comparison-Documents-with-Appendix.pdf)

# APPENDIX: B

## COMMUNITY PRIORITIES & NEEDS ASSESSMENT SUMMARY

### WHAT OUR COMMUNITY SAYS ABOUT BPL

Results from the 2016 Boulder Community Survey show strong satisfaction of respondents with library services. They also reveal opportunities to improve access to services in Gunbarrel and improve outreach to Latinx members of the community.

#### City of Boulder 2016 Community Survey Overall Results about Library Services

	OVERALL RESULTS
Rated BPL as “good” or “excellent”	94%
Use the library at least once per month	69%

The satisfaction ratings improved from the 2014 survey results. The frequency of library use is similar to the national benchmark for this survey.

SOURCE: City of Boulder 2016 Community Survey

#### City of Boulder 2016 Community Survey Geographic Crosstab Results about Library Services

	CENTRAL BOULDER NORTH	CENTRAL BOULDER SOUTH	CROSS-ROADS & CU	EAST BOULDER & GUNBARREL	NORTH BOULDER & PALO PARK	SOUTH BOULDER	SOUTHEAST BOULDER
Rated BPL as “good” or “excellent”	95%	98%	95%	87%	93%	94%	94%
Use the library at least once per month	75%	80%	51%	57%	75%	81%	65%

SOURCE: City of Boulder 2016 Community Survey

A geographic crosstab of the results showed slightly fewer Gunbarrel respondents rated the library as excellent or good, compared to respondents in the other areas of the city. The number of “Crossroads & CU” and “East Boulder & Gunbarrel” respondents that reported using the library at least once per month was about 20 percent less than respondents from other areas in the city.

## City of Boulder 2016 Community Survey Demographic Crosstab Results about Library Services

	WHITE ALONE, NOT HISPANIC	HISPANIC AND/OR OTHER RACE
Rated BPL as “good” or “excellent”	95%	88%
Use the library at least once per month	70%	65%

SOURCE: City of Boulder 2016 Community Survey

The demographic crosstab of results showed that respondents who identified as “Hispanic and/or other race” who rated the library as excellent or good were five-percent less than the other groups. These relatively lower ratings of library service between groups may correlate to the feedback received from the community during the master planning activities regarding accessibility to library services and represent potential opportunities for improvement.

## MASTER PLAN COMMUNITY INPUT

The best part of the library’s master planning process was the opportunity to learn from the community what they want for the future of the library. Library staff and the Library Commissions appreciated hearing what patrons value about the library and how it might better meet their needs. Input was collected over several months and during a variety of engagement activity. Reports summarizing the input received during each of these activities is available at [boulderlibrary.org/about/library-master-plan](http://boulderlibrary.org/about/library-master-plan). Highlights from those summaries are described below.

### BPL Master Plan Community Survey

The Community Engagement and Feedback Report summarizes community input received from the Master Plan community survey and several focus groups that were conducted by consultants Joining Vision and Action LLC. Most respondents identified as white (84 percent) with Hispanic or Latinx respondents representing a significantly smaller number (3.8 percent). The report outlined BPL’s key strengths and key needs or gaps as:

#### Key Strengths

Overall, feedback gathered through both the survey and the focus groups was positive regarding the library overall, the staff and programs. The following stood out as particular strengths:

- Library has a strong base of support
- Library seen as valuable resource for youth and children
- Staff interactions highly rated and valued

# APPENDIX: B

## COMMUNITY PRIORITIES & NEEDS ASSESSMENT SUMMARY

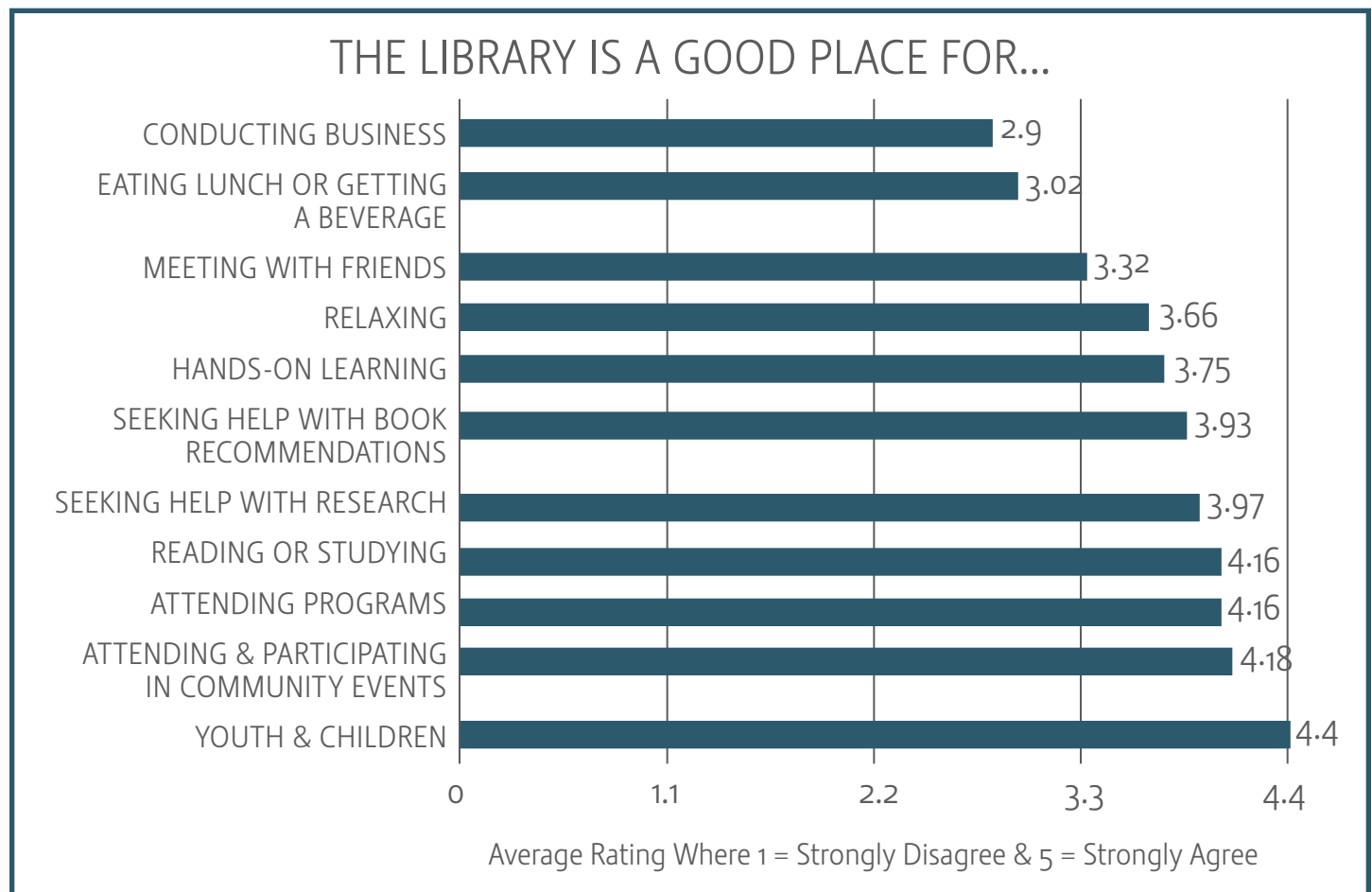
### MASTER PLAN COMMUNITY INPUT CONT.

#### Key Needs or Gaps

Some needs or gaps also arose from the feedback received. These points are opportunities for BPL to improve services and have all been incorporated into the Master Plan goals. These needs are as follows:

- Residents in North Boulder and Gunbarrel feel underserved by current library facilities
- Increased awareness of library's offerings
- Bilingual services may not be adequate or there is a lack of awareness of available services
- Create a community forum and act as a catalyst for community engagement
- Serve as a gathering place for diverse populations to promote inclusion and participation of both majority and various minority groups

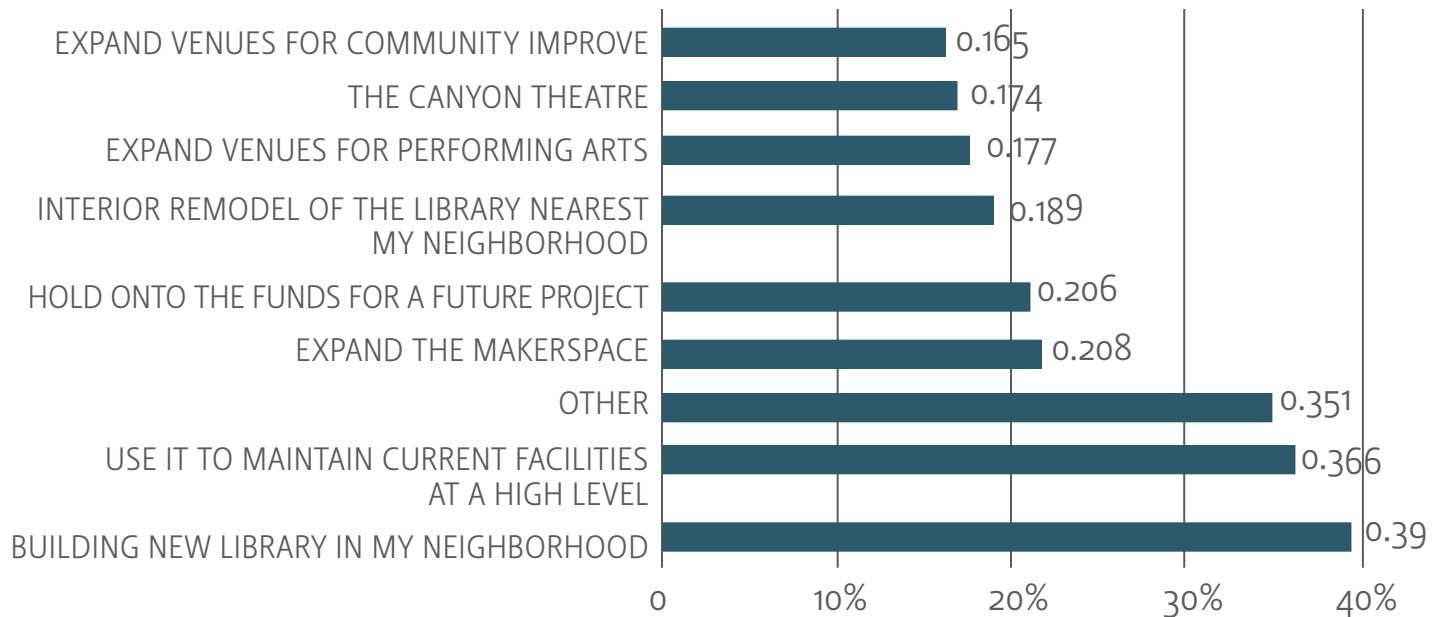
Respondents were asked to rate the library strengths as being a good place for children and youth and to engage in several activities. The results are in the graph below.



SOURCE: 2017 Community Engagement and Feedback Report, Joining Vision and Action, LLC  
Item 5A Library Master Plan Acceptance and Amendment of BVCP

Respondents aged 65+ rated all areas lower than respondents in all other age groups. This aligns with national trends for how this age group rates library services in general. Considering that this demographic is expected to grow dramatically during the next decade, this may indicate an opportunity to cultivate greater connection with patrons of this age group to better understand how library services could be designed to better serve them. Respondents aged 35 and younger rated the library highest for being a good place to study or read. With this age group being the most likely to be in school, it appears the library is rated highest in providing reading and studying space to those who need it the most.

## AVERAGE ALLOCATION PERCENTAGE OF CAPITAL FUNDS



SOURCE: 2017 Community Engagement and Feedback Report, Joining Vision and Action LLC

Respondents were given an imaginary \$100 to spend in the areas listed in the graph above. On average, respondents spent 39 percent of their allotment on building a new library in their neighborhood and 36 percent on maintain current facilities at a high level. Overall, library patrons value existing library facilities and want them maintained at a high level. By far, the most common destination for allocation of capital funds was maintaining current facilities. The responses were cross-tabulated with the area of the city that respondents said they resided. The results showed that Gunbarrel residents strongly desire a new library. Gunbarrel respondents were the only area to allocate more funds toward a new library than toward maintaining current facilities. Some respondents who identified North Boulder as the area of the city in which they reside desire to have a new library location. These respondents contributed, on average, 40 percent of their allocation to new library in their neighborhood.

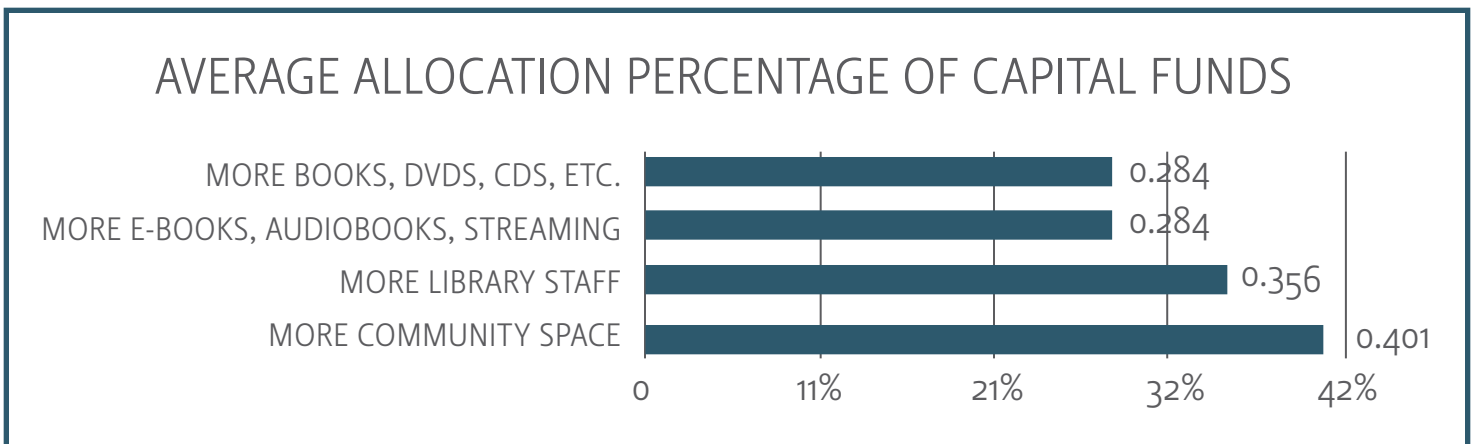
The most common request under the 'other' item was to use the funds to increase the library's physical and digital collections. Some of the other more common requests were to allocate funds to:

- Address the perceived issues created by the homeless population in the library (i.e., occupied seating and issues of safety)
- Increase access through drop-off areas or mobile libraries
- To offer more events such as author readings
- More activities and programs for children
- To extend the hours the libraries are open

# APPENDIX: B

## COMMUNITY PRIORITIES & NEEDS ASSESSMENT SUMMARY

### MASTER PLAN COMMUNITY INPUT CONT.



SOURCE: 2017 Community Engagement and Feedback Report, Joining Vision and Action LLC

Respondents were given an imaginary \$100 to spend on operating budget items. Respondents value physical media. Both the highest average allocation and the greatest total allocation of operating funds went toward more physical media.

Respondents were asked a series of questions to evaluate how well the library is meeting their needs, the needs of members of their household, and how well they think it is meeting the needs of the community. Overall, the ratings were positive. Boulder residents rated the library better at meeting their own needs than the needs of their community. Gunbarrel and North Boulder respondents rate the library lowest for meeting the needs of the community. Gunbarrel residents rated the library, on average, a point lower than any other Boulder neighborhood indicating that BPL may not fully meet their needs. Respondents aged 45–54 years rated the library lowest for meeting their needs and the needs of their household. While in general, lower income respondents tend to rate the library as meeting their needs better than higher income respondents.

Respondents were asked to select their preferences from a list of ways in which they could support the library then they were asked how likely they would be to support a tax increase for library funding. Respondents aged 65 and older represent the largest group who support the library by volunteering. Patrons who identified as making \$80,000 to \$200,000 per year household income were the largest group who are willing to donate. Seventy-one percent of respondents are likely or very likely to support tax increase for the library.

A higher percentage of Hispanic and Latinx respondents indicated never using the library website or app than other ethnic groups. They also rated their interactions with staff slightly lower and rated the library lower for meeting their needs. Overall the library rated lowest by Spanish speaking survey respondents. This may indicate a potential gap in library services meeting the needs of these individuals and the needs of members of their households. Hispanic or Latinx respondents were also less supportive of voting for a tax increase to fund the library.

## BPL Master Plan Focus Groups

Participants in focus groups facilitated by Joining Vision and Action LLC said BPL's facilities are welcoming and offer a comfortable atmosphere. They appreciate access to the open interior spaces, study rooms and meeting rooms and consider the availability of computers for use a strength. The Main Library and the Meadows Branch Library were identified as facilities providing convenient access. The BLDG61 Makerspace was one of the most recognized and appealing aspects of the library according to the focus groups, and the Seeds Café at the Main Library was identified as a convenient location to visit when visiting the library.

Participants said the library is a family friendly space that offers a variety of resources for parents and their children to enjoy together. Bilingual story time was identified as being a strength of the library, and some suggested expanding the offerings into more languages. Participants mentioned how valuable it is to have these kinds of programs every day of the week at all the different branches. Moreover, children's programs were especially liked and discussed positively by Spanish-speaking participants, who mentioned the importance of programs for children for their families as an effective way to become more involved in the community and form connections. The diverse variety of events offered by the library allows people beyond frequent library users to access many of its great resources. They expressed the view that the library offers a sense of community.

Participants pointed out that the staff and the librarians are "very knowledgeable." Participants perceive them as being "real resources" that are always available to help and answer questions, which, according to one participant, is especially true and important for homeschooled kids. Moreover, participants feel they can count on staff to give good book recommendations. Participants all agreed that staff at the Boulder libraries often put in the effort to be friendly and helpful when they visited.

Participants agreed that one of the most important areas of improvement for the library is getting the word out about all that the library offers. Ideas for improving

communication about what is available at the library included: a physical booklet sent to community homes, a more streamlined website, website links on other Boulder sites, paper resources available to all residents, using the Nextdoor social media tool, more publicity with the newsletter, and advertisements on Channel 8. Additionally, participants pointed out that a more consistent language and labeling of resources such as BLDG 61 and the Canyon Theater would emphasize features for those who are not aware of the library's resources. Participants agreed they would like to see the popularity of the library grow and for the library to bring different kinds of people other than those who already visit.

Another priority identified was an improved digital experience for library users. Participants agree that the library could do more to make its digital space more appealing and useful by adding the following features: notify the holder when a book cannot be found, create a more streamlined system for accessing digital books, include Overdrive as opposed to Hoopla to shorten waiting time, and improve the website to make it more user friendly, particularly the mobile version.

Providing more classes to adults was another idea discussed in multiple focus groups. Participants asked for more technology classes such as computer programming, coding and smartphone use. Additionally, participants suggested including more general art classes as part of the program offerings. Those with children asked for more afterschool and summer school programs for their Kindergarten through fifth grade students. They also asked for more classes Latinx for families, children's crafts hands-on classes, and reading clubs or groups for kids.

There was extensive discussion by participants about using the library as a safe space to hold community forums for discussions. They mentioned wanting to be engaged in more political discussions, conversations with community leaders and more cultural gatherings.

(cont. pg. 90)



# APPENDIX: B

## COMMUNITY PRIORITIES & NEEDS ASSESSMENT SUMMARY

### BPL Master Plan Focus Groups Cont.

Multiple participants viewed the BLDG 61 Makerspace as one of the major assets of the library. However, many other participants expressed difficulty in connecting with the space due to class availability and size. Overall, participants suggested that there could be more convenient and accessible programs or classes to join, as well as alternative places to gather and create.

Many of the focus group participants who speak Spanish said they were unaware of what the library offers in terms of services and resources, which presents a significant barrier to joining or participating. Most information regarding the library's offerings is not available in Spanish and is not transmitted via avenues that are frequented by Latinx members of the community. Spanish speaking participants shared that language and cultural insecurities are substantial obstacles that keep them from visiting and using the library. Participants commented that many Latinx community members feel isolated or disconnected from the community.

### North Boulder & Gunbarrel Focus Groups

Several Master Plan community survey respondents who volunteered and reside in either North Boulder or Gunbarrel were invited to participate in area specific focus groups. The discussions were facilitated by Trainer Evaluation consulting firm. Results from both sessions underscore the desire for expanded library service in both areas of the city. Participants shared specific input about the type of library programs and services that they value and want to have in a neighborhood branch library.

### Teen Focus Groups

Members of the Youth Opportunities Advisory Board were invited to the BLDG 61 Makerspace to participate in a workshop to share their ideas for library programs and services. Teens serve on the teen advisory groups at the George Reynolds Branch Library and the Main Library were invited to participate in focus groups facilitated by Trainer Evaluation. The teens shared innovative program ideas and suggestions for improving outreach to teens in the community.

## COMMUNITY PRIORITIES & NEEDS ASSESSMENT

While libraries cannot directly solve many of their community's most pressing issues, such as providing an adequate amount of sustainably paying jobs, affordable housing, accessible and affordable health care and mental health care or substance abuse treatment, they do serve a key role as information centers to connect people with resources. For instance, libraries can help support community members in learning new skills and assist them with improving their employment situation. They also can refer them to social service providers to help find healthcare or end or prevent homelessness.

Libraries help build the resilience of the community, often acting as community connectors. Building resilience is not only about disaster preparedness, it is about addressing on a fundamental level, a community's chronic stressors that weaken the fabric of a city on a day-to-day or cyclical basis. Boulder defines resilience as the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt and thrive no matter what kinds of chronic stresses and acute shocks may be experienced<sup>1</sup>. The public library is an enduring institution, one that can be counted on by the community to be a resource and a place to go during challenging times.

<sup>1</sup> City of Boulder. (2016). *City of Boulder Resilience Strategy*.

www-static.bouldercounty.gov/docs/Resilience\_Strategy\_Final\_Low-Res-1-201701120822.pdf?\_ga=2.253454016.814918035.1527203887-1720780512.1489675207

Libraries build relationships and trust among the community and provide meaningful opportunities and social tools for inclusive collaborations in neutral, welcoming spaces. Providing civic spaces that are open and welcome to everyone is an important element to cultivating social sustainability. BPL is a place to learn, access resources, participate in civic life, and get to know your neighbors.

Several planning documents and websites of community agencies and the City of Boulder were reviewed to leverage research, community input, and priorities gathered through several other planning processes that identified community needs. The reviewed resources were chosen because the stated goals or problems to be solved are closely tied to the City of Boulder's Sustainability Framework outcomes of creating: a livable community; accessible and connected community; economically vital community; and healthy and socially thriving community. Library services directly contribute to these outcomes at some level. Library services have indirect impact on the sustainability framework outcomes of safe community and environmentally sustainable community. Several of the goals from these plans describe forming partnerships with community agencies as a strategy to address the specific priorities.

The purpose of the needs assessment was to provide:

- Contextual information about the Boulder community's needs and priorities and identify areas of focus for which the library can support and/or have a positive impact in fulfilling its mission.
- A framework for aligning library services to address community needs.
- Information about how library service levels should change over time given the context of needs and trends in the community, budget and resource restraints, and changing community preferences and priorities.
- How BPL is an integral community asset.

In addition to researching planning documents and websites, the library engaged Margaret Sullivan Studio to assist with the needs assessment. The Studio interviewed 16 community leaders to establish a baseline understanding of the library's current role in the community. Their responses began to identify the community's needs, its challenges from the individual leaders' perspectives, the kind of community they want Boulder to be. They were also asked to share their thoughts on the role they believe BPL can serve in reaching that vision. The leaders that participated in these initial interviews represented the library, city government, non-profit agencies, and organizations that currently partner with the library. Their aspirations for Boulder and BPL are summarized as follows:

### **Aspirations for the community**

- Find more common purpose instead of continuing public conflict – meaningful dialogue happens with common experiences.
- Be more welcoming so persons of all ages and backgrounds can find their own place in Boulder.
- Become a greater art and culture scene with places for persons to participate in art, rather than simply observe it.
- Improve the integration process for persons experiencing homelessness into the greater community and create space where they have resources to have constructive days.
- Improve cultural competency so visitors and new immigrant community members feel like there is something for them in Boulder.
- Engage everyone on an equal level. This may be accomplished by inviting unexpected persons to serve in leadership roles and create an attitude of "come teach us."
- Cultivate greater trust and understanding between predominantly white and affluent community members and minority or underserved members.
- Create a library Master Plan Acceptance and Amendment of BPL for everyone.

# APPENDIX: B

## COMMUNITY PRIORITIES & NEEDS ASSESSMENT SUMMARY

### COMMUNITY PRIORITIES & NEEDS ASSESSMENT CONT.

#### Aspirations for BPL

- Continue to be the center of the community, the heart.
- Continue to be committed to success and pushing the community towards the above goal.
- Continue to be a safe place for persons of all backgrounds, economic situations and needs, where no one is harassed or judged.
- Continue to be an integration force and equalizer, and place where people can be without being ‘consumers.’
- Continue to be a family center.
- Continue to be a center for knowledge and inspiration for all.
- Position BPL as a touchpoint and community facilitator – a bridge between the community and the city government.
- Provide a platform for positive civic engagement and be a supportive agent of change, as a neutral space.
- Provide free exhibit and performance space to the city’s art and culture scene.
- Connect the library and the tech community in meaningful and mutually beneficial ways.
- Facilitate a sharing economy in that persons are enriched by sharing their own knowledge and experiences with one another.
- Be an experimentation factory.

The needs identified through the research and initial interviews with community leaders were further explored with community members to identify the community’s preferences and priorities for library services during focus group discussions, stakeholder meetings, a community survey, and other engagement activities. The findings from the community needs assessment are summarized along with some examples of what BPL is already doing to help the community achieve its goals. Most of these community priorities and needs, organized within four themes, are closely related or interconnected.

#### Supporting Economic Sustainability

Boulder is known as a city that uses values-based decision-making with regard to development, growing its economy, increasing economic activity for businesses and revenues for the city. It values minority- and local-owned businesses’ and non-profits’ contribution to creating a healthy economy. A diverse mix of businesses and a skilled workforce are key components for building a strong, resilient economy.

**Cultivating opportunities to address the income gap.** Long-term economic sustainability of a community is realized by cultivating diversity and creating an environment in which all persons have an opportunity to contribute. The Institute for Social and Environmental Transition-International maintains that lower-income people are among the least able to recover from an economic recession or catastrophic event, yet they are often central to the economy and culture of a community. Further, the percentage of Boulder County residents experiencing poverty has grown with a deep and persistent gap between the incomes of Non-Hispanic white and Latinx households. The income gap between those groups in Boulder County is significantly greater when compared to the income gap between those two populations nationwide<sup>2</sup>.

<sup>2</sup> Community Foundation of Boulder County (2015) Boulder County TRENDS: The Community Foundation Report on Key Indicators. [issuu.com/communityfoundationofboulder/docs/trends-2015\\_gbc47a204a15c6](https://issuu.com/communityfoundationofboulder/docs/trends-2015_gbc47a204a15c6).

BPL provides free opportunities for low-income and immigrant community members to build a range of 21st century literacy skills through the BoulderReads adult literacy program, the BLDG61 Makerspace skill-building workshops, and Conversations in English meetings so that they may improve their employment situation. In collaboration with community partners, BPL could expand its offering of these types of programs and improve its outreach to serve these community members at times and in places that are convenient to them.

**Education and skill development.** Maintaining a skilled workforce that is adaptable to changes in technology is fundamental to Boulder sustaining a healthy and diverse economy. The City of Boulder Economic Strategy stated that training focused in the STEAM fields was important<sup>3</sup>. Providing children with the opportunity to develop interest and skills in these fields in an integrated way encourages critical thinking and experimentation and is a first step in preparing them for the workforce. Providing workforce training and skill building not only support a healthy economy, these opportunities for education and employment development empower adults living under the poverty level or who are experiencing homelessness to become self-sufficient and better able to make effective decisions that promote their well-being<sup>4</sup>.

Further, providing programs to immigrants to help them learn about the American culture and improve their English language skills fosters inclusion in the community. It also builds self-sufficiency and increases their potential to earn more competitive salaries and become greater contributors to a healthy and socially thriving community<sup>5</sup>. This includes supporting immigrant parents to actively participate in their child's education.

BPL plays a role in supporting the economic vitality of the community through several of its programs and services that encourage life-long learning, skill building, and workforce readiness, such as BLDG 61 Makerspace workshops, BoulderReads adult literacy program, and resume writing and job search programs. It also partners with organizations whose missions are to educate and support the local economy and align with the library's mission such as: Boulder Small Business Development Center (SBDC) the Boulder County Farmers Market, and Seeds Library Café. For example, its partnership with the SBDC provides resources and consultant support directly to entrepreneurs and small business owners. In addition to these programs and partnerships, BPL may be able to cultivate new community collaborations to deliver workforce development by facilitating connections between community members and the other programs available in the community. It can also help to raise awareness and address the income gap.

A few new potential collaborations may include:

- **The Boulder Chamber of Commerce Project Innovation Blueprint 3.0** seeks to expand mentoring and training programs for entrepreneurs, female and minority business leaders, facilitate cross-industry collaboration, and develop talent among our university student population.
- **Boulder Valley School District, Superintendent's Strategic Plan Goal** is to create a sustainable community<sup>6</sup> partnership program that will establish mutually-beneficial relationships with government agencies, businesses, nonprofits and other community members. The intention is to create successful, curious, lifelong learners who confidently confront the challenges of their time.

(cont. pg 94)

<sup>3</sup> City of Boulder. (2013) City of Boulder Economic Sustainability Strategy. [www-static.boulder.colorado.gov/docs/Final\\_ESS\\_Adopted\\_by\\_Council\\_-\\_reduced\\_file\\_size-1-201312121401.pdf](http://www-static.boulder.colorado.gov/docs/Final_ESS_Adopted_by_Council_-_reduced_file_size-1-201312121401.pdf)

<sup>4</sup> Boulder County Housing and Human Services. (2014) Boulder County Housing and Human Services Strategic Priorities. [assets.bouldercounty.org/wp-content/uploads/2017/02/strategic-priorities-2014.pdf](http://assets.bouldercounty.org/wp-content/uploads/2017/02/strategic-priorities-2014.pdf)

<sup>5</sup> Intercambio Uniting Communities. [intercambio.org/about-us/vision-mission](http://intercambio.org/about-us/vision-mission)

<sup>6</sup> City of Boulder. (2013) City of Boulder Economic Sustainability Strategy. [www-static.boulder.colorado.gov/docs/Final\\_ESS\\_Adopted\\_by\\_Council\\_-\\_reduced\\_file\\_size-1-201312121401.pdf](http://www-static.boulder.colorado.gov/docs/Final_ESS_Adopted_by_Council_-_reduced_file_size-1-201312121401.pdf)

# APPENDIX: B

## COMMUNITY PRIORITIES & NEEDS ASSESSMENT SUMMARY

### COMMUNITY PRIORITIES & NEEDS ASSESSMENT CONT.

- **Family Self-Sufficiency of Boulder County** is a 5-year program that offers eligible low-income families the opportunity to receive a wide array of coordinated services. It sets training and educational goals that lead to better-paying jobs and/or homeownership for self-sufficiency<sup>7</sup>.
- **Redevelopment of Ponderosa Mobile Home Park** is a project focused on infrastructure improvements including affordable, energy-efficient home replacement and eventual annexation of the site into the city. A primary goal is to avoid displacement of the residents while transforming the community into a model for developing a resilient, affordable and carbon neutral community. BPL was identified in the Rebuild By Design report, Path to Resilient Mobile and Manufactured Homes: Ponderosa Resilience Workshop, as a potential partner for educational resources and to support aging in place for the residents.

### Supporting Community Development

WHILE BOTH OUTREACH AND COMMUNITY DEVELOPMENT HAPPEN IN THE COMMUNITY, THE LATTER REQUIRES US TO GO OUT INTO THE COMMUNITY NOT AS EXPERTS OR AUTHORITIES, DELIVERING SERVICE OR INFORMATION, BUT AS LEARNERS AND PARTNERS, TRYING TO DEVELOP RELATIONSHIPS THAT WILL EVOLVE INTO COLLABORATIVE SERVICE PARTNERSHIPS. THIS MEANS MORE THAN SIMPLY BEING "USER-FOCUSED", IT MEANS BEING "USER (OR NON-USER) DRIVEN" - I.E., THE USER IS SITTING WITH US, STEERING THE CAR.

– THE WORKING TOGETHER PROJECT

BPL provides programs and services that contribute to community development. It tailors access to programs and services to be convenient for all members of the community and supports opportunities for economically disadvantaged members of the community to become self-sufficient and civic contributors, results in creating a safer, inclusive, and thriving community.

**Engage older adults.** The Age Well Boulder County 2015 Strategic Plan recommended several opportunities to help older adults in the community who want to age in place. Many of these opportunities align with the library's mission. Providing programs and services that appeal to older adults is something the library already does, but there are growth opportunities. For instance, the strategy recommended designing programs that pair older adults with younger community members to increase social engagement.

<sup>7</sup> Boulder County Department of Housing and Human Services. (2016). Building a Community of Hope 2016 Annual Report. [issuu.com/bouldercounty/docs/dhhs-annual-report-2016-2017](https://www.bouldercounty.gov/files/2016/12/2016-Annual-Report.pdf)

The survey that was conducted to inform the strategy also showed community agencies could improve how they share information about programs and service offered. Forty-seven percent of survey respondents indicated that not knowing what services are available to older adults in the community was at least a minor problem in the City of Boulder<sup>8</sup>. Similar input was received from patrons who participated in the Library Master Plan survey. The library can improve upon sharing information about the programs and services offered and it can strengthen collaboration with other agencies to connect older adults with resources and other available social services.

**Support self-sufficiency.** The City of Boulder Human Services Department has seen success with implementation of the strategic plan goal of creating integrated access to information and services. The program is helping individuals and families experiencing homelessness or who are otherwise economically disadvantaged, find employment and homes. BPL also serves many of the same community members and acts as a connector, referring these individuals to the available social services. The library also has a role in supporting community members with gaining literacy and life skills to become self-sufficient.

**Volunteerism.** Respondents to the 2016 City of Boulder Community Survey rated the availability of volunteer opportunities as excellent or good, with more than 50 percent having volunteered during the year. Providing opportunities for older adults to participate in the community through volunteerism supports aging in place and prevents isolation. The 2015 Age Well Boulder County Strategic Plan stated that volunteering later in life is associated with better physical health and emotional well-being. The library relies on volunteers to provide several of its programs and services, such as collection maintenance, running the library bookshop, materials delivery to homebound patrons, adult literacy tutoring, oral history interviewers, and BLDG 61 instructors to name a few. BPL will continue to offer meaningful opportunities for volunteer work to the community, a mutually beneficial arrangement.

**Early childhood education.** Boulder County's Early Childhood Framework outlines three broad goals: Ready Community, Ready Families, and Ready Children. The goals support quality of life for families through policy development and program offerings focused on: children's healthy growth and development, supporting parents and caregivers to become their child's first and best teachers, school readiness and early learning outcomes<sup>9</sup>. Additionally, the Boulder Community Foundation initiated the Five Big Ideas early learning awareness campaign. It was created by and for Latinx parents to build parent leadership and advocacy for early learning. Likewise, the grassroots program Engaged Latinx Parents Advancing School Outcomes (ELPASO) emerged to address the educational achievement gap between Non-Hispanic white and Latinx children in Boulder County<sup>10</sup>.

The library focuses programs on early childhood development and encourages parents to be active participants in their child's education. This aligns with the Early Childhood Framework. However, opportunities exist for library outreach to Latinx families in the community that could further support the mission of the ELPASO program.

## Strengthen Culture & Diversity in the Community

Several of the resources reviewed for the community needs assessment identified community priorities to strengthen culture, inclusivity, and diversity in the community.

<sup>8</sup> Age Well Boulder County (2015) Age Well Boulder County Strategic Plan-A Plan to Create Vibrant Communities. [allagewell.com/wp-content/uploads/2017/10/agewellplanmay16.pdf](http://allagewell.com/wp-content/uploads/2017/10/agewellplanmay16.pdf)

<sup>9</sup> Early Childhood Council of Boulder County (2014) *Early Childhood Framework*. [www.eccbouldercounty.org/wp-content/uploads/2016/05/eccbc\\_frametri\\_feb2014\\_forweb.pdf](http://www.eccbouldercounty.org/wp-content/uploads/2016/05/eccbc_frametri_feb2014_forweb.pdf)

<sup>10</sup> Community Foundation of Boulder County (2015) *Boulder County TRENDS. The Community Foundation's Report on Key Indicators*. [issuu.com/communityfoundationofbouldercounty/docs/trends-2015\\_gbc47a2c4a15c6](http://issuu.com/communityfoundationofbouldercounty/docs/trends-2015_gbc47a2c4a15c6).



# APPENDIX: B

## COMMUNITY PRIORITIES & NEEDS ASSESSMENT SUMMARY

### COMMUNITY PRIORITIES & NEEDS ASSESSMENT CONT.

#### Strengthen Culture & Diversity in the Community cont.

**Access to cultural experiences.** Creating more opportunities for every community member to easily access cultural experiences close to home was identified as important to creating social connectedness. The Education Commission of the States Preparing Students for the Next America report outlines many positive impacts of arts education on student achievement<sup>11</sup>.

**Gathering space.** Strengthening relationships, building resilience, intimacy and character of neighborhoods is accomplished by supporting culture and creating inviting places for people to gather and interact. Like sentiments shared by the community in the Parks and Recreation master planning process, library patrons also expressed the desire for more places and events to engage the community, such as block parties and local celebrations<sup>12</sup>. They also identified the need for productive spaces for community members experiencing homelessness, near-homelessness and mental illness to spend time during the day. All the BPL facilities serve as community gathering spaces. Several public meeting rooms, study rooms and the Canyon Theater serve as venues for patrons to create opportunities to interact with one another.

**Performance space.** The Boulder Community's Culture Plan recommended creating and enhancing venues for visual and performing arts to provide flexible and affordable options for studio, rehearsal, performance, and exhibition space for the community. The library currently provides meeting room facilities and the Main Library Canyon Theater for cultural uses. Improving the flexibility of the Canyon Theater venue to encourage equitable use and participation by community members of all age groups and income levels, and offering the space for nominal or no charge, are opportunities to address this community priority<sup>13</sup>.

As the most prominent public facility anchoring the west bookend of Boulder's Civic Area, BPL serves as a popular, welcoming destination for the community and visitors. Boulder's Civic Area Plan outlines options to redevelop or add on to the north Main Library building to incorporate a small performing arts facility and meeting space<sup>14</sup>. Further investigation is required to determine if significant renovation or reconfiguration of the building is feasible and what kind of performing arts space would best meet community needs.

<sup>11</sup> Arts Education Partnership (2014) Preparing Students for the Next America, Benefits of an Arts Education. [www.ecs.org/wp-content/uploads/Preparing-Students-for-the-Next-America.pdf](http://www.ecs.org/wp-content/uploads/Preparing-Students-for-the-Next-America.pdf)

<sup>12</sup> City of Boulder (2014) Boulder Parks and Recreation Master Plan. [www-static.bouldercolorado.gov/docs/MP\\_Layout\\_V7.8\\_Final\\_sm-1-201404020833.pdf](http://www-static.bouldercolorado.gov/docs/MP_Layout_V7.8_Final_sm-1-201404020833.pdf)

<sup>13</sup> City of Boulder (2015) Community Cultural Plan. [boulderarts.org/wp-content/uploads/2015/11/Community-Cultural-Plan-11-17-2015.pdf?x64198](http://boulderarts.org/wp-content/uploads/2015/11/Community-Cultural-Plan-11-17-2015.pdf?x64198)

<sup>14</sup> City of Boulder (2013) Plan for Boulder's Civic Area. [www-static.bouldercolorado.gov/docs/boulder-civic-area-plan-1-201402191651.pdf](http://www-static.bouldercolorado.gov/docs/boulder-civic-area-plan-1-201402191651.pdf)

## Cultivate Civic Dialogue & Participation

Input received from community members who participated in the master planning process indicates that the community desires more opportunity to engage in civic dialogue on topics and issues that are linked to Boulder's values and challenges. Results from the City of Boulder 2016 Community Survey indicated that most respondents kept themselves informed about major issues in the City of Boulder and felt included in the community. Twenty-two-percent of respondents disagreed that Boulder's City Council implements policies that reflect the values of the community. About 20 percent of respondents indicated that they take initiative to share their views with elected officials or city staff<sup>15</sup>. Finding new methods to engage more community members in civic decision-making is an opportunity for improvement. Further, most respondents to the Community Survey identified as Caucasian, which indicates an opportunity to increase engagement with Latinx community members and others.

The community leaders who were interviewed during the master planning process suggested the library could play an important role in providing a platform for community members to engage in civic dialogue with one another, rather than having their views simply amplified in separate silos. They want more community members to listen to each other and empathize with others' challenges. They believe cultivating civil, civic participation will serve to develop leadership skills in the "next" generation of Boulder community members. They also cited the importance of creating convenient opportunities for community members with less time or finances to be civically engaged if they choose to, so that everyone's voice can be heard, not just those who have greater resources.

**Cultivating inclusivity and leadership.** Respondents to the 2017 Community Foundation survey ranked Boulder County's openness to seniors, immigrants, and racial and ethnic minorities at the bottom of the list, with an openness toward the LGBT community and young adults without children at the top<sup>16</sup>. Further, parents that are experiencing poverty are also underrepresented when policy decisions affecting them are being made. Respondents to the 2017 Community Foundation survey also indicated that Boulder's elected leadership, and its advisory boards and commissions, are not reflective of the racial and ethnic diversity of the city.

Community leaders interviewed during the master planning process suggested the library could play an important role through outreach to underserved members of the community to cultivate leadership and ensure their views are represented on community issues. This is achieved by going to the places where these community members work, live, and gather because they are often not able or comfortable with engaging in civic activities or seeking services outside their communities. According to its mission, the library is an organization that represents and promotes inclusivity. Input from the community indicated that the library can take a more active role in reaching out to underserved groups to facilitate and encourage participation, specifically helping Latinx parents with young children find their voices as community leaders.

**Education.** Providing accessible information about the challenges that many Boulder community members face, such as providing elder care, homelessness, mental illness, poverty, and isolation will serve to cultivate more empathy and understanding and cultivate cultural competency. As a gathering place that welcomes all members of the community, the library can serve as a neutral platform for the community to explore these challenges and have meaningful, productive dialogue about possible solutions.

<sup>15</sup> City of Boulder (2016) The National Citizen Survey. Community Livability Report.

[www-static.bouldercolorado.gov/docs/The\\_NCS\\_Community\\_Livability\\_Report-Boulder\\_CO\\_Final\\_2016-1-201612120838.pdf?\\_ga=2.33446331.441661760.1522690695-1720780512.1489675207](http://www-static.bouldercolorado.gov/docs/The_NCS_Community_Livability_Report-Boulder_CO_Final_2016-1-201612120838.pdf?_ga=2.33446331.441661760.1522690695-1720780512.1489675207)

<sup>16</sup> Community Foundation Boulder County. (2017) Boulder County TRENDS. The Community Foundation's report of key indicators. [www.commfound.org/trends](http://www.commfound.org/trends)



# APPENDIX: B

## COMMUNITY PRIORITIES & NEEDS ASSESSMENT SUMMARY

### COMMUNITY PRIORITIES & NEEDS ASSESSMENT CONT.

#### **Cultivate Civic Dialogue & Participation Cont.**

The library can also support the city government to inform productive community dialogue about issues with data such as the City of Boulder Resilience Strategy goal to convene some of the world's great artists and media professionals to work with scientists, librarians and city officials to develop and refine data visualization systems to create a compelling community education and communication approach for decision-making. The library can serve as a platform to publish this data and hold community dialogue to identify solutions for community issues.

**Culture and creative expression.** The City of Boulder's Community Cultural Plan emphasized the importance of culture in positively contributing to the economy, social offerings, the environment, and the authentic expression of diversity in Boulder. Developing Boulder's creative identity so the city can continue to be an innovative world leader in cultural matters and projecting that creative identity to the region and the world, are priorities. As a platform for engagement, the library can support the Cultural Plan goals, which include: Boulder residents understanding their role in the culture of the community, feeling access to information about culture is readily at hand, and that they are invited into the conversation<sup>17</sup>. In addition to serving as a platform, the library also offers resources, tools, and programs that support community members' expression of their culture, creativity and innovative ideas.

**Accessible neighborhoods.** Boulder's employers are concentrated in three main areas: East Boulder, Gunbarrel and Downtown. Twenty Ninth Street comprised by the Crossroads subcommunity, Boulder Junction, and the North Boulder subcommunity is another area in the city with a significant number of employers. Boulder's employers and members of its workforce who reside in the community are drawn to areas that have a variety of recreational amenities, retail stores, restaurants, the arts, and that are walkable with convenient access to public transportation, bicycle, and pedestrian facilities<sup>18</sup>.

During the past few years, the main employment centers in East Boulder and Gunbarrel have begun to grow the variety of uses, services, and amenities available. Continued development in these areas will support the community's vision of a progressive urban design that:

- Prioritizes and supports pedestrian travel as the primary mode of travel throughout the community,
- Gives more community members the opportunity to live and work in compact, walkable neighborhoods and mixed-use districts, and
- Increases the number of age-friendly neighborhoods with access to essential services and attractive amenities being seamless, barrier-free, affordable, and welcoming.

<sup>17</sup> City of Boulder (2015) Community Cultural Plan. [boulderarts.org/wp-content/uploads/2015/11/Community-Cultural-Plan-11-17-2015.pdf?x64198](http://boulderarts.org/wp-content/uploads/2015/11/Community-Cultural-Plan-11-17-2015.pdf?x64198)

<sup>18</sup> City of Boulder (2013) City of Boulder Economic Sustainability Strategy. [www.static.bouldercolorado.gov/docs/Final\\_ESS\\_Adopted\\_by\\_Council\\_-\\_reduced\\_file\\_size-1-201312121401.pdf](http://www.static.bouldercolorado.gov/docs/Final_ESS_Adopted_by_Council_-_reduced_file_size-1-201312121401.pdf)

BPL must consider the geographic distribution of its services in its long-range planning. Thirty percent of respondents to the BPL Master Plan community survey indicated they use a branch library most frequently. Several of the focus group participants without a library in their neighborhood, said they choose the library facility that is most convenient to where they work or are running errands. In some cases, this means they use libraries in neighboring cities.

Directing services and focusing expansion of library services into areas that are expected to grow will support Boulder's value of walkable neighborhoods. Having libraries near shopping areas has a positive economic impact and supports the goal of reducing car trips, therefore also reducing the city's carbon footprint.

# APPENDIX: C

## FUNDING LEVEL COMPARISON

IN ORDER BY EXPENDITURES PER REGISTERED BORROWERS, HIGH TO LOW

Data generated from Library Research Service 2015 Colorado Public Library Statistics

		OPERATING REVENUE	OPERATING EXPENDITURES	EXPENDITURES PER CAPITA	EXPENDITURES PER REGISTERED BORROWERS	DIFFERENCE BETWEEN EXPENDITURES PER CAPITA AND PER REGISTERED BORROWER <sup>2</sup>
LIBRARY SYSTEM	GOVERNANCE	2015 TOTAL REVENUE AND EXPENDITURES				
Eagle Valley Library District	district	\$4,481,284	\$4,120,536	\$98.53	\$185.15	\$86.92
High Plains Library District (Weld County)	district	\$27,736,107	\$16,845,943	\$67.03	\$144.29	\$77.26
Rangeview Library District (Anythink / Adams County)	district	\$14,041,957	\$13,625,528	\$37.90	\$118.16	\$80.26
Arapahoe Library District*	district	\$29,000,000	\$29,000,000	\$90.81	\$105.59	\$19.64
Douglas County Libraries	district	\$22,087,167	\$21,034,336	\$68.73	\$98.55	\$29.82
Pikes Peak Library District	district	\$29,421,973	\$25,745,063	\$42.38	\$95.04	\$52.66
Denver Public Library	city	\$44,001,954	\$42,373,939	\$65.30	\$85.71	\$20.41
Pueblo City-County Library District	district	\$9,829,572	\$9,658,363	\$59.89	\$79.95	\$20.86
Mesa County Public Library District	district	\$6,771,855	\$5,608,851	\$37.95	\$70.89	\$32.94
Loveland Public Library	city	\$3,158,753	\$3,158,753	\$44.35	\$63.22	\$18.87
Jefferson County Library	district	\$24,960,841	\$23,977,594	\$43.42	\$62.22	\$18.80
Boulder Public Library	city	\$7,690,028	\$8,223,136	\$80.12	\$58.56	(\$25.36)
Louisville Public Library	city	\$1,453,437	\$1,510,988	\$46.78	\$56.91	\$10.13
Poudre River Public Library District [Fort Collins]	district	\$9,280,762	\$8,473,850	\$45.49	\$52.81	\$7.32
Broomfield/Eisenhower Public Library	city	\$2,359,427	\$2,328,907	\$39.17	\$43.17	\$4.00
Longmont Public Library	city	\$3,384,619	\$3,256,590	\$36.09	\$35.92	(\$0.17)
TOTAL		\$239,659,736	\$218,942,377	\$903.94	\$1,356.15	\$454.36
AVERAGE		\$14,097,631.53	\$12,878,963	\$53.17	\$79.77	\$26.73

\*Voters passed a significant mill levy increase for Arapahoe Library District in 2016. Estimates provided by Arapahoe Library District administration.

Boulder Public Library (BPL) would need an operating budget of \$11.4M to reach the average expenditure per registered borrower. Since overhead costs such as Human Resources, IT, Finance, Facilities, etc. are not billed directly to BPL, subtract 12% for overhead/economies of scale. The adjusted budget required for BPL to reach the average expenditure per user is \$10.03M.

# APPENDIX: D

## LIBRARY ACCOUNTS & VISITS COMPARISON IN ORDER OF LIBRARY ACCOUNTS AS A % OF POPULATION

	LEGAL SERVICE AREA POPULATION	LIBRARY ACCOUNTS AS A % OF POPULATION	LIBRARY IN- PERSON VISITS PER CAPITA
Nucla Public Library	710	351%	7.74
Vail Public Library	5,483	302%	19.83
La Veta Public Library District	7,879	300%	30.66
San Miguel Library District # 1/Telluride	7,879	233%	41.81
Basalt Regional Library District	777	214%	12.66
Rio Grande County Library District	11,543	198%	3.9
Rocky Ford Public Library	4,000	183%	14.14
Ridgway Public Library District	979	155%	22.26
Hinsdale Library District/Lake City	374	149%	0.13
Wray Public Library	2,367	146%	8.37
Canon City Public Library	16,679	146%	8.12
Cortez Public Library	9,007	144%	18.87
Spanish Peaks Library District	6,711	138%	13.22
Ouray Library District	1,033	133%	8.56
Boulder Public Library	108,000	131%	9.16

**Data generated from Library Research Service 2015 Colorado Public Library Statistics**

[www.lrs.org/public/data/csv/id/4008631](http://www.lrs.org/public/data/csv/id/4008631)

	LEGAL SERVICE AREA POPULATION	LIBRARY ACCOUNTS AS A % OF POPULATION	LIBRARY IN- PERSON VISITS PER CAPITA
Nederland Community Library District	1,534	113%	15.08
Longmont Public Library	92,858	93%	6.48
Louisville Public Library	20,801	89%	6.83
Estes Valley Public Library District Estes Park	6,362	89%	13.53
Pueblo City-County Library District	163,591	84%	8.94
Lafayette Public Library	28,261	81%	5.37
Poudre River Public Library District Fort Collins	164,207	80%	5.21
Denver Public Library	682,545	69%	6.24
Loveland Public Library	76,897	66%	5.33
Jefferson County Public Library	565,524	64%	4.72
Douglas County Libraries	322,387	64%	6
High Plains Library District (Weld County)	285,174	45%	5.76
Pikes Peak Library District Colorado Springs	465,101	43%	5.44

# APPENDIX: E

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## BPL CARDHOLDERS BY AREA OF RESIDENCE

**Data generated from BPL Patron Database 11/8/2017 and adjusted by  
G.I.S mapping from the the City of Boulder**

\*Areas served by other Flatirons Library Consortium libraries.

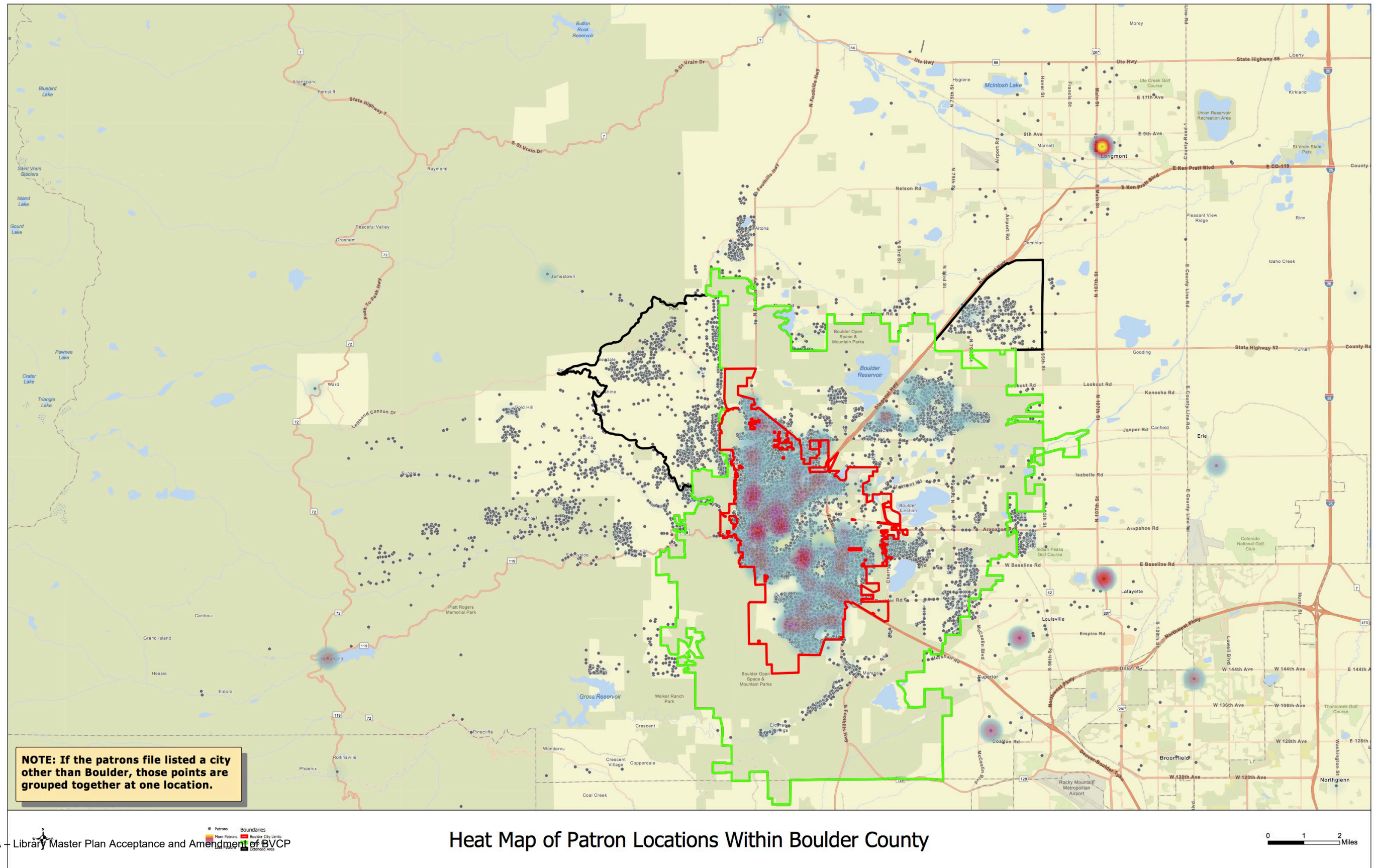
≠ 75% are cardholders with addresses in unincorporated Boulder County (primarily north Boulder and Gunbarrel).  
25% are cardholders with addresses in small mountain towns (i.e. Jamestown, Eldorado Springs, etc.)

AREA	CARDHOLDERS	% OF TOTAL
Boulder	77,694	58.53%
Boulder County (no city) ≠	18,880	14.22%
Longmont*	5,646	4.25%
Lafayette*	3,601	2.71%
Louisville*	2,148	1.62%
Broomfield*	1,538	1.16%
Superior	1,860	1.40%
Denver	1,909	1.44%
Jefferson County	1,602	1.21%
Nederland	1,458	1.10%
Niwot	793	0.60%
Erie	896	0.68%
Lyons	774	0.58%
Westminster	844	0.64%
Adams County	661	0.50%
Weld County	364	0.27%
Aurora	264	0.20%
Arapahoe County	343	0.26%
Larimer County	69	0.05%
Ft. Collins	25	0.02%
Loveland	18	0.01%
Berthoud	6	0.00%
Other	11,338	8.54%
<b>TOTAL</b>	<b>133,731</b>	<b>100.00%</b>



# APPENDIX: F

## BOULDER COUNTY WITH BOUNDARIES, PATRON POINTS & HEAT MAP





# MAP OF COLORADO LIBRARY JURISDICTIONS

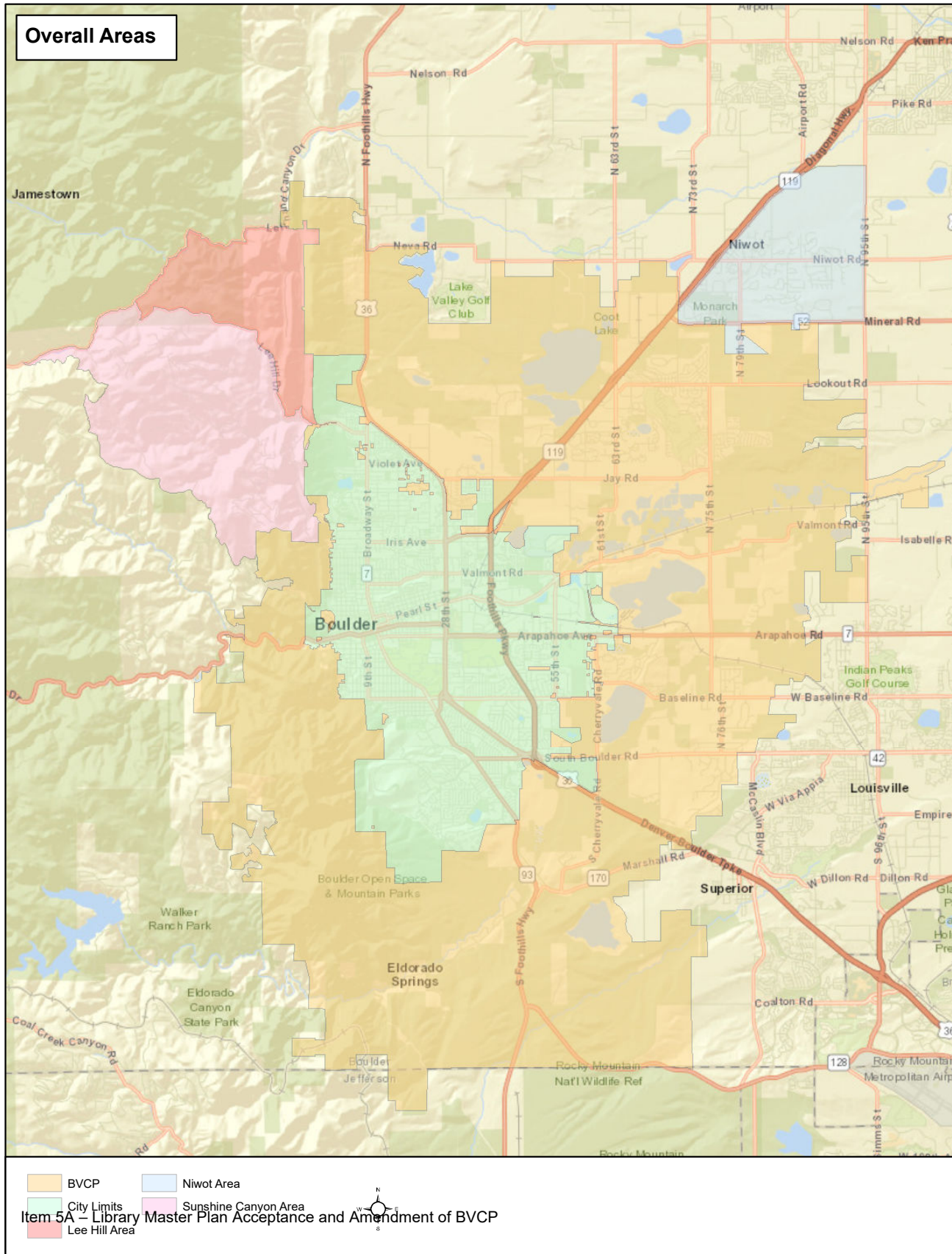


## Colorado State Library

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# APPENDIX: H

## MAP OF POSSIBLE AREAS TO INCLUDE IN A LIBRARY DISTRICT



BOULDERLIBRARY.ORG



**BOULDER** PUBLIC LIBRARY

**CITY OF BOULDER  
PLANNING BOARD ACTION MINUTES  
August 16, 2018  
1777 Broadway, Council Chambers**

A permanent set of these minutes and a tape recording (maintained for a period of seven years) are retained in Central Records (telephone: 303-441-3043). Minutes and streaming audio are also available on the web at: <http://www.bouldercolorado.gov/>

**PLANNING BOARD MEMBERS PRESENT:**

Liz Payton, Chair  
Bryan Bowen, Vice Chair  
David Ensign  
John Gerstle  
Crystal Gray  
Peter Vitale  
Harmon Zuckerman

**PLANNING BOARD MEMBERS ABSENT:**

N/A

**STAFF PRESENT:**

Charles Ferro, Development Review Manager  
Hella Pannewig, Assistant City Attorney  
Cindy Spence, Administrative Specialist III  
Phil Kleisler, Planner II  
Jennifer Phares, Deputy Library Director  
Shannon Moeller, Planner II  
Karl Guiler, Senior Planner  
David Farnan, Library/Arts Director  
Elaine McLaughlin, Senior Planner  
Jeff Haley, Planning, Design and Community Engagement Manager  
Doug Godfrey, Parks & Recreation Planner

**1. CALL TO ORDER**

Chair, **L. Payton**, declared a quorum at 6:03 p.m. and the following business was conducted.

**2. APPROVAL OF MINUTES**

None to Approve.

**3. PUBLIC PARTICIPATION**

No one spoke.

#### **4. DISCUSSION OF DISPOSITIONS, PLANNING BOARD CALL-UPS / CONTINUATIONS**

- A. CALL UP ITEM:** Staff-level Site Review for redevelopment of the site located at 5505 Central Avenue with an approximately 53,630 square foot, two and a half story office building within the Flatiron Industrial Business Park and Industrial General (IG) Zoning District. The proposal also includes improving internal connectivity between the commonly owned properties of 5505 Central Ave., 2108 55th St., 5525 and 5541 Central Ave. along with the addition of bicycle parking, adjustments to parking layout, and improvements to walkways, drainage, water quality, lighting and landscaping. No modifications to the development standards are proposed.

This item was not called up.

#### **5. PUBLIC HEARING ITEMS**

- A. AGENDA TITLE:** Public Hearing and Recommendation to City Council for Acceptance of the Boulder Public Library Master Plan and Action on the Proposed Amendment to the Boulder Valley Comprehensive Plan (BVCP) Library Master Plan summary.

##### **Staff Presentation:**

**P. Kleisler** and **D. Farnan** presented the item to the board.

##### **Board Questions:**

**P. Kleisler**, **D. Farnan** and **Joni Teter**, chair of the Library Commission, answered questions from the board.

##### **Public Hearing:**

No one spoke.

##### **Motion:**

On a motion by **H. Zuckerman** seconded by **D. Ensign** the Planning Board voted 7-0 to approve the Boulder Valley Comprehensive Plan, Boulder Public Library Master Plan summary.

- **C. Gray** said that she would be in support of stable, dedicated funding for the Master Plan and she would prefer the old Safeway site to be selected. She supports the Master Plan summary.

##### **Board Comments:**

- **B. Bowen** disclosed that his sister is currently employed by the library but it would not affect his ability to be impartial regarding the Master Plan.
- **H. Zuckerman** stated that the Master Plan document was excellent and that he would support the plan.
- **D. Ensign** said the Master Plan was in line with the BVCP standards. Regarding funding, it would be appropriate to ask and understand it. He would like to see all options in the Master Plan so there is flexibility. He said he is looking forward to the CIP priorities to support the interests of the library going forward. He would support the plan.
- **J. Gerstle** said he considers a discussion regarding the financing issues an essential part of the Master Plan. He would support and recommend the plan.
- **B. Bowen** approved of the BLDG 61 expansion.

- **C. Gray** appreciated the Library Commission looking at various funding options and what is important to the community.
- **P. Vitale** approved of the Master Plan. He stated that some of the attached Appendixes needed some clarification.
- **L. Payton** agreed with previous comments. She mentioned some concerns with the document itself, that it reads like an annual report rather than a projection of what is planned. She suggested it could benefit from having more projections regarding usage in the future, which could help increase the arguments for dedicated or long-term stable funding. The document does not show expected shortfalls under current funding which would be helpful. Also, the inserted tables and headings are difficult to read.
- **D. Ensign** informed the board that he would like to send staff an email with some suggested edits to the Master Plan.

**Motion:**

On a motion by **J. Gerstle** seconded by **C. Gray** the Planning Board voted 7-0 to recommend to City Council for acceptance of the Boulder Public Library Master Plan.

- B. AGENDA TITLE:** Public hearing and consideration of a site review amendment to construct a new 7,830 square-foot Boulder Reservoir Visitor Services Center to replace the existing 7,424 square-foot building, including locker rooms, concessions, and staff offices in the P (Public) zoning district. Due to prior grade modifications, the proposal includes a height modification request (LUR2018-00013). Amends Height Review #H-83-15.

***Board members were asked to reveal any ex-parte contacts they may have had on this item.***

- All board members visited the site during the CIP tour in July 2018 except for **C. Gray** and **B. Bowen**. In addition, **C. Gray** stated that she served on the Parks board and worked on the sales tax that funded the existing facilities which will be removed.

**Staff Presentation:**

**C. Ferro** introduced the item.

**S. Moeller** presented the item to the board.

**Board Questions:**

**S. Moeller** answered questions from the board.

**Applicant Presentation:**

**J. Haley**, with the Parks and Recreation Department with the City of Boulder, presented the item to the board.

**Board Questions:**

**J. Haley**, representing the applicant, and **Chad Herd**, Director of Urban Design and Planning with the Farnsworth Group, answered questions from the board.

**Public Hearing:**

No one spoke.

**Board Comments:****Key Issue #1: Consistency with the Boulder Valley Comprehensive Plan (BVCP)?**

- All board members agreed the proposal is consistent with the BVCP.

**Key Issue #2: Modifications and Site Review Criteria?**

- **H. Zuckerman** said he would not object to the proposed height modification due to the twenty feet of proposed fill, lowering the building six feet and proposed low roof lines.
- **D. Ensign** agreed and said the proposed design is graceful and not imposing.
- **C. Gray** approved that the mechanical system cannot be seen on the roof.
- **B. Bowen** agreed that the proposed height is appropriate. The streetscape is acceptable. He had some concerns regarding the landscaping proposed in the parking lot. He suggested providing EV charging stalls for the entire parking area and provide building and site lighting based on projected demand.
- **P. Vitale** also suggested solar carports for the parking lot.
- **H. Zuckerman** agreed regarding **B. Bowen's** comments concerning the EV parking stations, but questioned if the proposed would be more than what is required for the actual use.
- **B. Bowen** stated that the number would be based on the parking count.
- **J. Gerstle** agreed with **B. Bowen's** proposal.
- **H. Zuckerman** agreed keeping the parking lot clear would be beneficial. In addition, he questioned if having treeless roadways approaching the reservoir would be keeping with urban character. He said the approach to the reservoir would be benefited with an alley of trees. He recommended requiring streetscape standards to be met.
- **P. Vitale** agreed.
- **C. Gray** said a public amenity should be shade for the public and suggested more shade facilities if they are movable. She questioned if an alley of trees on the approach would be natural with the prairie landscape.
- **D. Ensign** agreed with **C. Gray** but hesitated due to it being a large area to cover. Therefore, he is partial to leaving the area the way it currently is.
- **L. Payton** said the proposal would meet what the height ordinance intended and the proposed height would be reasonable. The project is human scale and promotes a safe experience. The design is appropriate. Public amenities are met. The project meets the Site Review criteria.
- **H. Zuckerman** generally agrees but believes that a few extra conditions could be applied requiring a study of the utilization of the bicycle parking and if the built parking is found to be deficient, then the number of racks could be increased. Also, due to the location of the reservoir being quite a distance from town, the number to EV bike stations should be increased so people are not stranded. Finally, have the number of EV stalls equivalent to the number of parking spaces. But he would need to know that number before he would vote for that.
- **P. Vitale** confirmed with staff that 28 charging stations (10% of the number of proposed parking spaces) would comply.
- **B. Bowen** explained the motivation behind the charging stations motion as the number of parking spaces on a paved lot as opposed to the parking that was associated with the building footprint. It is based on the parking count, not the building.
- **C. Gray** said the city should demonstrate how to implement the Code, how one can go beyond it, etc. She suggested talking with the CIP staff about funding ideas.



- **D. Ensign** expressed concern that because this is a city project the added condition was demonstrative and holding the city to a higher standard could be unfair.
- **B. Bowen** explained that was not the case. The Site Review criteria and renewable energy conditions could not be satisfied by the building alone and that the EV charging stations in the parking lot would help. The goal is not to treat the city differently but to treat them equally.

**Motion:**

On a motion by **B. Bowen** seconded by **C. Gray** the Planning Board voted 7-0 to approve Site Review case no. LUR2018-00013 incorporating the staff memorandum and the attached Site Review Criteria Checklist as findings of fact, and subject to the recommended conditions of approval with the following condition:

- To minimize and mitigate energy use and to offset the parking lot heat island effect, the final site plan shall include electric vehicle charging stations based on the parking count of 288 stalls meeting the requirements of Title 10, B.R.C. 1981, and a photovoltaic system sized to meet the projected energy demands of the building, electric vehicle charging stations, and site lighting.

**H. Zuckerman** made a friendly amendment that the applicant be required to provide adequate EV charging stations for bicycles and monitor the utilization of bike parking and increase the number of bicycle racks to meet demand if bike parking is found to be insufficient.

The amendment was accepted by **B. Bowen** and **C. Gray**.

**6. MATTERS FROM THE PLANNING BOARD, PLANNING DIRECTOR, AND CITY ATTORNEY**

**A. AGENDA TITLE: Discussion of the Community Benefits Code Change Project**

**Staff Presentation:**

**K. Guiler** and **P. Kleisler** presented the item to the board.

**Board Comments:**

**Key Issue #1: Does Planning Board agree with the proposed project features eligible for the community benefits program (e.g. height, FAR, density, rezoning)?**

- **C. Gray** said that while all of these are important, she would like to see the method for the calculation of overall lot size back vs. right-of-way included. She would also like to see setbacks, parking reductions and street dedication.
- **B. Bowen** agreed with **C. Gray** that we need to find a way to allow a project to use enough community benefit and to use development rights from the public right-of-way as a part of their project calculation. The staff would have a basis of a criteria to use it or not. He added that the proposed benefits are the correct ones. He appreciated staff conducting the financial calculations behind these. The community benefits need to be strongly balanced with the benefits people receive so people will do them.
- **J. Gerstle** agreed with the preliminary options except rezoning. He did not feel it should be included. Rezoning should be a part of subcommunity planning. Neighborhoods need to be a part of zoning.
- **P. Vitale** stated that staff's direction makes sense.

- **C. Gray** said, regarding rezoning, the Code allows for the opportunity to ask for rezoning.
- **B. Bowen** stated it would be best to tie community benefit to rezoning.
- **P. Vitale** agreed.
- **H. Zuckerman** approved of all the options. He said he would not be in favor of the trigger set for the by-right FAR concept. He disagreed as to whether we should add the community benefit to count the area that would have otherwise been right-of-way to density, because the city would have less liability if the applicant kept less land for right-of-way. The liability would shift to the developer.
- **L. Payton** agreed with the proposed four items. She did not agree to add right-of-way calculations. That should be resolved one way or the other and a baseline be decided and operated from. She supported the options presented.
- **C. Gray** agreed with **L. Payton**. She suggested that a notation be placed on rezoning that references subcommunity planning that gives some explanation which states the desirable situation for rezoning be done in context of an area or subcommunity plan.
- **H. Zuckerman** disagreed with the notion that we would prefer rezoning around subcommunity planning. He said it would be more appropriate to say the requests for rezoning are limited to private requests.
- **C. Gray** added that the right-of-way calculation needs to be resolved. She suggested placing the populations of the cities on the memo would be helpful.
- **D. Ensign** agreed with the initial community benefits. He said that we would be missing an opportunity if we did not require an additional community benefit for projects requesting rezoning to a zone that allows higher density or intensity. Regarding the right-of-way issue, it seems like it would be very minor. He was curious if these community benefits would be based on a points system.
- **P. Vitale** agreed with the four options. He would also like to address the right-of-way issue. In addition, he would like to see the average home prices on the studies to see the rankings.

**Key Issue #2: Should city staff analyze and engage the community about adding sites to Appendix J (areas eligible for height modifications)?**

- **P. Vitale** said that limiting to Appendix J would not be ideal.
- **D. Ensign** was under the idea that when the height ordinance expired, this would be replacing it and there would no longer be geographic areas and we would go back to considering items with community benefits.
- **C. Gray** said that we should not add sites to Appendix J without having area plans or subcommunity plans.
- **B. Bowen** did not agree with **C. Gray**. He said Appendix J is not the future. He does not see enhanced design working as a community benefit.
- **J. Gerstle** did not see adding sites to Appendix J as appropriate. An enhanced design should be expected but should not be a benefit.
- **H. Zuckerman** said Appendix J needs to be eliminated. An exemption for enhanced design is not a promising idea.
- **L. Payton** said she is not in favor of applying a community benefit city-wide. She approved of having areas therefore she supported adding and removing some sites from App J. She agreed with **H. Zuckerman** on enhanced design.

**Key Issue #3: Does Planning Board agree with the preliminary list of community benefits?**

- 1) **Affordable Housing (low/middle income)**
  - 2) **Affordable Commercial/Retail Space**
  - 3) **Arts and Cultural Uses**
  - 4) **Social Services or Critical Social Needs**
  - 5) **Environmentally Enhanced Design**
  - 6) **Mobility and Parking**
  - 7) **Publicly Accessible Open/Common Spaces**
- **B. Bowen** said the focus should be on #1 and should be low and middle. While in support to #2, he is opposed to it being a priority.
  - **C. Gray** agreed regarding #1, however she approved of #2 and said there should be more non-profits. Regarding #3, it should include housing for artists. NetZero should be added to the list.
  - **D. Ensign** said there is a lot of complexity involved with #1. He said #2 is unexplored territory and may need more study. He approved of #3. And #4 and #7 are of interest to him.
  - **P. Vitale** said the idea of live:work should be called out more. To get the artists back, he suggested a focus on affordable housing, NetZero and live:work, which would attract a middle-income group.
  - **H. Zuckerman** said that through the use table, more live:work could be allowed. He agreed with the other comments. He said that #2 should be a priority to keep local businesses here. He would like to see this become the new Site Review process if enough community benefits are captured. He said #6 seems like a subcommunity benefit.
  - **J. Gerstle** agreed with **H. Zuckerman's** objective and the relation to the Site Review process. He said that #1 needs to be primary. He was skeptical about #2. He said #7 should be high priority.
  - **L. Payton** agreed with #1 through #3. She suggested a child care benefit. She said family oriented benefits would be a huge benefit for the community. Those should be the new #3. Dealing with basic human needs are a higher priority.
  - Other board members agreed with **L. Payton's** suggestion regarding the child care benefit.
  - **C. Gray** would like to see Historic Preservation play a role.
  - Other board members agreed.

**Key Issue #4: Does Planning Board agree with staff's approach to community engagement?**

- All board members agreed with staff's approach to community engagement.
- **L. Payton** volunteered to serve on the Process Committee and attend the upcoming City Council meeting.

**7. DEBRIEF MEETING/CALENDAR CHECK**

## 8. ADJOURNMENT

The Planning Board adjourned the meeting at 10:35 p.m.

APPROVED BY

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Board Chair

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DATE

DRAFT



**CITY OF BOULDER**  
**CITY COUNCIL AGENDA ITEM**

**MEETING DATE: January 4, 2017**

**AGENDA TITLE:** Consideration of a motion to accept the November 28, 2017 Study Session summary on the Boulder Public Library Master Plan project update.

**PRESENTERS**

Jane S. Brautigam, City Manager  
David Farnan, Library and Arts Director  
Jennifer Phares, Deputy Library Director

**SUMMARY**

This agenda item provides a summary of the November 28, 2017 Study Session on the Boulder Public Library Master Plan project update.

The purpose of the study session was to update City Council on the status of the Boulder Public Library (BPL) Master Plan update, and to present options for funding the goals and ensuring long-term financial sustainability of the library system. Staff provided information including a brief overview of the library system, major accomplishments since the 2007 Boulder Public Library Master Plan, highlights from input received from the community, a brief overview of significant projects planned for the next five years and estimated ongoing costs associated with each, and an outline of options for funding these projects and ensuring financial sustainability for years to come.

**STAFF RECOMMENDATION**

**Suggested Motion Language:**

Staff recommends council consideration of this summary and action in the form of the following motion:

Motion to accept the November 28, 2017 Study Session summary on the Boulder Public Library Master Plan project update.

**ATTACHMENTS**

A. Nov. 28 Study Session Summary – Boulder Public Library Master Plan project update

## **Nov. 28, 2017 Study Session Summary**

### **Boulder Public Library Master Plan project update**

#### **PRESENT**

**City Council:** Suzanne Jones, Mayor; Aaron Brockett, Mayor Pro Tem; Cindy Carlisle, Jill Adler Grano, Lisa Morzel, Mirabai Kuk Nagle, Sam Weaver, Bob Yates, Mary Young

**Library Commission:** Joni Teter, Joel Koenig, Tim O'Shea, Juana Gomez

**Staff members:** City Manager Jane S. Brautigam, City Attorney Tom Carr, Library and Arts Director David Farnan, Deputy Director Jennifer Phares, and Communication Specialist Jennifer Bray

#### **OVERVIEW**

The purpose of the study session was to update City Council on the status of the Boulder Public Library (BPL) Master Plan update and to present options for funding the goals and ensuring long-term financial sustainability of the library system. Staff provided the following information for council's consideration:

- Brief overview of what the library is and does.
- Major accomplishments since the 2007 Boulder Public Library Master Plan.
- Highlights from input received from the community.
- Brief overview of significant projects planned for the next five years and estimated ongoing costs associated with each.
- Outline of options for funding these projects and ensuring financial sustainability for years to come.

#### **City Council questions and comments**

Below are council's feedback and questions. Staff responses are shown in italics following the council comments and questions.

#### ***Financial sustainability options***

Why are no other Colorado libraries using a regional library authority, and are there libraries in other states that use this option? Concerns expressed about losing municipal authority over Boulder's public libraries, why would a city let their facilities go? What would Boulder do with our assets?

Under the various options for running BPL in a different funding scenario, governance issues would need to be worked out. In both a Regional Authority and a District, City Council would appoint the board of the library. What goals would be achieved by going with one of these options? Additional information is needed about BPL cardholders by area and zip code, perhaps a heat map would be helpful. Also, would like to see more information about the Ft. Collins experience in recent years. Does the table of BPL cardholders indicate active cardholders?

*Yes, the table presented shows mainly active cardholders. Roughly 18% of the cardholders listed are not active users and currently have outstanding fines and fees prohibiting them from using the library. In addition, Boulder Public Library honors cards within the Flatirons Library Consortium (FLC). So, a person with a Louisville or Broomfield library card may use BPL*

*without getting a BPL card, and would then not show up in this table at all. Goals that would be achieved with increased funding would be: redressing current budget constraints, adding funds for operating a new North Boulder Library Branch, opening library services in Gunbarrel, outreach to underserved communities, and serving growth in east and southeast Boulder.*

Looking at the BPL cardholder table, to what extent do we collaborate with other local libraries, and how would that be affected by the formation of a district/regional authority?

*The FLC is our main collaboration with other area public libraries. The FLC is an independent 501[c]3. It is the second largest consortium of public libraries in the state and a model for regional collaboration. Through the FLC, Boulder library patrons have access to more materials and next day delivery from libraries in the region. Regional collaboration has also significantly increased our leverage for contract negotiations. Furthermore, Boulder and other regional libraries share policies where applicable and financial resources through joint contracts for services with FLC. No other FLC library has expressed interest in joining BPL in an authority or district.*

What options are there for having people who live outside the city limits contribute more equitably for library services? Changing the governance, and therefore funding, is going to be complicated and we should talk about potentially charging people who do not live inside the Boulder city limits for library use. Something to consider is that people who do not live in the city limits probably still shop in Boulder and contribute to sales taxes for city/library services. Property taxes could also be considered for people living outside city limits for library services, and if we did so, we would need to determine what the correct mill rate would be.

Adding property tax for people living outside of city limits would require a vote. How much would adding those mill levies help BPL achieve its goals? Gunbarrel is a challenging issue as half of the community is in the city and half in the county.

*This needs further research and detailed mapping and analysis of overall assessed property values.*

How could city Development Excise Taxes (DET) help us provide library services in Gunbarrel? *DET fund expenditures are restricted to capital expansion only. They could be used for startup costs for opening a Gunbarrel library including purchasing an initial collection of books and materials. However, the ongoing operational costs cannot use DET funds. We do not have firm estimates of costs for ongoing operating costs to run a storefront library in Gunbarrel, but based on NoBo Corner Library, we can estimate that it would cost roughly \$300,000 to \$400,000 annually for staff, materials, equipment, upkeep, and utilities. Facilities and Asset Management (FAM) estimates a cost of \$18/sq. ft. to operate a new library.*

Few people would want to increase their property taxes. And we do not currently have willing partners for a district or authority. What about a library tax – seems people might be interested in taxing themselves for the library? What would that be and how much would it raise?

*That would depend upon which kind of tax you mean: property or dedicated sales/use tax. Boulder currently has nearly the highest sales/use tax among cities in Colorado. There are also other city priorities for potential increases in sales/use taxes (affordable housing, broadband, human services, etc.). There is currently a charter limit on property tax millage rates the city can collect. We would have to investigate this further. It is also good to remember that sales tax revenue is currently flat.*



Would it be possible to reduce the sales/use tax that currently funds the library, and the .33 property mill, and then form a district/authority to make up that difference by adding those taxes to fund the district/authority?

*Yes. But this is a decision for City Council and would require more research.*

Do you feel there is a preference between an authority or district? Sales taxes can be regressive and have an unfair burden on those with lower incomes. Expressing some preference for property tax idea.

*Staff are just getting started with this analysis and have not defined a preference. We need to do more research. What we do know is that half of the public libraries in the State of Colorado are district libraries. With few exceptions district library funding rates per capita and per user are significantly higher than municipal libraries. What we are putting before Council in this study session are the community goals which at minimum will require at least a 10% increase in overall funding. All options for how to fund this increase are on the table, including district, regional authority and increased funding from the city. The regional authority is biggest unknown because it has not been done before in Colorado. (Council expressed interest in receiving follow up information from the Ft. Collins district formation.)*

Would you prefer to take the Regional Library Authority off the table for now?

*Yes. That would simplify our options and focus our research.*

#### **City Council initial feedback for staff and Library Commission:**

Agreement that we need to find more sustainable funding to reach the BPL goals, libraries are too important especially in today's climate. Would like to find a way to get at the equity issue, possibly by looking at a district.

Extremely impressed with what staff has done with flat funding resources. Supportive of the service expansion plans, and looking forward to the north Boulder branch, and some kind of library service for Gunbarrel. Agree it's worth exploring the idea of a district. A lot of outreach would need to be done. Wary of continuing to increase sales taxes, property taxes are less regressive. If decision becomes to form a district, preference would be to look at reducing the property tax mill rates within the city accordingly.

Some agreement around the idea of increasing property taxes possibly being difficult or infeasible, and it could also be difficult for the city to lower property taxes to offset growing into a district. However, staff should continue to explore the options, including annexation. Example is that Gunbarrel desires library services, and parks, and not all of Gunbarrel is in the city limits. Boulder is a wonderful place, and people seem to want to come here from wherever they are. Can we help collaborate to create this kind of destination library among the other communities regionally?

Belief that Gunbarrel residents will fight against annexation.

Some agreement expressed with the memo that libraries are a basic responsibility/function of our society, not an option, and are fundamental to our existence and culture. Concern about increasing taxes. What can we do for this long-term sustainability funding plan by looking at the city budget? Reluctance expressed about losing control over BPL facilities/this wonderful community resource.

Several kudos were expressed to David Farnan, library staff, Library Commission, and the Boulder Library Foundation for everything that has been accomplished. The funding equity conversation must be had with Gunbarrel for fairness.

Some agreement about reluctance to ask people coming to the library to pay fee for services if they live outside the city limits. Not in favor of user fees, believe that is against the philosophy of libraries.

Appreciation expressed for the Tree Debris to Opportunity program with unhoused community members to learn woodworking skills. Funding scenarios all seem challenging (taxes, annexation). Not supportive of the library authority idea. District option agreeable if it would not significantly increase the overall tax burden on existing Boulder residents.

Encouragement expressed to see Boulder explore what a library district would look like. Increasing property taxes is not appealing, but to achieve these goals and for sustainable library funding, it will take a substantial amount of money. It is not clear that Boulder residents object to the millage rate. Rather the overall assessed value of property means a higher dollar amount of taxes. Most ideal option is to find that funding in existing city budget somewhere.

General question asked: If we are “growing the pie” for the library budget, what are we willing to trade off if we are not willing/able to increase taxes? Need clear answers. Assume there are no new dollars coming in. How much is needed for the library Master Plan, and on what will it be spent? Council can then compare this information with all the other community priorities and funding requests for other services/departments. Request to see the funding for the library over the past several years, and be able to determine if the library has not been funded as a high priority to the same degree as other city departments.

Would like more detailed information to make a clear recommendation. Prefer to find additional funding in existing city budget, to explore a district, and to explore annexation possibilities.

North Boulder Library Branch is exciting – more than books, WiFi/computer access – extending out into the community. Projecting service into Boulder Meadows would be huge. Agreement about looking at library funding through the past years, and in the city budget for any additional funding options. Believes that the library has not been enough of a priority for funding in the past.

As council approaches its two-year workplan, library staff and commission ask that sustainable library funding be a work item.

Suggestion to explore collaboration or districting possibilities with the mountain towns. Request for staff to work with Boulder County and Boulder Valley School District about what appropriate boundaries might be for a potential district.

## **NEXT STEPS**

City Council’s feedback from the Nov. 28, 2017 study session is being incorporated into the Library Master Plan update. Staff will return to City Council for the Library Master Plan update consideration in the second quarter of 2018.



## **INFORMATION PACKET MEMORANDUM**

To: Mayor and Members of Council

From: Jane S. Brautigam, City Manager  
Tanya Ange, Deputy City Manager  
David Farnan, Library and Arts Director  
Jennifer Phares, Deputy Library Director

Date: Thursday April 12, 2018

Subject: **Information Item: Preliminary Library Operating and Capital Funding Needs and Financing Options**

### **EXECUTIVE SUMMARY**

This memo provides information regarding preliminary, future library operating and capital funding needs anticipated to be outlined in the 2018 Boulder Public Library Master Plan. The 2018 Boulder Public Library Master Plan will be presented to City Council for consideration in July 2018. At the November 28, 2017 City Council study session, the council requested further information about the library's current and projected revenues and expenditures.

The primary goal is to present sustainable, financial options to fund the library's operating and capital needs all of which are based upon growth predicted in the Boulder Valley Comprehensive plan, the 2007 Boulder Public Library Master Plan goals, and community input received as part of the development of the 2018 Boulder Public Library Master Plan. The near-term needs represent the community's high-priority requests for library services, such as the long-standing goal of a full-service branch library to serve the north Boulder area, and investment needed to maintain current service levels and quality.

Two options to increase municipal funding for the library are presented: a) reallocate funds from other current programs and services within the City's operating budget, or b) a new voter approved dedicated sales or property tax. In the event the amount of a new dedicated property tax increase would exceed the current maximum limit of 13 mills for all property taxes allowed under [city charter article VI, section 94](#), a City of Boulder charter change to increase the

maximum allowable property tax mill limit would be needed. The 2018 library master plan will include information about funding and governance of a library district.

This memo does not include information about the 2019 budget as the library staff and the Library Commission are in the process of reviewing and prioritizing the proposed budget.

## **FISCAL IMPACT**

- This memo provides estimates of the Boulder Public Library's (BPL) operating and capital needs for the next three to five years and funding options for council to consider to meet these needs. For analytical purposes an amount of \$4 million annually was used. The amounts used in the analytical section are in today's dollars and do not account for inflation.

## **COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS**

- Economic: The 2018 Boulder Public Library Master Plan draft goals are outlined broadly to elucidate anticipated costs for council. If all the future goals are implemented, an estimated \$2.5 to \$3.5 million total in increased annual operating funds and \$5 to \$8 million in new capital and one-time funds will be required during the next five years to maintain the current high-quality and level of library services and meet the community's demand.
- Environmental: While library funding has no direct impact on the environment, library operations and capital projects meet the environmental standards adhered to by the city of Boulder.
- Social: The decision to fund library goals may require budget trade-offs that could impact the library's ability to deliver current high-quality programs and services. The decision not to fund certain programs may result in a reduction of service to some populations in the community and may have an adverse social impact.

## **MASTER PLAN THEMES - OPERATING AND CAPITAL NEEDS**

A preview of the master plan was presented at the November 28, 2017 City Council study session. The estimated cost to implement all master plan goals is between \$2.5 and \$3.5 million in increased annual operating funds and between \$5 and \$8 million in new capital and one-time funds to maintain the current high-quality and level of library services and meet the community's demand. This funding would not be needed immediately or all at one time but could be phased in over the next several years. The following list represents broad themes and estimated costs that will be described in more detail in the master plan. The costs provided are estimates and broken down into operating, one-time and capital costs. The estimates for these broad themes do not represent a comprehensive total estimated cost of all the master plan goals. This information is not reflective of the 2019 budget as library staff and the Library Commission are in the process of reviewing and prioritizing the proposed budget.

## **MAINTAIN LEVELS OF CORE SERVICES**

BPL has experienced significant growth in nearly all program and service areas over the past few years while finding many efficiencies in the delivery of services. It is not possible to consistently

experience growth in output measures and maintain high-quality service without increasing funding. These are planned for incremental implementation during the next two to three years.

Operating: To maintain current quality and service levels, personnel are needed in materials handling (shelving), branch libraries, technology support and renewal of a fixed term position in BLDG 61. Funds are needed for library materials, courier and janitorial services cost increases, and furniture replacement to keep pace with current demand and use of facilities. The total estimated cost is \$475,000 ongoing.

Facilities Renovation and Replacement: All library facilities are heavily used by the community. Costs for ongoing building maintenance, deferred maintenance, and utilities needs have been estimated for the city-owned library buildings including the Main Library, George Reynolds Branch Library, and Carnegie Library for Local History. The update to the Facilities and Asset Management (FAM) Master Plan will outline a plan to address these maintenance needs for all city facilities including the libraries. Funding these maintenance costs will support efficient management of the facilities and reduce future costs by preventing critical failure of building structures and systems. The 2018 Boulder Public Library Master Plan will support annual budget requests from FAM for library building maintenance. The 2018 deferred maintenance backlog costs for the library facilities is estimated at \$3.7 million. To put this in perspective, the deferred maintenance backlog for all general fund city facilities is estimated at \$15.3 million. Current Operations & Maintenance, Major Maintenance and Renovation & Replacement for the libraries are also currently funded below funding goals and should increase from the annual \$487,000 to \$550,000.

## **SERVICE AND COLLECTION ENHANCEMENTS**

With one million visitors annually and approximately 78,000 city of Boulder residents with active library cards, BPL is a highly utilized service. Community survey results consistently rate BPL very high for value. Community input received during the master planning process included numerous requests for service enhancements. Increased staffing and non-personnel funds are needed in each of the areas described below to increase capacity, meet community demand and provide some expansion of services. These enhancements are planned for incremental implementation during the next 5 to 10 years.

- Collections: Increased expenditures for collections will reduce patron wait time for materials and make more materials available. Likewise, an increased investment in staff to process and shelve more materials will be required.
- Programs: BPL popular programs are at capacity and access is limited because the demand is so great. Many patrons who wish to attend children's Science, Technology, Engineering, Arts, and Mathematics (STEAM) programs and the BLDG 61 Makerspace programs are often put on long waiting lists.

- Hours: Branch hours and program offerings (while increased in the past few years to cover seven days per week) are still not consistent between locations or with the Main Library hours. Making the hours and program offerings consistent will require additional patron services staff and youth services librarians.
- Marketing: Through the master plan community engagement, many patrons requested that BPL provide more informational materials and communications about books, programs and events at the library. Similar to the rest of the city organization, BPL does not currently have dedicated marketing and advertising personnel, despite this being a 2007 Library Master Plan goal.
- Events: BPL hosts and supports several popular community events and festivals such as, author talks, literature festivals, the Boulder International Film Festival, the Boulder Food and Film Festival, Boulder TEDX events, Techstars Startup Week, Computer Science Education (CSEd) Week and others. BPL does not currently have event planning and management staff or operating funds to adequately support any of these endeavors. The Boulder Library Foundation does provide BPL with continued grant funding for programs, events and festivals, but this does not include funds for staffing.
- Volunteer program: The volunteer services program accounts for 10% of BPL's workforce. Nevertheless, as the demand for programs increases, the need for volunteers to serve as literacy tutors for adult learners and for program assistance continues to grow. Further expansion of volunteer service is limited by staff to manage recruitment, training, placement, evaluation, and appreciation. The capacity of the staff could be increased by the implementation of a volunteer management software system, and additional funds are needed to continue recruiting more volunteers, provide them with supplies, and to recognize their contribution to the community. The City's Volunteer Cooperative is evaluating options for an enterprise volunteer management software system which would allow volunteer coordinators from several city departments to more effectively collaborate and coordinate the sharing of volunteers and volunteer opportunities. BPL would support a funding request for such a system.
- BLDG 61 support: The community's demand for BLDG 61 Makerspace programs far exceeded expectations. The sophisticated equipment available to the community in the makerspace must also be well maintained. Proper materials selection, inventory control, planning and preparation is required for BLDG 61 Makerspace to operate effectively and serve the community. Additional staffing is needed to maintain the specialized makerspace equipment, to oversee the Creative Technologist team, and for program planning.

Operating: Total estimated operating cost is \$1.38 million ongoing. \$780,000 is estimated for non-personnel costs and \$600,000 for personnel.



## **NORTH BOULDER BRANCH LIBRARY**

A full-service branch library has been a priority for community members who reside in north Boulder since 1995 in the North Boulder Subcommunity Plan. Community members who participated in community engagement activities during the recent library master planning process also identified it as high priority goal for the library. Another high priority community request was for expansion of the makerspace and associated programs in the new branch library. Recognizing that expanded library services in north Boulder was a high priority for the community, even before adoption of the 2018 master plan, City Council included a branch library in the group of projects on the Community, Culture and Safety (CCS) Tax renewal November 2017 ballot item which was approved by the voters. The branch library is anticipated to open in early 2021.

Capital/ One-Time: The CCS Tax is expected to generate \$5 million for construction. An estimated \$1.2 million in Development and Excise Tax (DET) and impact fees collected for the library will be contributed for construction and materials collection costs. The one-time investment for makerspace equipment is estimated at \$125,000.

Operating: Approximately, \$485,000 in additional personnel (public desk staff) and operating funds for library materials, security and janitorial service, etc. is needed to operate a new branch library. This is in addition to the current annual personnel allocation for the NoBo Corner Library, as those staff members would be reassigned to the new branch. An additional \$183,000 in personnel funding is needed to staff a makerspace in the new the new branch library. Ongoing building maintenance and utilities costs which are managed by FAM are currently estimated at \$110,000, annually. Total estimated cost is \$778,000 ongoing.

## **GUNBARREL “CORNER” LIBRARY**

Opening a ‘corner’ library in Gunbarrel has become a goal in the 2018 Boulder Public Library Master Plan. Modeled on the current NoBo Corner Library, BPL would seek a partnership with another agency or real estate developer in Gunbarrel to obtain rental space for the small library at a reduced or nominal cost. The branch library is anticipated to open in 2022.

Capital/One-Time: DET and impact fees that were collected for the library would be used for tenant finishes, furniture and an opening library materials collection. The cost for these is estimated at \$486,000.

Operating: Approximately, \$290,000 is needed for personnel (library manager and public desk staff), library materials, janitorial service, etc. Ongoing building maintenance and utilities costs which are managed by FAM are currently estimated at \$34,000. Total estimated cost is \$324,000 ongoing.

## **CANYON THEATER ACTIVATION**

During the community engagement phase of the master plan process, the community ranked full -activation of the Canyon Theater performance space and areas adjacent to the Main Library in the Civic Area as high priorities. To address this community request, BPL has included a pilot

program in the master plan to provide staff for planning and technical support in the Canyon Theater so that it may be offered at significantly reduced cost or no charge to community groups for rehearsal space, programs, and events throughout the year.

The Main Library's north building, where the Canyon Theater is located, was also identified as potential space for expansion of other popular programs such as the BLDG 61 Makerspace or to house new community partners. Upgrading the building interior to facilitate activation of the Canyon Theater or to expand other programs may require extensive renovations. The building sits in part of the high hazard flood zone and therefore flood regulations may limit the amount of money that can be invested in renovations. A renovation feasibility study for that building is needed to determine if interior physical alterations are possible. The library would coordinate oversight of the study with FAM.

Capital/One-time: Minor improvements such as paint and carpet and the renovation feasibility study are estimated at \$156,000.

Operating: Personnel costs for the pilot program are estimated at \$344,000 ongoing.

**TABLE 1. Summary of operating and capital needs**

	<b>Total</b>	<b>Ongoing needed</b>	<b>One-time needed</b>	<b>Other one-time sources</b>
Maintain core service levels	\$4,730,000	\$1,030,000	\$3,700,000	-
Service and collection enhancements	\$1,380,000	\$1,380,000	-	-
North boulder branch library	\$7,103,000	\$778,000	\$125,000	\$6,200,000 *
Canyon Theater activation	\$500,000	\$344,000	\$156,000	-
Gunbarrel "Corner" Library	\$810,000	\$324,000	-	\$486,000 **

\*\$1.2 million in DET and impact fees have been collected for the library and will be contributed. The CCS tax is expected to generate \$5 million to be used for the project.

\*\*\$486,000 in DET and impact fees have been collected for the library and will be contributed.

## **MASTER PLAN PRIORITIES AND GOAL IMPLEMENTATION**

Maintaining high-quality core services is the priority over expanding or introducing new programs and services. Annual funding for operating costs of the north Boulder branch library project is a high-priority due to the Community, Culture and Safety Tax capital funding approved by the voters. The prioritization of the goals for expanding library services to Gunbarrel and activating the Canyon Theater will be considered along with the community's requests for other service enhancements. Library staff is working with the Library Commission to refine the priority of the Master Plan goals and objectives. This prioritization will inform the library's annual budget requests over the next several years.

## **FUNDING OPTIONS**

Funding the library's needs to maintain core services and the 2018 Boulder Public Library Master Plan goals represents a significant financial investment. It is estimated to be as much as a \$20 million total increase in costs to the city budget over five years – approximately \$3 million in annual ongoing operating costs and \$1 million in annual unfunded one-time and capital expenses. Additional revenues will need to be secured in addition to the current-level of annual appropriations from the General Fund to fund library needs. Capital projects are reviewed and considered in the Capital Improvement Program (CIP) that is part of the city's annual budget process.

At the November 28, 2017 City Council study session, council requested more information about several options for municipal and district funding models. Information on all the options including forming a library district will be included in the 2018 Boulder Public Library Master Plan for council's consideration. The options to increase municipal funding are summarized below. These options assume that the current level of General Fund support for BPL remains constant, approximately \$6.8 million annually. The two major sources of general fund revenue are sales and use tax and property tax. Sales and use tax is a volatile revenue source while property tax is a more stable revenue source.

### **OPTION: Reallocate current city funds**

To keep the city's budget balanced, a change in the allocation of resources requires moving currently allocated resources from one program or service to another. If the decision is made reallocate current General Fund resources from other general fund programs to the library, it would require a reduction in other general fund city services (fire, police, parks, and city support services (such as Finance, HR, IT, City Attorney's office, City Manager's Office)). The changes would be accomplished through the annual budget process. The actual impact on current programs would be known once the budget trade-offs were proposed.

### **OPTION: Request voters dedicate a new sales or property for the library**

#### **Increase dedicate sales or use tax for library services**

Charter amendments and proposals for a tax increase require an ordinance from City Council prior to putting the proposed changes to a vote. The proposals that all relate to changes to effect increased taxes for the benefit of the library can be on a single ballot measure, as long as the procedural standards of the Colorado Constitutional amendment TABOR (Taxpayer Bill of Rights) are met. The current sales and use tax rate in the City of Boulder is 3.86% (there is an additional .15% on prepared food only that is dedicated to the Visitors and Convention Bureau). Each one tenth of a cent increase in sales and use tax currently generates approximately \$3.3 million dollars annually. Initial indications estimate the amount needed to fund the library master plan goals is at \$4 million. Annually, this includes \$3 million for operating costs and \$1 million for one-time and unfunded capital costs.

When fully implemented, these master plan costs would require an increase of .12 percent in sales and use tax. This would raise the City of Boulder sales and use tax rate to 3.98% (4.13% on prepared foods). See Table 2. below for comparison to other cities in the region.

**TABLE 2. Current Regional Sales and Use Tax Rates**

City	Local % Tax Rate	Total % Tax Rate	Local Tax Rate if COB Increased .12%
Broomfield	4.15	8.15	4.15
Boulder	3.86	8.845	3.98
Fort Collins	3.85	7.30	3.85
Denver	3.65	7.65	3.65
Lafayette	3.50	8.485	3.50
Louisville	3.65	8.635	3.65
Arvada	3.46	8.21	3.46
Longmont	3.53	8.515	3.53
Golden	3.00	7.50	3.00
Loveland	3.00	6.45	3.00

SOURCE: Colorado Department of Revenue – Taxation Division.

Total rate may be different in city is in more than one county.

Proposals for a tax increase would follow the normal process for a city ballot item, that is, passage of an ordinance by City Council to place the proposed changes to a vote. The proposals that all relate to changes to effect increased taxes for the benefit of the library can be on a single ballot measure, if the procedural standards of the TABOR amendment are met. At this time, it is not expected that any of these funds would be used for any type of debt funding. If that would change, and debt funding would be considered, a separate ballot question would need to be approved by the voters to authorize the issuance of debt.

### **Increase dedicated property tax for library services**

1. Reallocate current general fund revenues by dedicating more of the current property tax to the library.

At present, due to [city charter article IX, section 134](#), BPL receives funding from a dedicated one-third of one mill on City of Boulder residential and commercial property. In 2018, it is projected this will generate approximately \$1.23 million for the library. This translates to approximately \$20 in taxes for the average household in the city (\$850,000 average property value). This effectively dedicates (earmarks) a portion of the mill levy revenue to be used for library purposes. If the city wants to dedicate a higher level of the mill levy for library purposes, this portion of the charter could be amended by the voters. If approved, it would require a greater amount of the mill levy to go to the library instead of other general fund services that it now goes to. This would require a reallocation of current city funds going to such programs as Fire, Police, Park Maintenance, Finance, HR, IT, City Manager's office, City Attorney's Office and IT.

Though there would be no overall tax increase, changing the dedicated amount in the charter would require a ballot item for a charter change. The ballot item would earmark the funds for library use and would not change unless a future ballot item changed the dedication.

Since there is no overall tax increase, council could decide to change the amount of dedication by ordinance only and not have a charter ballot item. The ordinance would remain in effect unless changed by a future City Council.

Once approved by the voters the actual trade-offs in services could occur during the annual budget process or via a supplemental appropriation.

2. Request voters increase the total city mill levy currently assessed and dedicate it to the library.

Due to the TABOR amendment passed in 1992, any increase in the tax rate must be approved by the voters of the jurisdiction. This is true for both sales/use taxes and property tax. For property tax it means the total mill levy cannot be increased past what it was in 1992 without a vote.

[Charter article VI, section 94](#) of the City of Boulder Charter caps the total property tax mill levy at a maximum of 13 mills (the city's mill levy is currently 11.981 mills) unless any new mill levy approved by the voters is used to make debt payments only. Currently, the difference between the total mill levy of the city and the maximum allowed in the Charter is 1.019 mills. If council wanted to dedicate the increase to the library, [city charter article IX, section 134](#) could be amended to include the increase in the dedication. The amount expected to be generated by the increase would be approximately \$3.67 million annually, short of the needed \$4 million dollars estimated for library needs. The impact on a residence with a value of \$850,000 would be approximately \$63 dollars annually. For each one million dollars of market value, a commercial property would have an increase of approximately \$296 per year. If approved by the voters, the increase would not have to be implemented all at once. New library master plan program costs would occur over several years and the increase in the mill levy could be phased in to match the implementation of the new services.

3. Increasing the mill levy beyond current charter limit of 13 mills.

The current 13 mill maximum property tax levy contained in the city charter was approved in November of 1943. An increase in property taxes to the maximum of 13 mills as described above would fall approximately \$330,000 short of meeting all needs of the library of \$4 million annually (\$3 million for operating and \$1 million for capital) when all projects are implemented. For the library to reach the needed \$4 million additional dollars annually, a mill levy increase of 1.111 mills would be required. This would increase the total mill levy of the city to 13.092 mills. Since not all master plan projects would come at once, the ballot item could be written so the full increase in the library mill levy would be phased in as needed until it reached the fully allowed amount.

The average annual increased cost per household would be approximately \$68. This amount is based on the assessed value of the current average property of \$850,000. Housing values vary

across the city, so for the purposes of comparison, the increased cost per household would be \$160 for a residential property valued at \$2 million and approximately \$48 for a residential property valued at \$600,000. For commercial the increase would be approximately \$322 per one million dollar of fair market value.

In addition, there are several other projects in the City that will need additional ongoing or temporary bridge funding in the early years until revenues generated by the project are sufficient to meet ongoing costs. They are covered in the City Council [IP memo dated March 29, 2018](#). An increase in the overall mill levy allowed by the charter would support these projects, as well as the library needs, and could allow the city additional headway in the event other needs arise in the next decades.

If the maximum allowed mill levy was increased by the voters, the total mill levy collected would not automatically increase to the maximum. Increases must occur in two steps, each of which requires voter approval. The first step would be to request an increase in the maximum mill levy allowed by the charter. If the maximum increase is approved by the voters, a separate ballot question must be placed before the voters to increase the mill levy by any increment above the current 11.981 mill levy of the City.

**TABLE 3.** Property Tax Mill Levy Comparisons

City	Property Tax Mill Levy
Broomfield *	11.457
Boulder	11.981
Fort Collins	9.797
Denver **	See below
Lafayette	16.879
Louisville	8.869
Arvada	4.310
Longmont	13.420
Golden	12.340
Loveland	9.564

\* City of Broomfield portion only

\*\* City and County of Denver does not separate its mill levy between the city portion and the county portion

SOURCE: County Assessor Abstracts for each entity

## SUMMARY OF FUNDING OPTIONS AND IMPACTS FOR THE LIBRARY MASTER PLAN CAPITAL AND OPERATING NEEDS

Method	Does it meet the \$4 million annual target?	Comments	Expected result
Increase sales tax by .12 percent	Yes. If approved by the voters, it should in most years.	Sales and use tax is volatile and the target may or may not be met each year. Places Boulder as the second highest sales tax jurisdiction in the area	In most years the target should be met
Reallocate current resources and dedicate to the library*	It will depend on how deep the reductions are to other general fund departments.	It will impact services in other general fund departments.	Results will be impacted by the amount of reduction incurred in each area.
Ballot item to raise property tax to maximum and dedicate to the library	No. If approved by the voters, it will fall short of the target by about \$330,000 annually.	It will close off funding for other programs and services that may benefit from a property tax increase.	Based on projections it would meet a little over 90% of expected needs.
Ballot items to increase the maximum mill levy and dedicate enough to reach \$4 million target.	Yes, if approved by the voters.	Provides possibilities for other programs and services in the city.	If approved, by the voters it provides additional options for sound, long-range fiscal planning.

\* Reallocating current revenue from one program or service to another is the same whether it is done for all revenues of the general fund or property tax only.

### LIBRARY COMMISSION INPUT

Commissioners Joni Teter and Tim O'Shea met with City Manager Jane Brautigam, Deputy City Manager Tanya Ange, Chief Financial Advisor Bob Eichen and Library and Arts Director David Farnan on Monday, April 2, 2018 to discuss the information in this memo and request the opportunity for the Library Commission to provide input. A draft of this IP memo was issued to the Library Commission by email for discussion at the April 4, 2018 meeting. The commission is generally supportive of the suggested approach and has several comments to add as contained in the attached letter (**Attachment A**).

### NEXT STEPS

1. **May 2018** - Library staff will complete the 2018 Boulder Public Library Master Plan draft in May 2018 for the Library Commission's final review.

2. **June 2018** - Presentation of the 2018 Boulder Public Library Master Plan draft to the Planning Board.
3. **July 2018** - City Council and Library Commission joint study session on the 2018 Boulder Public Library Master Plan.
4. **August 2018** – Submit 2018 Boulder Public Library Master Plan to City Council for adoption.
5. **November 2018** – City Council study session to discuss library finances.

## **ATTACHMENT**

**Attachment A** - IP memo Library Funding Needs Library Commission Input 4.12.2018



To: Mayor and Members of Council  
Jane S. Brautigam, City Manager  
Tanya Ange, Deputy City Manager  
David Farnan, Library and Arts Director  
Jennifer Phares, Deputy Library Director

From: Boulder Library Commission

Date: April 11, 2018

Subject: Information Item: Preliminary Library Operating and Capital Funding Needs and Financing Options - Library Commission Input

Thank you for the opportunity to comment on the “Preliminary Library Operating and Capital Funding Needs and Financing Options” Information Item dated April 12, 2018. Library Commission reviewed this memo at our April 4th meeting and would like to offer the following input.

As you know, the Commission sees the library's long term financial sustainability as a fundamental question to be addressed in the 2018 Library Master Plan. Our planning objectives include identifying core programs/services and expansion needs, along with analysis of associated operating and capital funding needs. Careful examination of potential funding sources is ongoing.

The Commission understands library financial sustainability must include these components:

- Long term, dependable and predictable revenues for library programs, services, facilities and operational needs.
- Ability to make decisions/take action within the library's approved budget on a timeline that meets the library's needs. This includes having the ability to shift funding within an approved budget in order to stay current with changes in program/service demands.

We are very pleased that the City is undertaking an in-depth look at options to address BPL's funding deficiencies within the City's current--and potentially future--budget resources. We appreciate the careful thought and creativity brought to this problem by the Executive Team, and look forward to future dialogue as this funding conversation continues.

We were surprised to learn that information organized over the last few months in response to Council questions about districting would not be included in this information memo. It is our understanding that further information on districting will now be shared with Council as part of its July consideration of the Library Master Plan, with a study session on library funding options following in November, 2018.

We understand that a principal reason for dropping districting information from this memo was the desire to see if the City could provide the funding benefits of districting

without going through the time and expense of creating a library district. We appreciate that sentiment.

The IP memo evaluates three options to address BPL funding needs:

- Reallocation of general fund revenues;
- Dedicated sales tax to address the library's funding deficiencies and expansion needs (with the remainder of BPL's funding provided through the general fund);
- Dedicated property tax to address the library's funding deficiencies and expansion needs (with the remainder of BPL's funding provided through the general fund).

**We propose that a fourth option be considered: funding BPL entirely from dedicated property taxes. If the objective is to provide BPL with the funding benefits of districting, this option would most closely mirror the library district funding model.**

If the City chooses to dedicate additional property taxes to BPL, the charter-imposed cap on City property taxes would need to be raised. This means that (at a minimum) two related ballot items would be on that ballot, and both would have to pass in order for BPL to be funded. The Library Commission offers the following recommendations on such an election.

- **The earliest date that such an election should be considered is the fall of 2019.** The Library Master Plan will not be approved until July 2018, with further funding conversations with Council to follow. We request adequate time for good public process around BPL's funding needs, and any related Charter question.
- **Any ballot measure addressing BPL funding should be presented as a separate question to voters, and not as part of a package of City funding needs.**
- **If a decision is made to phase in tax increases, provide specificity about the mill levy amount and timing of property tax revenues coming to BPL.** The ballot measure should not be framed as a mill levy increase with "up to" a specified amount dedicated to library needs. We base our concerns from learning of Jefferson County's difficult experience.
- **To ensure a successful outcome, the City will devote resources over the next year to (a) develop explanatory materials and (b) support community engagement around the complex questions underlying these ballot measures.**

Thank you for your continued attention to BPL's funding needs, and your continued support of Boulder's wonderful library system.



**CITY OF BOULDER  
CITY COUNCIL AGENDA ITEM**

**MEETING DATE: July 24, 2018**

**AGENDA TITLE**

Consideration of a Motion to approve the July 24, 2018 Study Session Summary on Boulder Public Library Master Plan.

**PRESENTER/S**

Jane S. Brautigam, City Manager  
David Farnan, Library and Arts Director  
Jennifer Phares, Deputy Library Director

**BRIEF SUMMARY OF STUDY SESSION TOPIC**

Staff presented an overview of Boulder Public Library Master Plan including a summary of the community input and highlights of the master plan goals. The Library Commission's conclusions and recommendations about the master plan and library funding were presented. Staff presented a recommendation to hire a consultant to conduct a financial analysis of library needs and funding options.

**DIRECTION**

- Council supported the Boulder Public Library Master Plan goals.
- Council supported the goal of extending library services to Gunbarrel, the renovation feasibility study and modest renovation of the Main Library's north building if recommended by the study.
- Council requested clarification of the financial information in the presentation.
- Council supported hiring a consultant to conduct a detailed financial analysis. They expect the report to present a balanced impartial analysis of all the funding options outlined in the master plan.
- Council requested more information on library districts i.e. governance, structure, asset allocation, etc.
- Council requested a recommendation from staff on the timing of polling or conducting a statistically valid survey to determine library funding support.

**Suggested Motion Language:**

Staff requests council consideration of this matter and action in the form of the following motion:

Motion to approve the July 24, 2018 Boulder Public Library Master Plan Study Session Summary.

**July 24, 2018**

**Study Session Summary: Boulder Public Library Master Plan**

**PRESENT**

**Council Members:** Mayor Suzanne Jones, Mayor Pro Tem Aaron Brockett, Bob Yates, Cindy Carlisle, Lisa Morzel, Mary D. Young, Mirabai Kuk Nagle, Sam Weaver

**Library Commissioners:** Vice Chair Tim O'Shea, Joel Koenig, Juana Gomez, Jane Sykes-Wilson

**Staff Members:** Jane S. Brautigam, Tanya Ange, Tom Carr, David Farnan, Jennifer Phares

**PURPOSE**

Staff presented an overview of Boulder Public Library Master Plan including a summary of the community input and highlights of the master plan goals. The Library Commission's conclusions and recommendations about the master plan and library funding were presented. Staff presented a recommendation to hire a consultant to conduct a financial analysis of library needs and funding options.

**PRESENTATION**

Library Commissioner O'Shea made opening remarks about the library's value to the community and gave examples of performance measures that support this assessment. He said the commissioners are unified in their conclusion that dedicated and sustainable funding is needed to secure the future of one of Boulder's core public goods and pillars of our strong local community.

The staff presentation covered four phases of the master plan project, highlights from community feedback, an overview of several of the master plan goals. Extending library services to Gunbarrel was noted as a new goal of the library. The goal to activate the Canyon Theater was a high priority for the community. While there have been several

visions for the use of the Main Library north building, the library's proposal to renovate the building to meet programmatic goals is a modest one.

High-level cost estimates for implementing all the master plan goals were presented. Council asked for clarification on the bar charts in the presentation slides showing the estimated operating and capital costs subtotaled by budget priority level. See **Attachment A.** for revised cost estimates and charts illustrating library funding needs.

Staff outlined the Library Commission's conclusions and recommendations in the master plan and the recommendation to hire a consultant to conduct a detailed financial analysis of library needs and funding options. The draft scope of work for the financial analysis was presented. Council asked for more information about the formation of a library district i.e. governance, structure and asset allocation.

## **FRAMING QUESTIONS**

- 1. Does council have any questions or concerns about the goals outlined in the Master Plan? Specifically, does council support the goals of renovating the Main Library north building and activating the Canyon Theater? Does council support library services to Gunbarrel?**

Council acknowledged staff and the Library Commission for the accomplishments making the library a valued community resource. Council supports extending library services to Gunbarrel. Pending the results of the renovation feasibility study for the Main Library's north building, council supports modest renovations to support more effective and flexible use of the space, activation of the Canyon Theater, and expansion of the BLDG 61 Makerspace. The concept of the Canyon Theater pilot program was discussed and there was an interest for follow-up information and an opportunity for feedback when this component of the plan moves forward.

- 2. Does council support staff's recommendation to hire a consultant complete a library financial analysis?**

Council supported the completion of a financial analysis that includes all the options that were outlined in the master plan.

- 3. Does council have any feedback on the scope of the financial analysis?**

Council asked that the analysis breakout the funding options into a menu and for concrete options for asset allocation in the library district scenario. Several council members asked staff and commissioners to be sure that all options are explored and that the report back to council is an impartial analysis.

- 4. What questions does council have about the potential pursuit of a library district?**

Overall, council is committed to finding a sustainable funding source for the library. The issue of asset allocation may be a concern of city taxpayers since they have funded the current facilities. Council would like more information about how governance of a library district and asset allocation would work. Staff was asked to research how Fort Collins and other cities that have library districts determined the asset allocation.

Concerns about asking voters to increase taxes to pay for library services may be perceived as a takeaway were mentioned. More information on library funding i.e. how much is dedicated vs. how much comes from the General Fund was requested. Recommended timing for statistically valid survey or polling to determine voter support for increased library funding was requested.

The concept of a Regional Library Authority was discussed as a possible model for areas like Niwot to provide financial support to cities that provide their residents with services. In an RLA, the city partners with another legal district and agree to fund the library. There are no districts to partner within the Niwot area. No libraries in Colorado have this funding model.

Regarding a possible district boundary, Boulder's development pattern is different than other communities in that it is ringed by open space and other communities outside the Boulder Valley Comprehensive Plan area may need to be included.

Some council members expressed interest in inviting Fort Collins staff and library board members for a public discussion in the future. There is a need for public outreach no matter what financial option is chosen.

**5. What additional information would council like prior to the scheduled September 4, 2018 consideration of a motion to accept the Boulder Public Library Master Plan?**

No requests for further information prior to the Sept. 4, 2018 council meeting.

**6. What additional information would council like prior to the scheduled November 27, 2018 study session to discuss library funding options?**

In addition to the results of the financial analysis and defining scenarios for asset allocation, staff should make a recommendation about timing to conduct polling or a statistically valid survey about support for library funding.

**KEY TAKEAWAYS**

Council supported the Boulder Public Library Master Plan goals including the goal of extending library services to Gunbarrel, the renovation feasibility study and modest renovation of the Main Library's north building if recommended by the study.

Council supported hiring a consultant to conduct a detailed financial analysis. The report is to present a balanced impartial analysis of all the funding options outlined in the master plan.

Council requested more information on library districts i.e. governance, structure, asset allocation, etc.

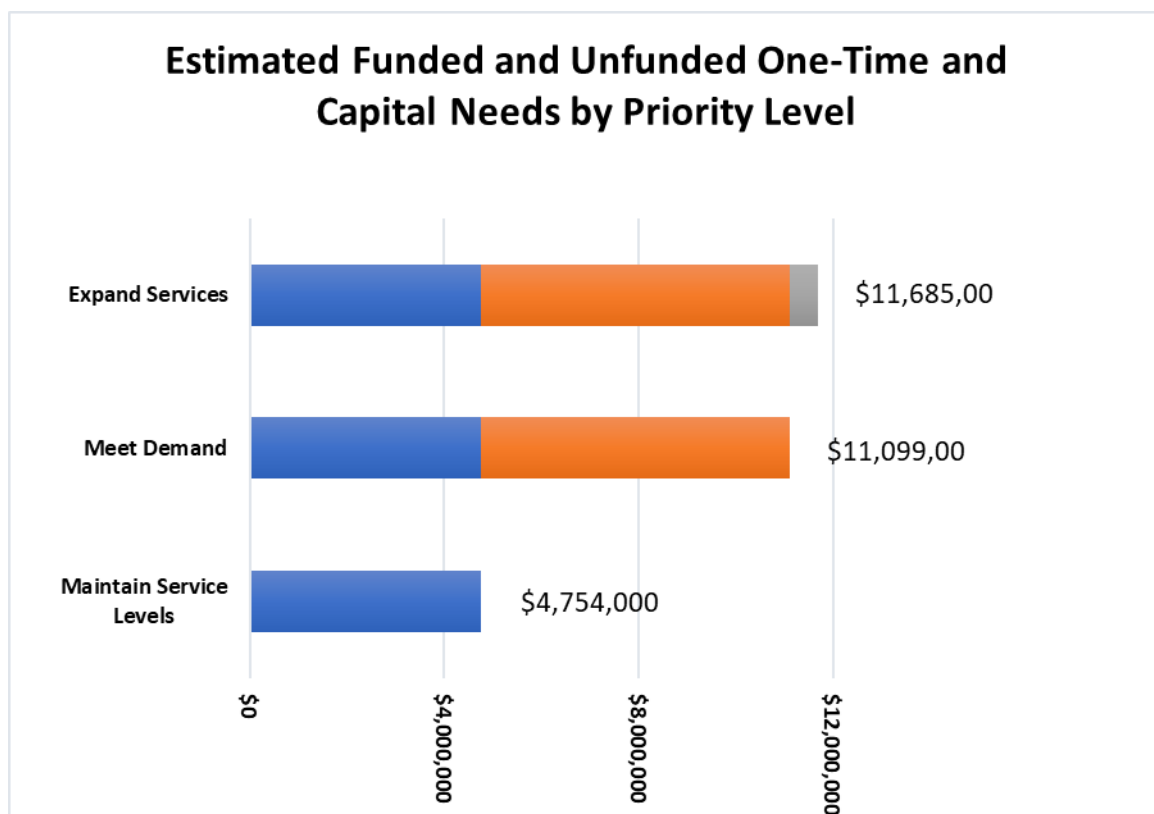
Council requested a recommendation from staff on the timing of polling or conducting a statistically valid survey to determine library funding support.

## **NEXT STEPS**

- Staff and the commission will present the 2018 Boulder Public Library Master Plan to the Planning Board on Aug. 16, 2018.
- Staff and the commission will present the 2018 Boulder Public Library Master Plan council for acceptance on Sept. 4, 2018.
- Detailed information about the options library funding, information on library districts i.e. governance, structure, etc. and recommended timing for a poll or statistically valid survey to determine support for library funding will be presented at the Nov. 27, 2018 City Council Study Session for council's consideration.

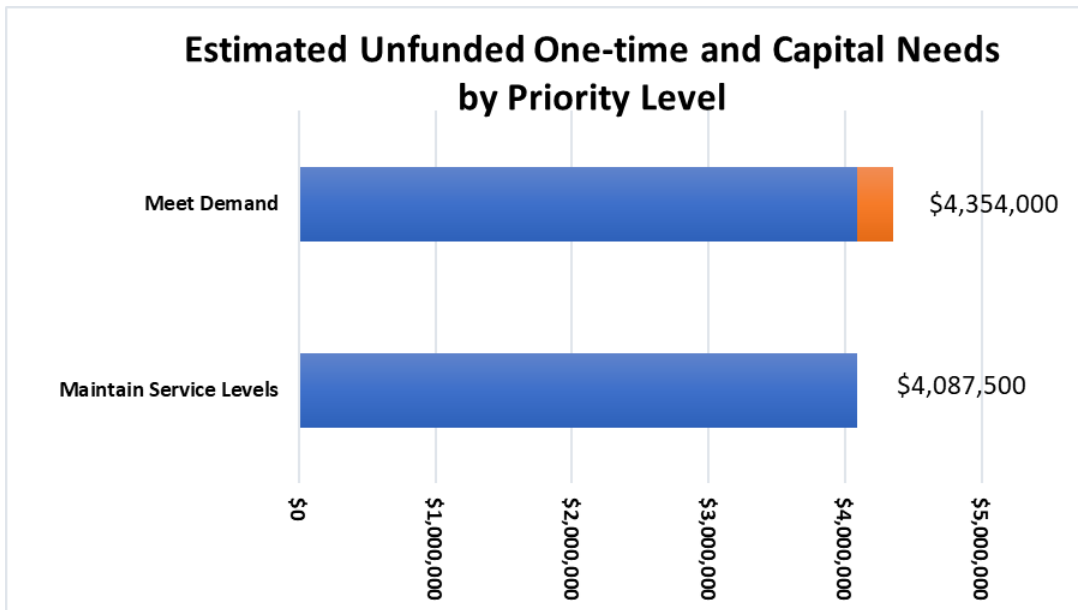
Over the next 10 years, it is estimated that \$3 to \$3.5 million in funding is needed for ongoing annual operating cost and up to \$6 million is needed to fund one-time and capital needs.

The chart below shows the estimated funded and unfunded one-time and capital needs additive by budget priority level. The Meet Demand total was corrected and is different than the study session presentation slide. The capital cost for north Boulder branch library was over estimated. An estimate for Main Library north building renovation is pending the renovation feasibility study and is not included in the totals in the chart below. That cost will be prioritized as Expand Services when it is known.





The chart below shows the estimated unfunded one-time and capital needs additive by budget priority level. An estimate for Main Library north building renovation is pending the renovation feasibility study and is not included in the totals. That cost will be prioritized as Expand Services when it is known. There are no unfunded one-time or capital needs estimated for the Expand Services priority level at this time.



The chart below is estimated unfunded annual operating costs by budget priority levels. Funding for these operating costs is needed to accomplish the master plan goals. This

funding would be in addition to the library's current annual operating budget which is approximately \$8 million in 2018.

