Facilities Master Plan
2013–2022

HIGH PLAINS LIBRARY DISTRICT

LAST REVISED: August 2017

www.hpldtrustees.us

Executive Summary

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The primary recommendations contained within the 2004-2014 Master Facilities Plan were completed in 2008 with the opening of the Carbon Valley Regional Library in Firestone and the Erie Community Library in Erie.

In 2000, the High Plains Library District (HPLD) served a population of 167,496. By 2015 the population served had grown to 257,000 (https://www.lrs.org). Forecasts by the Colorado State Demography Office indicate that the population of Weld County is expected to increase by approximately 3.3% per year. High Plains Library District is anticipating a decrease in property tax revenue of approximately 10% in 2018 mainly because of an expected decrease in overall assessed valuation and an expected reduction in the residential property tax assessment rate. For 2019-2022, High Plains Library District is projecting minimal annual revenue increases (approximately 2% per year).

This updated Facilities Master Plan recommends the number, sizes, service programs, general locations, and estimated costs for future public library facilities in the High Plains Library District during the period of 2013 to 2022. Following the review of the general recommendations in this study, the Library Board will need to identify funds that could be allocated for the creation and operation of new facilities, determine suitable sites for future library facilities, and prepare building programs for specific facilities.

Several studies, including the Godfrey's report (2011) and Public Computing Center reporting for the BTOP program, as well as statistical studies conducted in-house, have identified patron interests, how far patrons currently travel to a library, and how far people are probably willing to travel for library services.

Based on community input, staff expertise, population projections, and information gathered from a set of peer libraries, the Library Board revised policies in three key areas: service delivery guidelines, site selection, and the co-location of library facilities. The revised policy and associated tables are included in this document.

In 2012, the Board passed a Sustainability Policy which reads: The High Plains Library District minimizes its impact on the environment by making efforts to reduce consumption of resources, use resources more wisely, and provide the community with information and opportunities to do the same. This guiding principle has influenced

what construction materials are used, where they are purchased from, and how the facility is powered and maintained.

Architectural and engineering services are required for accurate cost estimates, services not included in the scope of this report. For planning discussion purposes, however, an estimate of the cost for a new single story facility is between $275 and $375 per square foot1[1]. In 2008, final costs per square foot for Carbon Valley Regional Library were $225. Final costs per square foot for the Erie Community Library were $300. In 2014, the Riverside Library and Cultural Center was completed at a cost of $317 per square foot. This estimate includes construction, furnishings, fixtures, equipment, design fees, site work, and contingencies. The costs do not include the library collection.

New construction costs are estimated at $345 to $403 per square foot according to Wember, Inc.

In conclusion, any plan is at best a road map to a desired destination. It provides directions and guidance based on current conditions. It cannot accurately predict the future and should never be used as a substitute for good judgment.

In the months and years to come, situations and circumstances unforeseen in this report will occur. The Board of Trustees needs to be bold enough to seize opportunities that arise and create facilities in places and at times not yet envisioned.

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[1] http://www.buildingjournal.com/construction-estimating.html

Governance, Composition, and Funding of the High Plains Library District

Governance, Composition, and Funding of the High Plains Library District

The High Plains Library District was established in 1985 to improve library service to Weld County residents through the sharing of material resources, staff, and tax revenue. The District serves more than 257,000 residents of Weld County and covers a geographic area of almost 4,000 square miles, an area greater than that of Rhode Island, Delaware, and the District of Columbia combined.

The mission of the High Plains Library District is to connect communities to information, inspiration, and entertainment for life.
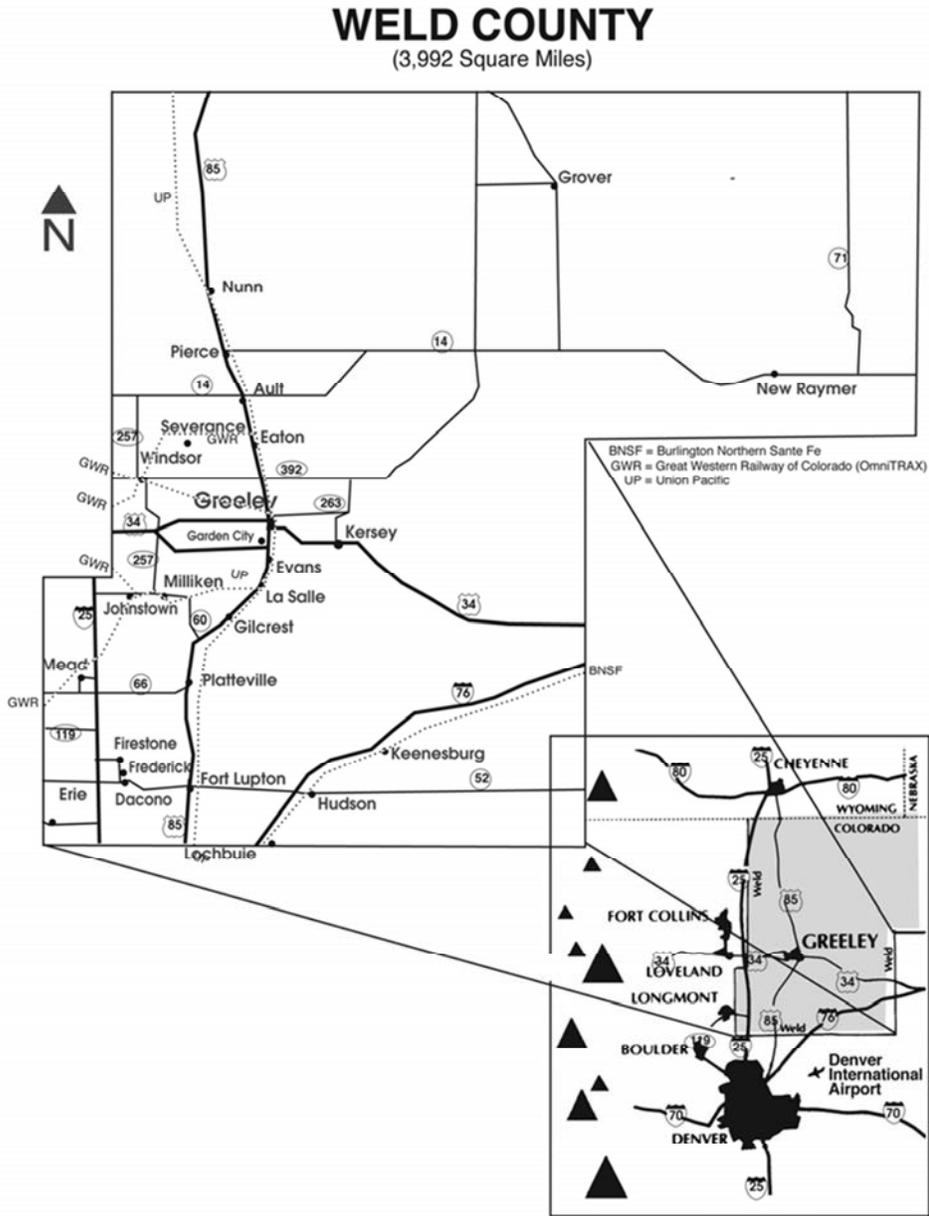
The High Plains Library District is comprised of a branch library system which includes three branch facilities in Greeley, one each in Firestone, Erie, Kersey, Evans and two mobile vehicles, including a bookmobile. It also includes six autonomous member libraries in Ault, Eaton, Ft. Lupton, Hudson, Johnstown, and Platteville, as well as a number of Public Computing Centers.

The branch libraries are governed by the High Plains Library District Board of Trustees. The Weld County Commissioners initially appointed seven members to the Board. Now, as vacancies occur, new members are selected and recommended by a committee consisting of representatives from the Weld County Commissioners and towns that originally formed the District, and then ratified by the Boards and Councils of those establishing bodies. Board terms are four years in duration.

The member libraries are each governed by their own local boards. When the District was first formed, each town in Weld County was invited to be a part of the District. Not all of these communities joined the District. Some communities with existing libraries elected to continue independently. Other communities with existing libraries decided not to join the District as branches, but to become member libraries retaining their autonomy, while benefiting from property tax revenues and phased access to services. According to High Plains Library District policy, any new libraries added to the District in the future will be added to the branch system.

A map of Weld County can be found on the following page. Although not every city or town in the County is indicated, the map does provide a general orientation to the County.

WELD COUNTY
(3,992 Square Miles)

Map used with permission from Greeley/Weld Economic Development Action Partnership

The High Plains Library District is funded primarily by a general property tax. On November 2, 1999 the electorate of the District approved a mill levy increase from 1.449 to 3.249 mills. After 20 years, this mill levy increase will decrease by $1 million, which is equivalent to the payback on Certificates of Participation issued in 2001, and remain at that millage. During 2001 and 2006 the District established debt service funds to track debt service payment for the certificates of participation used to fund improvements to the District. The High Plains Library District created a debt service fund to account for the lease payments due to issuance of the Certificates of Participation Notes, which financed construction and improvements buildings and major equipment purchases throughout the District, the establishment of a reserve fund for the Certificates and payment of issuance costs of the Certificates. The Certificates of Participation that were issued in 2006 were paid off in 2016. The Certificates of Participation issued in 2010 is the only long-term debt that High Plains Library District currently has outstanding.

Funding for the member libraries is by formula from the tax assessments. Each member library receives two-thirds of the taxes collected from their respective service areas. The District retains the other one-third of the taxes to provide services throughout the District.

Construction Costs

New Construction Costs

Data supplied by Wember Inc. (owner's representation) in July of 2017.

New Construction	Furniture, Fixtures, & Equipment (FFE) [30% of Construction Costs]	Total Cost Per Square Foot to Build New
$265 - $310/sq. ft.	$80/sq. ft. - $93/sq. ft.	**$345/sq. ft. - $403/sq. ft.**

Renovation Costs

Data supplied by Wember Inc. (owner's representation) in July of 2017.

Renovation	Furniture, Fixtures, & Equipment (FFE) [25% of Construction Costs]	Total Cost Per Square Foot to Build New
$130/sq. ft.	$33/sq. ft.	**$162/sq. ft.**

2016 Operating Costs by Facility

	Carbon Valley	Centennial Park	DSS	Erie	Farr	Kersey	Lincoln Park	Riverside
Square Footage	35,000	28,000	23,903	20,000	38,000	800	6,195	18,500
Maintenance & Repair	$ 118,264.67	$ 54,727.41	$ 55,611.29	$ 55,295.01	$ 82,342.86	$ 2,164.75	$ 21,580.04	$ 40,011.95
Utilities (Gas, Water, Sewer, Electric, Trash)	$ 55,962.15	$ 45,682.88	$ 34,256.11	$ 34,737.37	$ 77,052.67	$ -	$ 20,346.40	$ 26,750.80
Travel	$ 2,415.61	$ 1,932.49	$ 1,649.72	$ 1,380.35	$ 2,622.66	$ 55.21	$ 427.56	$ 1,276.82
Custodial Staffing	$ 109,166.96	$ 109,166.96	$ 45,486.23	$ 36,388.99	$ 109,166.96	$ 1,733.88	$ 72,777.97	$ 50,944.58
Maintenance Staffing	$ 99,773.23	$ 79,818.58	$ 68,139.41	$ 57,013.27	$ 108,325.22	$ 2,280.53	$ 17,659.86	$ 52,737.28
Total	$ 385,582.61	$ 291,328.31	$ 205,142.77	$ 184,814.99	$ 379,510.37	$ 6,234.37	$ 132,791.84	$ 171,721.43

Current Library Facilities

Current Library Facilities

There are three types of facilities that make up the High Plains Library District:

- Branch Libraries, including a mini-branch
- Member Libraries
- Public Computing Centers

Branch libraries and Public Computing Centers operate under the policies established by the High Plains Library District Board of Trustees, and the administrative direction of the Executive Director of the High Plains Library District. The staff are employed by the High Plains Library District.

Member libraries are municipal libraries that operate under policies established by their boards. The staffs are employees of the member library. The member libraries receive two-thirds of the taxes collected in their jurisdiction by the High Plains Library District. These funds are to be used for library operations. The District uses the remaining one-third of the taxes to provide services to the member library.

The town of Dacono is currently not served by a municipal library while the Clearview Library District serves the towns of Severance and Windsor. These towns therefore are not served by the High Plains Library District, but residents may use any of the High Plains Library District facilities in accordance with the Colorado Library Collaborate (CLC) program.

District Facilities Guidelines

These District Facilities Guidelines below come from the High Plains Library District Policy Manual.

Service Area Definitions

Service Areas encompassed by the High Plains Library District include:

- District library locations and programs governed by the High Plains Library District Board of Trustees.

- Member library locations and programs which are governed by local library boards and are not under the governance of the High Plains Library District Board of Trustees.

- Outreach Services offered through the District.

School Districts within HPLD Service Area	Library serving the area as of 2012
St. Vrain Valley Re-1J Erie, Firestone, Frederick, Mead	Carbon Valley Regional, Erie Community (District Branch Locations)
Weld Re-1 Gilcrest	Platteville Public Library (Member Location)
Weld Re-2 Eaton	Eaton Public Library (Member Location)
Weld Re-3 Keenesburg	Hudson Public Library (Member Location) District Outreach Services (via PCC)
Weld Re-5J Johnstown-Milliken	Glenn A Jones MD Memorial Library (Member Location) District Outreach Services (via PCC) in Milliken
Weld 6 Greeley-Evans	Centennial Park, Farr Regional, Lincoln Park and Riverside (District Branch Locations)
Weld Re-7 Platte Valley	Kersey Mini Library (District Branch Location)
Weld Re-8 Fort Lupton	Fort Lupton School & Public Library (Member Location)
Weld Re-9 Ault-Highland	Northern Plains Public Library (Member Location) District Outreach Services (via PCC) in Nunn
Weld Re-10 Briggsdale	District Outreach Services
Weld Re-11 Prairie	District Outreach Services
Weld Re-12 Pawnee	District Outreach Services

Branch Libraries

Branch Libraries are established according to the Establishment of District Facilities Guideline as well as Colorado Public Library Standards. Operations are governed by the High Plains Library District Board of Trustees. Facilities are the property, by ownership or contract, of the High Plains Library District. The High Plains Library District adheres to an annual budget approved by the High Plains Library District Board of Trustees.

Branch Libraries offer a full array of materials, services, and programs for people of all ages. Staff is employed by the District, participates in benefits and is governed by the policies of the District.

Member Libraries

Member Libraries were established according to the Colorado Library Law provisions in 1985, subsequently deleted from the law, and have joined with other governmental units within Weld County for the purpose of creating the High Plains Library District. The Member Library receives a designated portion of the tax levy for local library service. The governing authority of the Member Library receives funds according to a formula established at the time of the agreement to create the District. The governing authority budgets and accounts for these funds.

A portion of the tax generated from the service area is retained by the District for the purpose of district-wide services.

Member Libraries have:

- A local governing authority responsible for the library's operations.
- Facilities that are owned and maintained by the local authority.
- Services and programs that are determined by the local board. The library may participate in centralized services made available by the District.
- Staff that is hired by the local board. Payroll, insurance, and benefits are the responsibility of the local authority.
- A service area that was established in the Intergovernmental Agreement that formed the District.
- Hours of operation that are defined by the local authority.

Department of Community Engagement

The role of the Department of Community Engagement is to collaborate with community organizations and to extend library services into communities, neighborhoods and to individuals. The Department of Community Engagement uses a variety of methods to provide access to those who experience barriers to using traditional library facilities and virtual resources.

Collaborative efforts are prioritized to match the District's Strategic Plan with community efforts. For 2017, top priorities are focused on early childhood literacy and the Healthy Weld County initiative.

When focusing on services, Outreach staff works with a variety of organizations ranging from day care centers, preschools, and K-12 schools to recreational centers, senior centers and other organizations that serve as community meeting places, in order to provide library materials, programs and resources to areas where economic, geographic, linguistic, physical or other barriers hinder access.

Efforts include, but are not limited to, providing rotating and deposit collections, bookmobile and Lobby Stops, supporting Public Computer Centers, partnering with local service organizations and serving with organizations pursuing venues for getting information and materials to the community.

The District will continually monitor the changing needs of the High Plains Library District residents and modify services to best reach the most people in a cost-effective manner.

Facilities Guidelines

Facilities Guidelines

Establishment of District Facilities Guideline

The High Plains Library District is committed to providing quality service to all district residents. To ensure that service is provided in an effective and efficient manner, the Board of Trustees will establish and observe service delivery guidelines.

General Considerations

- The use of a library is significantly impacted by its location.

- The Board of Trustees is committed to constructing locations where community residents frequently and willingly go.

- The District will operate locations of four types: Regional Library, Large Library, Small Library, and Mini Library.

- Population, service hours per week, size in square footage, holdings available, number of computers available for public use, and the number of hours of programming per week will vary based on the population of the service area. The Preliminary Assessment Tool (Table 2) illustrates these variations.

- The Board reserves the right to offer service at an expanded or contracted level than that shown in the Preliminary Assessment Tool (page 19) whenever local conditions or available funding make variations desirable or necessary.

- In urban and suburban areas, libraries should be located so that most residents of the service area can drive to the library in 15 - 20 minutes. In rural areas, libraries should be located so that most residents of the area can drive to the location in 30 minutes.

- The ideal of the District is to provide library service to residents at all hours, and to pursue opportunities to leverage hours of availability beyond those provided by the traditional library. As technological advancements permit the provision of services without a physical facility, the District will continue to work toward that ideal. It is not necessarily the case that there will be a physical facility in all of the towns located within District boundaries.

- The services offered at libraries will vary depending on the type of facility and the community served. Regional and large libraries will offer a greater variety of services and larger collections than those available at the small and mini libraries.

- Libraries may include specialized spaces such as but not limited to computer labs, digital media labs, story rooms, study rooms, conference rooms, or a café.

- Libraries constructed by the District will be a minimum of 6,000 square feet and serve a population of at least 5,000 people.

- The District may provide library service in leased or donated space.

- The High Plains Library District will actively pursue co-location when such an opportunity is the most efficient and effective way to provide library service. Co-location occurs when library service is provided from a space in a facility in which other entities also have their own designated space.

- The District prefers to own the property and the facility that will be used for the co-located library, rather than being a tenant in a facility owned by another party.

- Co-location opportunities will be considered with retail outlets, community services, and organizations such as: community center, recreation center, senior center, health clinic, retail center, supermarket, or other locations where all segments of the community will frequently and willingly go.

- The District may provide library service via Outreach Services.

- Facilities and remodeling projects will meet, at a minimum, LEED Silver certification standards.

Site Selection Criteria

The following criteria, listed in alphabetical order, will be used by the Board of Trustees to determine sites for locations:

- Accessibility: The site will be easily accessible by car, bicycle, public transportation, and on-foot. The site will provide for a high degree of personal safety for people entering and leaving the building, especially at night. Natural or man-made barriers should not impede access to the site.

- Acquisition cost: The cost to purchase or lease the site will be within the District's budget, and the price to be paid for the site should not exceed the fair market value of the site.

- Availability: The time required to acquire the site will not negatively impact the proposed project timeline.

- Community assessment: The site will be one that will be acceptable to the majority of the residents in the projected service area of the proposed location. Prior to the selection of a site for a library, the Board of Trustees will provide an opportunity for public comment about the proposed site.

- Construction/Site development cost: The site will enable the District to construct a branch without incurring significant additional costs to prepare the site for construction or to construct the location.

- Environmental issues: The site will enable the District to construct a library without incurring significant additional costs to mitigate prior soil contamination or other pre-existing environmental conditions such as poor drainage or unstable land formation. The site will not be located in a flood plain or on protected lands.

- Legal Matters: The site will enable the District to acquire the property and construct the library without incurring significant additional legal costs.

- Parking: The site will allow for adequate onsite parking for library users and library staff.

- Projected or current population: The site will consider how many people can be served within a reasonable distance from the proposed site.

- Size and shape of the property: The site will allow for the construction of an efficiently designed library. The site will allow for landscaping and required setbacks. The site will allow for expansion of the building and expansion of the parking lot.

- Traffic: The site will be close to the geographic and/or traffic center of the areas to be served. The site will consider both the positives and negatives of traffic. It should be near primary streets with the library located at the intersection if possible, and an area of high pedestrian traffic. But the nature of traffic should not be such as to discourage use of the library.

- Visibility: The site and the library will be visible from major streets or within the shared facility.

Table 2: Preliminary Assessment Tool

	Regional Library	Large Branch	Small Branch	Mini-Branch	Notes/Comments
Population Served	50,000+	25,000 – 49,999	5,000 – 24,999	1,000 – 4,999	Smaller Populations served via Outreach
Service Hours per Week	62+	62+	62+	20+	
Size in Square Footage	35,000+	20,000 – 34,999	6,000 – 19,999	1,000 – 3,000	Mini-Branches are primarily in leased or donated spaces.
Holdings	125,000+	80,000 – 125,000	25,000 – 80,000	3,000 – 12,000	
Public Use Computers	50+	30 - 49	10 - 29	4-9	As determined by space then by actual usage patterns
Programming Hours per Week	Determined by staffing and demand	Determined by staffing and demand	Determined by staffing and demand	Determined by staffing and demand	
Possible Unique Features	Courier Hub IT Hub Special Collections	Special Collections	Special Collections		

TO BE NOTED: Outreach Services encompasses Bookmobile, Deposit Collections,

Public Computer Centers (PCCs), and Virtual Library.

Outreach Service Area Definitions

Outreach Services extends library services and staff into communities, neighborhoods and to individuals using a variety of methods to provide access to those who experience barriers to using traditional library facilities and virtual resources or those who might not otherwise consider using library services.

Efforts include, but are not limited to, participating on board and committees, providing rotating and deposit collections, making bookmobile stops, partnering with local service organizations and serving with organizations pursuing venues for getting information and materials to the community, and providing answers and resources online or over the phone.

Bookmobile/Lobby Stops

- Mobile Units may be scheduled to stop at locations that are beyond a reasonable travel distance from a library building location. Stops will be at community gathering locations. While schools, historically have been an ideal location since they serve as a population centers, this has been limited to only supporting students during school hours. New options are being considered.

- Services are provided on an individual basis rather than to a group, i.e., classroom. The most frequently requested books are carried. Staff fill special requests promptly using Interlibrary Loan (ILL) when appropriate.

- Bookmobile/Lobby stop visits are scheduled at intervals no less than 3 weeks and of sufficient length to offer professional advisory service.

Deposit Sites

- The facility is not the property of the District. Maintenance and insurance are the responsibility of the group or agency providing the facility.

- Deposits may be in lieu of bookmobile service or to supplement a bookmobile stop service point.

- A collection of materials is provided by the District as a long-term loan. The size of this collection is determined by the number of patrons and the size of the facility. Deposits providing study facilities will be provided basic reference books. Short-term rotating collections may be provided to maintain vitality in the collection at the deposit. Selection of the materials will be made by the District

staff, taking into consideration those requests of the local staff. Insurance covering the materials placed in the deposit is the responsibility of the District.

Public Computing Center Sites

In 2011, HPLD had established 11 Public Computing Centers (PCC) that were housed in partner organizations. This model allowed the HPLD to maximize our resources by opening multiple sites in a service area that spans over 4,000 square miles using 2.5 FTE. Of these original centers, 6 are still active locations. While the technology in all locations are managed by the District IT Staff, 3 are in Member service areas where the Directors decided to continue to support the patron experience aspect of the service. The 6 locations include: a town hall, a senior center, a recreation center, a homeless shelter, a support center for the differently-abled, and a former coffee shop.

Criteria for partner organizations include:

- Space for our computer stations, as well as a place for our utility computer and a secure locked box to house it
- Availability of at least 20 hours a week to patrons of all ages
- Established foot traffic pattern

PCC sites were set up to mirror our branch computers, so our patrons get the same software, database access, time limits, and user experience that a patron in a branch would. Book-a-Librarian, a formalized one-on-one appointment, services are also provided.

Materials delivery has been provided at some of our sites; one of them has a library lending box (a vending machine for books and DVDs), another has a holds locker (it looks like a USPS box and allows patrons to pick up holds 24/7), and some simply have holds delivered to the staff on the site.

All of our staff instructors have had the Train the Technology Trainer training provided by the Colorado State Library, and all have prior experience in technology instruction.

Virtual Library

Virtual Library staff resolves circulation and service concerns, provides basic reader's advisory and reference services, and directs requests as appropriate. Staff manage

communications through technology-based tools which includes, but is not limited to, CHAT, email, and phones.

Virtual Library staff participate in the development and management of online support tools such as video-based training.

Facility Recommendations

Facility Recommendations

This table is a work in progress and will be updated regularly as needs and resources change.

Table 3: Development Priority Index (as of 08/03/2017)

Development Priority	Service Area/Facility	Existing Conditions & Considerations	Recommendations
High	Lincoln Park	Renting 7,000 sq. ft. of space from Goodwill. Building is for sale.	Work with City of Greeley to plan new site. Relocate the library services (suggested opening 2020).
High	District Admin & Support Services Building	Need for more material storage and vehicle storage.	Add on to DSS building.
High	Erie Community Library	Building plans call for 10,000 sq. ft. expansion	Add additional and remodel 2018.
High	Carbon Valley Regional Library	35,000 facility refresh.	Refresh 2018.
High	Kersey Community Library	800 sq. ft. rented space	Work with Town of Kersey on a joint project.
Low	Centennial Park Library	28,000 facility	Monitor and refresh as necessary (suggested remodel 2021)
Low	Farr Regional Library	38,000 sq. ft. facility has provision for a 10,000-sq. ft. addition	Monitor population growth and development (suggested remodel 2022)
Low	Riverside Library & Cultural Center	18,500 shared facility	Refresh/remodel in 2024.