

A Study of the Feasibility of a Cache County Library System

Submitted to

The Cache County Council

By

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Introduction

This study explores the feasibility of a Cache County Library system. Currently, nine independent public libraries operate in Cache County. This study works from the perspective of encompassing all nine in a single system. It examines key operational issues for the system—personnel, building management and maintenance, technology and telecommunications—as well as practical issues such as a courier service and the integration of policies. The study is based on site visits and conversations with library directors, library board members, city officials and Cache County officials. It is also based on a review of data including but not limited to current budgets for the nine public libraries, circulation and use statistics, workloads for Cache County Departments, County tax rates and national statistics for public libraries serving populations comparable to that which would be served by a Cache County Library system.

The operation of a public library serving more than 100,000 residents is complex; to create such a library in a short period of time poses significant challenges. This report attempts to put both into perspective by drawing a clear and detailed picture of what actual work would be involved, what decisions would have to be and what costs would be accrued in undertaking this challenge. It also attempts to place the work of establishing and operating a Cache County Library in the context of its role in Cache County government. A new Cache County Library would be the second largest department in Cache County government and, accordingly, would require significant support services from, for example, the County Auditor's Department, the Human Resources Department and the Information Technology Department. The capacity of Cache County to take on the responsibility of operating a county-wide library system is a crucial consideration in evaluating feasibility, as is the willingness and ability of the County to sustain its support, including its tax-based funding of the Library, not only the first year of operation but over several years. Accordingly, revenues and expenditures for the Library are estimated through 2013.

In order to study the feasibility of a possible Cache County Library system, it has been necessary to imagine how the system would be structured, staffed and funded. For this study, it has been assumed that all nine public libraries in the County would continue to operate and would be staffed at approximately the same level as at present. Significant changes in operations—such as expanding the number of hours some of the libraries are open to the public—have not been incorporated. Consequently, the estimated costs for operations have been based on the status-quo structure of public library service as it stands in 2008, but integrated as a system and organized under a unified administration as a department of Cache County government.

Appreciation is expressed to the public library directors of Cache County, who provided invaluable information and thoughts on the issues involved in establishing a county-wide library system. Appreciation is also expressed to Cache County officials—especially to Tamra Stones, Cache County Auditor; Jim Smith, Human Resources Director; and Don Briel, IT Director—who have offered guidance as well as critical information about the impact a county-wide system would have on the operations of County government. I also thank the Cache County Council, Craig Peterson in particular, for the opportunity to participate in the process of making a decision about the future, in Cache County, of one of the most vital and enduring of American civic institutions—the American public library.

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Section 1: Overview and Summary of Key Findings

The Cache County Council is considering the feasibility of establishing a Cache County Library system. If it chooses to do so, it will draw together the resources of nine public libraries, and take on the responsibilities to fund, operate and plan for their development as a *unified* Cache County Library in the years ahead. The responsibilities for Cache County would include, but not be limited to:

- managing and maintaining the buildings, upgrading them to meet codes as needed, and planning, in some cases, for long-term capital investments to remodel, expand or rebuild them;
- assuring an effective distribution of library resources—for example, money for books and collection development—among the branches and operating a courier system between them;
- constructing and managing a telecommunications network among the branches and the County and unifying the catalog and circulation system using a single integrated library software; and,
- recruiting, selecting, hiring and training the staff for a library system that will add about 42 full-time equivalent employees, comprised of about 70 individual employees, to the County's payroll—creating, in effect, the second largest department in Cache County government.

The advantages of a county library system in Cache County could be significant, particularly in terms of improved services and resources, and especially in the long run—that is, as year-to-year the system develops a greater pool of materials, as it purchases more and more access to electronic databases and online resources, as the collective expertise of the staff rises and as buildings are upgraded and improved. Briefly and quite simply, citizen expectations for quality public library services are rising, not falling. Most active users of public library services know this. They know that as citizens and library patrons, they want books *and* recorded books; books *and* DVDs; books *and* access to electronic databases 24/7; books *and* a wireless connection. In addition, for many citizens, public libraries represent a critical civic commitment to developing an educated citizenry with free and equal access to information—which, in the 21st century, means access to books, periodicals, non-print materials and electronic resources and services. For most citizens, in short, public libraries are enduring, are vital and are relevant, even amid the many changes taking place in the world or information.

But for the Cache County Council, the value of public library service is not, per se, at issue. Rather, the Council has to make a decision about governance—about the willingness and ability of the County to fund public library services as a department of Cache County government over the next many years. Specifically, the Council confronts a decision that can be summarized in two questions:

- Is it feasible for Cache County to provide public library services and if so, at what cost? and,
- Looking to the future, can Cache County better succeed in meeting citizen expectations and demands for public library services than cities providing them independently?

The intention of this report is to assist the Cache County Council in answering the first of these questions. An effort is made in this report to draw a full picture of what it would mean for Cache County to take on the challenging responsibilities of, first, establishing a Cache County Library system

and, second, maintaining and operating the Library as a department of Cache County government. Necessarily, the inquiry behind this report has reached beyond issues and cost related to the operation of a county library in and of itself, and has tried to place the library in the context of county government. This is because the success of the Cache County Library would depend in large part on the ability of Cache County government to administer and support its operations. As part of its review, the Cache County Council certainly has to determine how well the County is today, and will be in the future, positioned to take on a commitment to the success of a County Library system. It is hoped that this report will assist in this process by outlining the many practicalities, variables, tasks and decisions that would go into creating a Cache County Library, assuring its success and sustaining that success in the future.

It is hoped that the Council can use the information provided in this report to make a realistic assessment of what it would mean to start and then become fully involved in the business of running a public library system for a growing population. But it is also hoped that the Council, and the communities and citizens of Cache County, will take into account broader questions than that of "feasibility." The question of feasibility is only a starting point, an exploration of tasks, costs, technicalities, practicalities and workflow. The question of feasibility is, of course, fundamental. But if it *is* feasible, if the Council determines "We *can* do it," the powerful and challenging question remains: "Should we do it?"

Summary of Feasibility Findings

The key findings of this report on the feasibility of a Cache County Library are summarized as follows:

Costs and Finances

- 1. The one-time, start-up costs for a Cache County Library system are estimated, in 2008 costs, at \$594,239.** This figure includes costs for establishing a telecommunications network, purchasing library hardware and software, purchasing a courier van, purchasing library cards and making modifications to shelving and desks for managing inter-branch deliveries. (Section 10, Part III)
- 2. The first-year annual expenditure budget for the Library is estimated, in 2008 costs, at \$2,952,652.** This includes library personnel costs, operations costs, the bookmobile contract and an allocation for upgrades and contingencies. This would result in an expenditure per capita for library service of about \$27.30. (Section 10, Parts I, Table 4, and Part II, Table 7B)
- 3. The annual expenditure budget for the Library, including the costs noted above, is estimated to rise to approximately \$3,678,092 in the fifth year of operation.** (Section 10, Part III, Table 7B)
- 4. New staff will have to be hired in the County Auditor's Office, Human Resources Department and IT Department to support Library operations. The estimated first-year cost for the additional County staff, including wages and benefits, is estimated at \$232,000** (Section 3). This cost is

projected to rise to approximately \$282,000 in the fifth year of operations (Section 10, Part III, Table 7B).

5. **Considering revenue and expenditure trends over the first five years of operations, funding for a Cache County Library system will require a minimum tax levy for the Library fund of about 0.000647 which would generate, in 2008, about \$3 million dollars.** When costs to Cache County government for new positions are added in three departments—Auditor, Human Resources and Information Technology—to support the Library, an additional \$250,000 in revenue will be needed. Based on 2008 figures, for the average homeowner, with a home valued at \$170,000, the cost of adding the Library would fall between about \$60 - \$62, and when the costs for staff in other departments is included, the cost would be between \$65 - \$67. (Section 10, Part IV)
6. **Because of the differing cycles of budget years for cities and counties, start-up costs for the Library can be covered, by the first-year revenue generated by the Library's dedicated tax.** The County Library would need to begin operating on July 1 of the first year, and would use the first year of tax revenue to pay start-up costs and six months (July through December) of operating costs. (Section 10, Part IV, Illustration 1)

Personnel

7. **Establishing a Cache County Library will add approximately 42 full-time-equivalent employees (FTEs), comprised of approximately 70 individual employees, to the County government.** This will increase the count of County employees by 15-20% and will require the addition of a full-time Human Resource Specialist to the County's Human Resources Department, with an estimated cost, including wages and benefits, of approximately \$62,000. (Section 3)
8. **The County Auditor's Department will have to process payroll for the new Library employees, in addition to the new invoices, estimated at more than 2,500 annually, which the Library will generate.** Accordingly, an additional 1.5 FTE will need to be added to the County Auditor's Department for an estimated annual cost of \$75,000 – \$85,000. (Section 3)
9. **Branch libraries in a Cache County Library system should initially be staffed at roughly the same level as the current public libraries.** The pay scale should be based on that currently in place at the Logan Library. Basing wages on the Logan Library pay scale will increase total staff cost by approximately 25% over that for the comparable current staffs in the public libraries. (Section 6)
10. **Benefits will be based on current Cache County policies and practices.** Because the benefits are more comprehensive than those offered by some cities, this will raise the cost of benefits by about 28% over that for comparable current staff in the public libraries. (Section 6)
11. **All employees of the Cache County Library will need to be recruited, selected, hired and trained based on Cache County's merit-based personnel system.** In addition, all staff will be evaluated

using the County's performance appraisal system, which will require additional training for staff and, especially, supervisors. (Section 6)

Buildings and Property

- 12. If a County Library system is established, Cache County will become responsible for the management and maintenance of nine branch library buildings.** For each building, a lease or inter-local agreement will have to be written and signed with each city. The agreements will need to be carefully drawn to specify terms under which the building and the assets of the city library are to become the property of Cache County. (Section 5)
- 13. The County will have to determine how it will provide maintenance and custodial services at each of the branch libraries.** When possible, contracts with cities or private firms will have to be negotiated. (Section 5)
- 14. The County will have to consider the various risk factors related to the branch library buildings in light of their age, structural condition and major mechanical systems.** Determinations will have to be made regarding long-term investments in the branch library buildings in terms of upgrades, expansions and capital costs. (Section 3)
- 15. A recommendation is made to allocate \$25,000 annually to upgrading over time the interiors of several of the branch libraries.** This recommendation is made because upgrading the interiors is critical to improving the libraries as vital civic spaces in the communities they serve.

Technology

- 16. A telecommunications network for the library has to be established to link the branch libraries to the central library server, to the County and to the Internet provider.** A blueprint for the network has been developed by the Cache County IT Department, and estimates have been prepared for both start-up costs (\$209,358) and annual maintenance costs (\$100,201). (Section 7)
- 17. Integrated library operations software has to be purchased and installed, and the data from the current public libraries translated into it.** The presumed software to be used is the upgraded version, called Symphony, of the SirsiDynix product currently in use at the Logan Library. The estimated start-up cost for the integrated library operations software, including conversion costs for the other public libraries and first-year maintenance, is \$303,881. (Section 7)

Miscellaneous

- 18. A courier system can be established. It is recommended that the courier system operate twice per week, driving both a northern and a southern route.** A van will need to be purchased and equipped for an estimated cost of \$22,000. Annual operations costs are estimated at \$15,000, including wages and benefits for a driver, van maintenance and fuel. There will be challenges, however, in providing courier services at some buildings that are not easily accessible. In addition,

\$20,000 has been allocated to modify shelving and desks at some libraries to accommodate storing, receiving and sorting materials for delivery. (Section 8)

19. Policies across the current public libraries are generally compatible and can be blended without significant difficulty into a single set of County Library policies. However, there are some exceptions to this, especially as related to issuing library cards and checkout procedures, which will have to be addressed. (Section 9)

20. The work of establishing a Cache County Library system would have to begin between 12 and 18 months in advance of its projected opening date. (Section 12)

Beyond Feasibility

The following two questions were posed earlier in this section:

- Is it feasible for Cache County to provide public library services and if so, at what cost? and,
- Looking to the future, can Cache County better succeed in meeting citizen expectations and demands for public library services than cities providing them independently?

This report attempts to address only the first of these questions; the second question remains one of discernment, judgment and vision. The question of advisability—“Should we do it?”—is posed not only to the Cache County Council, but also to the citizens of Cache County and of each city that currently supports a public library. Additional questions can be asked to help clarify:

- If a county-wide system is not established in the near future, will residents feel, a decade from now, that their public library needs are being as well met as they expect by nine (and perhaps more) independent public libraries, or will they wish that the hard work of building a county-wide library system had started years earlier?
- In terms of public library services, do citizens prefer to think of “the community” as within the boundaries of each city, or as reaching from one border of Cache County to the other?

On the other hand:

- What is the best hope or vision of what can be achieved by a county-wide library system that cannot be achieved by separate public libraries or by alternate arrangements between them, such as inter-local agreements or establishment of a consortium?
- Can Cache County government fully commit to establishing and maintaining quality public library service at each branch that becomes part of a Cache County Library system, and do so in a manner that generates a true sense of shared benefits to justify to citizens throughout the County the sharing of costs—even if and when capital costs have to be shouldered?

These are a few questions, hard questions, which can be asked, not to determine if Cache County *can* feasibly support a library system, but if, compared with alternatives, it *should*.

Most library systems, whether city or county, are built over time; they grow slowly, and work and costs are added gradually, as the system matures. What is being asked here is if a county system can be created in a comparatively short period of time—meaning, roughly, over the next three to five years; and if so—if it is determined by the Cache County Council that the County both can and should proceed—whether cities that currently support public libraries will buy in, and on what terms.

It is hoped that this report provides a realistic basis for understanding the work and costs that would be required to begin and to operate over a sustained period of time a successful Cache County Library—that it contributes to what has been a long discussion within Cache County, and that it helps the community and its elected officials as they confront a decision and set a direction for public library services in the future.

Section 2: The Public Libraries in Cache County Today

Nine public libraries serve the 110,000 residents of Cache County. This includes one Bookmobile, housed at the Cache County/Providence-River Heights Public Library but operated by the Utah State Library. The Bookmobile serves communities, such as Clarkston and Amalga, which do not have fixed-site libraries. However, some of the fixed-site libraries, such as the Lewiston Public Library, allow residents of other towns and non-incorporated areas—and even from southern Idaho—to use their services. More formal arrangements govern the use of the Hyrum Library by residents of nearby communities, and the use of the North Logan City Library by residents of Hyde Park. In short, all residents of Cache County, whether by formal or informal means, or a combination—have access to public library service.

The nine public libraries in Cache County are, not surprisingly, very different—in size, in funding, in collections, in buildings. These differences among public libraries are, of course, closely related to demographics—to the way the population is distributed, to the concentration of businesses and population around one or two larger cities. This is not unlike the development of public libraries in Utah and other states when, in the absence of a county library system, public libraries are started and maintained by cities. Although the population is larger in Utah County, for example, the situation is similar; Provo and Orem operate large, very well-funded libraries, a handful of cities—American Fork, Spanish Fork, Springville, Santaquin, Pleasant Gove, Payson and Lehi—have operated libraries and developed services over many years. Over the past several years, two new public libraries have started in Utah County—one in Eagle Mountain and one, which will open in late 2008 or early 2009, in Highland. These libraries vary dramatically in size and funding, much like those in Cache County. If and until a Cache County Library is formed, each of these independent libraries will continue to develop based fully on the particular circumstances related to its funding and community.

Whatever the differences between the libraries in terms of funding, buildings and collections, each is deeply involved in planning and preparing for its future. Each of the public libraries in Cache County has prepared extensive long-term plans, including technology plans; each has developed mission statements and well-written, thorough policies for both library use and book selection. These documents have been developed with the involvement, and then the formal approval of a library board of directors. In other words, each library—from the Mendon Cottage Library to the Logan Library—is striving, within the limits of its own funding, building and staff, to improve library services for the patrons it serves.

The following tables provide a statistical portrait of the public libraries in Cache County. These statistics are taken from the Utah State Library's "Utah Public Library Database." (It should be noted that the Mendon Cottage Library is in the process of becoming formally certified, based on standards established by the Utah State Library, as a public library; consequently, it has not, to this point, submitted statistics that are included in the State report. Accordingly, to assure consistency for purposes of comparison, no statistics for the Mendon Cottage Library are included in these tables.)

The statistics show many of the differences that exist among the current public libraries in Cache County. In Table 1, which shows general library information, the “Population” served ranges from 793 in Newton to over 47,000 in Logan, with the FTE (full-time-equivalent staff) differing between the two from 1 to 18. Similar differences between the public libraries can be seen in the public services hours open per week (from 21 to 60), and the visits made per hour of public service (6.3 to 83.34).

Table 4, which shows expenditures for each library, has particular relevance for this study. As will be seen in Section 10, Part IV, on “Revenue and Finances,” it is estimated that the expenditure per capita would be approximately \$27.30 in the first year of a Cache County Library. As shown in the “Expenditures-Per Capita” column of Table 4, only two public libraries in the County currently exceed this amount—Logan Library at \$29.31, and North Logan City Library at \$46.99. For the other public libraries, the estimated \$27.27 per capita would represent a significant increase in expenditures. It would also represent about a 16.3% increase over the current average expenditure of \$23.44 per capita for all public libraries in the County. The national average expenditure per capita for libraries serving between 100,000 and 149,999 was \$37.44 in 2007.

Other figures can be compared throughout the tables; figures for other public libraries in the state are available from the Utah State Library. National statistics are also available for comparison in the Public Library Association’s “Public Library Data Service: Statistical Report 2008,” (based on 2007 data) which arranges data by size of population served for convenient comparison.

Table 1: General Library Information

Library Name	Population	Registered Borrowers	FTE Staff	Visits	Visits Per Capita	Staff Per 1000 Population
CACHE COUNTY/BOOKMOBILE	18,726	4,507	3.00	29,719	1.59	6.24
HYRUM LIBRARY	16,217	4,076	3.00	54,127	3.34	5.41
LEWISTON PUBLIC LIBRARY	1,999	1,005	1.00	13,114	6.56	2
LOGAN LIBRARY	47,359	25,730	18.00	250,191	5.28	2.63
NEWTON TOWN LIBRARY	793	399	1.00	9,204	11.61	0.79
NORTH LOGAN CITY LIBRARY	11,124	8,688	5.00	109,165	9.81	2.22
RICHMOND PUBLIC LIBRARY	2,312	1,496	2.00	14,286	6.18	1.16
SMITHFIELD LIBRARY	8,774	3,069	2.00	43,250	4.93	4.39
Totals	107,304	48,970	35	523,056	4.87	3.06

Table 2: Library Use

Library Name	Circulation	ILL Loaned	ILL Borrowed	Programs	Program Attendance	Reference Questions
CACHE COUNTY/BOOKMOBILE	88,026	N/A	76	121	2,794	10,972
HYRUM LIBRARY	291,998	1	134	65	3,800	25,200
LEWISTON PUBLIC LIBRARY	84,598	N/A	87	63	1,245	796
LOGAN LIBRARY	765,256	2,230	1,955	215	4,967	42,632
NEWTON TOWN LIBRARY	12,263	N/A	2	68	1,979	3,282
NORTH LOGAN CITY LIBRARY	248,202	N/A	172	128	20,005	N/A
RICHMOND PUBLIC LIBRARY	40,140	N/A	244	64	2,006	1,130
SMITHFIELD LIBRARY	96,081	N/A	92	136	3,232	263
Totals	1,626,564	2,231	2,762	860	40,028	1,393

Table 3: Collections and Resources

Library Name	Print Materials	Audiovisual Materials	Total Holdings	Holdings Per Capita	Internet Stations	Number of Users	Circulation Per Capita	Turnover Rate	Circulation Per FTE
CACHE COUNTY/BOOKMOBILE	23,804	2,260	26,105	1.39	6	3,966	4.70	3.37	29,342
HYRUM LIBRARY	45,119	7,519	54,304	3.35	16	3,187	18.01	5.38	97,333
LEWISTON PUBLIC LIBRARY	39,571	1,092	40,704	20.36	10	4,014	42.32	2.08	84,598
LOGAN LIBRARY	143,769	19,044	174,080	3.68	22	38,237	16.16	4.4	42,514
NEWTON TOWN LIBRARY	22,595	1,376	24,162	30.47	7	3,655	15.46	0.51	12,263
NORTH LOGAN CITY LIBRARY	48,424	5,580	54,435	4.89	14	9,754	22.31	4.56	49,640
RICHMOND PUBLIC LIBRARY	19,665	2,210	21,960	9.5	4	2,710	17.36	1.83	20,070
SMITHFIELD LIBRARY	29,250	3,479	33,419	3.81	12	3,877	10.95	2.88	48,041
Totals	372,197	42,560	429,169	4.0	91	69,400	15.16	3.80	46,473

Table 4: Expenditures

Library Name	Personnel	Collections	Operations	Per Capita	Total Operating Expenditures	Cost Per Circulation Transaction
CACHE COUNTY/BOOKMOBILE	\$10,647	\$16,848	\$30,696	\$8.45	\$158,191	\$ 1.80
HYRUM LIBRARY	\$100,476	\$31,719	\$69,908	\$12.46	\$202,103	\$0.69
LEWISTON PUBLIC LIBRARY	\$20,623	\$15,288	\$1,481	\$18.71	\$37,392	\$0.44
LOGAN LIBRARY	\$825,822	\$221,753	\$340,535	\$29.31	\$1,388,110	\$1.81
NEWTON TOWN LIBRARY	\$9,576	\$3,440	\$8,412	\$27.02	\$21,428	\$1.75
NORTH LOGAN CITY LIBRARY	\$169,925	\$69,047	\$283,758	\$46.99	\$522,730	\$2.11
RICHMOND PUBLIC LIBRARY	\$ 36,592	\$12,921	\$8,284	\$25.00	\$57,797	\$1.44
SMITHFIELD LIBRARY	\$83,172	\$25,467	\$19,125	\$14.56	\$127,764	\$1.33
Totals	\$1,256,833	\$396,483	\$762,199	\$23.44	\$2,515,515	\$1.55

Section 3: The Cache County Library as a Department of Cache County Government

If a Cache County Library is established, it will draw together the employees, operational costs, workload and administrative costs that are now dispersed over the Cache County Library/Bookmobile and the eight city governments that operate independent libraries. The direct costs of operating a new County Library will be discussed in the next sections of this report and in depth in Section 10, “Budget and Finances.” This portion of the report focuses on the *indirect* costs that will come to Cache County if it assumes responsibility for a new department that, according to Jim Smith, Cache County Human Resources Director, will be the second largest in Cache County government. The new County Library will employ approximately 42 FTE; given how many public library employees are part-time, approximately 70 new individual county employees will be hired. This influx of new employees will add about 15-20% to the current employee count for Cache County and to the burden of the County’s Human Resources Department. The Library will generate between 2,500 and 3,000 additional invoices annually for the County Auditor’s Department to pay. In addition, the County Auditor’s Department will have to manage paperwork for payroll and cut checks for the new library employees. Finally, the creation of a new telecommunications network for the Library will require additional IT staff with high expertise to maintain it.

Work will also be added on an occasional basis for other County officials as well, such as the County Council, especially the Councilperson assigned responsibility for the Library, the County Administrator, the County Attorney and the County Facilities Department. The nature of the new work likely to come to these County officials will be discussed briefly later in this section of the report; however, costs for it are difficult to estimate as they will come in the form of additional tasks and responsibilities for current officials—it will simply be part of their routine workload—rather than as clear and distinct expenditures for new support staff. Therefore, the following estimates focus on the three main areas noted above—human resource management, auditing and information technology—in which new costs for staff to meet the on-going needs of a major new department can be readily identified.

Human Resources Department

Cache County currently (September 2008) employs 265 benefited and 100 non-benefited employees—a total of 365 employees comprised of full-time, part-time and seasonal staff. Cache County operates under a merit-based system; although the system is not set up as fully as those established under the Utah State “County Personnel Management Act,” it nonetheless includes well-defined procedures for hiring, performance evaluation, disciplinary actions and terminations. This in turn means that extensive time is required to comply with policies and procedures, and to document, at each stage of a personnel action.

The Human Resources Department consists of 1.5 FTE—the Human Resources Director is full-time and he is assisted by a part-time Office Specialist. As noted above, a new Cache County Library will bring approximately 42 FTE, comprised of approximately 70 new employees (many will be part-time), to the

workload of the Human Resources Director. This constitutes an increase of 15-20% in terms of new employees. The workload that will come with this influx of new employees may include, but not be limited to:

- Posting notices when jobs are open
- Managing the paperwork that accompanies new hires, including completing payroll and IRs forms and, when applicable, medical, dental, life-insurance, Utah Retirement System and 401k forms
- Training new employees in accordance with Cache County requirements, such as workplace violence and sexual harassment
- Managing paperwork that accompanies performance evaluations
- Managing paperwork for internal job transfers and promotions
- Addressing specific personnel concerns and problems
- Managing paperwork for resignations and terminations
- Conducting market surveys for positions as needed

Specific note has to be made here, too, of the particular burden that will come to the Human Resources Department when the new Cache County Library is being formed. All of the new positions at the library will have to be posted; all applicants will have to be evaluated and selected—which will involve paperwork and recordkeeping for the Human Resources Department even if most of the process is managed by County Library personnel. Paperwork will have to be done for each new hire; and all new hires will have to be trained in the areas required by Cache County policies. For those positions that are covered by the County’s merit system—30 hours or more per week—the required procedures of advertisement, ranking and selection will have to be followed. After they are hired, the paperwork related to benefits—medical, dental and life insurance, and retirement and 401k—will have to be completed. In addition, supervisors in the Library will have to be trained in County personnel policies and in the County’s performance appraisal system. Finally, the County will have to recruit for a County Library Director, which should involve a state or regional search. The Director will need to be hired well in advance of the actual “opening date” of the Library in order to participate in numerous elements of preparation, including the hiring of a new staff.

In short, the workload that the Library will bring as a new department of Cache County government—an increase of 15-20% over current levels—clearly cannot be handled, either in the initial phase of forming the Library staff or as part of on-going operations—by the Human Resources Department without new staff. Jim Smith, the Human Resources Director, was clear on this point—and it is suggested that the numbers themselves confirm this—in a conversation held with him on September 15, 2008. Mr. Smith proposes that in order to manage the new work that will come with the addition of the Library, and in light of current workloads, the following position, with associated salary and benefit costs, will need to be hired by the Human Resources Department:

Human Resource Specialist

- Annual Salary: \$45,000
- Annual Benefits: \$17,000 (38% of Salary)
- **Total Cost: \$62,000**

Information Technology

It will be necessary to construct a local network in order to link the branch libraries to the Library's operating system and to a central connection to the Internet and on-line services. This element of establishing a Cache County Library system is fully described in Section 7 of this report. However, for purposes of establishing the on-going costs for support services that will be required, the cost of new staff in the IT Department to manage and maintain the network is included in this section.

The Library network will require considerable attention and expertise given its complexity. In addition to the network itself, however, approximately 135 PCs in the nine branch libraries will require maintenance, and troubleshooting will have to be performed as needed at any particular branch. Don Briel, IT Director, has evaluated the workload that would be added to the Department with the responsibility to manage the Library's network and maintain its PCs and troubleshoot them, and proposes the addition of the following position, with associated costs for wages and benefits:

Information Technology Technician

- **Total Estimated Cost (including salary and benefits): \$85,000**

Auditing

Public libraries generate extensive numbers of invoices. Most of these invoices come from the purchase of books and other materials, which are ordered in a continuous flow and from multiple vendors. In addition, libraries order supplies frequently and are invoiced for the on-going services necessary to operate any organization—e.g., contracted services that are invoiced monthly or quarterly, costs for small repairs, etc. Ron Jenkins, Director of the Logan Library, indicated that in 2007, the Logan Library paid 2,200 invoices; using this as a basis, it is fair to assume that a Cache County Library with more funds for books and materials and with nine buildings to manage would pay more. An increase of just over 10% would bring the total to 2,500 annually. This quantity is used here to anticipate the additional staff which would be needed in the Cache County Auditor's Office to pay manage the new volume of invoices that would be generated by the Library—roughly 210 more per month.

- In addition, the Auditor's Department manages payroll for Cache County. Consequently, workload for payroll will increase by approximately 20% with the addition of the Library staff of approximately 70 employees.
- Currently, the Cache County Auditor's Department may take up to 30 days to pay invoices, indicating that the staff in that department is already managing a high

workload. Based on information provided by Tamra Stones, County Auditor, the following personnel, with estimated wage and benefit costs, would have to be added to manage the new workload of invoices and payroll that would come with a County Library:

1.5 FTE's comprised of 1 full-time accounts payable deputy and a .5 increase in staff realized by upgrading a part-time position to a full-time position.

- **Total Estimated Cost (including salaries and benefits): \$85,000***

*Tamra Stones estimated costs at between \$75,000 – \$85,000. The higher figure is used in this report to avoid under-estimation.

Other County Officials and Departments

In addition to those departments that would incur new costs for staff to support the operation of a Cache County Library, as outlined above, other Cache County officials and departments could experience new workloads, although they may be limited or on an occasional basis. Costs for these new responsibilities cannot be easily estimated as the additional work would generally blend into that already shouldered by the officials and departments. However, these additional responsibilities should be noted so they can be planned for. Doing so will also provide an opportunity for the officials and departments identified to bring to the attention of the County Council and County Administrator any new costs that may be incurred in support of the County Library, but have been overlooked in this report.

The County Council

The County Council will take on the responsibility of budgeting for and administering an additional department—to restate the point, the second largest in Cache County government. All of the decisions that accompany legislative control of a large department of local government will accompany a new Cache County Library. This will generally include approval of budget, contracts, grant proposals and policies. In the case of county libraries in Utah, the County Council is required by statute to adopt an ordinance in which it defines the powers of the county library board of directors, determining by doing so the degree to which the board of directors will be a policy-making body or an advisory body to the Council. If the Council chooses to make the board an advisory one, the Council will be required to act on all library policies itself.

In addition to these general responsibilities, the County Council may at times be required to address particular issues that arise related to the operation of the Library, some of which will have legal or budgetary implications, e.g., ADA compliance at one of the branches. Others will relate to policy issues, patron issues or issues related to the selection of materials. On rare occasions, the Council may be called upon to decide significant issues related to funding, such as if a request comes from the Board of Directors to raise the Library's tax rate or if a capital improvement bond for libraries should be put before the citizens for a vote.

Utah State law provides an option for a member of the County’s governing body to serve as a member of the library board of directors, acting as both a representative of the community and the County Council in decisions about the operations of the library, and as a liaison between the library board and the county commission or council. Assuming that a member of the Cache County Council does take a seat on the Library Board of Directors, he or she will have the additional responsibilities of attending board meetings, becoming particularly familiar with Library policies and operations, and representing the Library’s interests to both the community and the Council.

The County Administrator

With the addition of a Cache County Library, the work of the County Administrator will necessarily expand. The County Administrator may become involved in any of a number of issues related to the operation of the library, including personnel, building maintenance, community relations and finances. Beyond the routine operational issues, the County Administrator will also have to account for the library in all long-term planning and development.

The County Attorney

Legal issues that arise in the operations of a public library include those that are common among most public agencies, such as those involving personnel matters, as well as those that are unique to the library itself. For example, library-related issues may include management of public Internet access, intellectual freedom and censorship, privacy of public library records as defined in Utah State law, the federal Patriot Act as it pertains to library records, and use of meeting rooms in public libraries. The County Attorney may encounter these issues when a particular case arises, but will certainly be involved in them as policies are established for the new Cache County Library and require legal review prior to formal approval by the Library Board or County Council.

The County Facilities Department

Although it is recommended in Section 5, “Buildings and Property,” of this report that maintenance and custodial services at the branch libraries be contracted out, the County Facilities Department may be called upon from time to time to offer its expertise in making decisions about particular issues, such as whether to repair or replace a particular piece of equipment. While the Facilities Department may not be needed regularly at any individual branch, it could be called upon frequently by the library given that nine separate buildings will be under the County’s management. The Facilities Department should, therefore, be prepared to address calls for assistance that may come and determine how best to include in its routines whatever burden they may create.

Summary of Costs to County in Support of County Library System

Human Resource Specialist (Full-Time), Human Resources Department

- Annual Salary: \$45,000
- Annual Benefits: \$17,000 (38% of Salary) **\$62,000**

Accounts Payable Deputy (Full-Time); Additional Hours to Upgrade Current Part-Time to Full-Time Position, County Auditing Department

- Both positions, including salaries and benefits **\$85,000**

Information Technology Technician (Full-time), Information Technology Department

- Including salary and benefits **\$85,000**

Total: \$232,000

Section 4: The Structure of the Library System

Most public library systems are based on a central branch—generally but not always the largest library in the system—and branches of varying sizes. System administration, cataloging and technical services, management of the automated library system, the largest collection of materials, interlibrary loan, and business functions tend to be housed in the central library. Virtually all public library systems operate inter-branch delivery services, often called courier services; these, too, normally operate out of the main library.

Branch libraries, including the central library, are generally responsible for providing direct public service; often, they are also responsible for first-line response to building management and maintenance issues. Branch librarians are usually responsible for supervising all personnel at the branch, for training new staff members on library policies and procedures, for evaluating performance and for personnel actions that may be needed. The distribution of responsibility for selecting books differs from library to library; some systems centralize a great deal of the responsibility while others encourage more independence among branches in selection.

The specifics of how responsibilities and work assignments would be distributed between the central library and the branch libraries has to be worked out within each library system based on its history, its culture, the philosophy and preferences of the Library Director and the Board of Directors, and the workloads of the staffs at various branches. However, to determine the feasibility of a Cache County Library system, an initial structure has to be imagined in order to guide the process of projecting staffing and cost.

Cache County lends itself to a three-tiered structure for a library system—central branch-regional branch-community branch. In part, the structure is suggested by geography and demographics; in part, it is suggested by the public library buildings that are already in place in the county. Clearly, the Logan Library would serve as the central branch for the system. To the south, Hyrum Library would be designated as a regional branch; the North Logan City Library would be designated as the regional branch to the north. The remaining libraries—the Cache County Library/Providence-River Heights and the Mendon Cottage Library to the south, and the libraries in Lewiston, Newton, Richmond and Smithfield to the north—would be designated as community libraries.

Why do these designations matter? In developing a system, attention has to be paid to how resources are distributed to best meet the needs and demands of patrons. Clearly, branches that serve bigger populations need to house larger collections than those in smaller communities. But some branches are also positioned such that they have the potential to serve *multiple* communities. If a branch is located in an area that patrons from smaller cities visit in order to shop, or if the branch is on a heavily travelled road, it may draw users who normally visit a branch closer to their homes. Similarly, patrons are often willing to drive to a branch with a larger collection in order to pick up a book they need immediately or to choose from a wider selection than is available at their home branch. A community branch can meet many needs of patrons who live near it; regional branches serve this purpose as well within their own

immediate communities; but they can also serve the occasional and particular needs of individuals with larger collections than can be housed in smaller branches.

The central branch plays similar roles, serving the residents who live near it, those who come into the area for personal business, and those who have special needs for more range or depth of materials and information. The central branch and regional branches also house books and other materials that can be delivered by a courier system on an as-needed basis to smaller libraries.

In addition to materials, the central branch in particular can be staffed with a level of expertise that cannot be afforded, at least at this time, at the smaller libraries. This expertise can be drawn upon to serve patron needs throughout the county as needed, to develop and coordinate services for all residents, to provide training for other staff members and to carry out those responsibilities necessary to the library's operation, such as cataloging and technical services, in a cost-efficient manner. At the regional libraries, larger staffs can be available to assist at the smaller libraries as needed—for example, to fill in during a long staff illness or vacation.

A tiered system such as that proposed for outlined for a Cache County Library allows resources to be distributed in a reasonably efficient manner by bringing larger collections and more staff members into a geographic area of the county. Such an approach, however, also requires that enough resources be given to both the community and the regional libraries to assure that they can best fulfill the role they are intended to play in the system.

- Community libraries must have adequate materials, well selected and kept current in order to meet a high percentage of the day-to-day needs of their patrons so that they do not have to travel routinely to larger branches or wait too many times for items to be brought in by the courier system.
- Regional libraries have to be very well stocked with books so that they can both serve the communities in which they are located, but also meet the needs of those from nearby communities who come to them expecting to find collections with greater depth and breadth.
- The central library must have, of course, an excellent collection that can provide additional copies of titles in high demand but, perhaps more importantly, meet the need for less-used titles that provide a depth and breadth of information beyond what a patron could expect to find in a community, or even a regional branch.

In large part, the advantages of a library system over a single-building library are well reflected in this approach to distributing responsibility for collections over branches of different sizes. Because the Logan Library has been funded and developed over time as a large and excellent public, and because Hyrum City and North Logan City have recently built large new libraries that can house sizable collections, the structure for a county library based on a three-tiered approach naturally suggests itself.

In the south end of the County, the Hyrum Library is very well located to support the Cache County Library/Providence-River Heights and the Mendon Cottage Library, as well as the communities nearby that do not currently host a branch library. There is some concern among the staff at the Hyrum Library

that if a county system is formed many residents who now come to their library will choose instead to go to the central library in Logan, and that their use will drop accordingly. This is a fair concern, and could apply to the other two public libraries in the south area of the County as well.

However, this speaks exactly to the need to make sure that the collections at those three libraries—in Hyrum, Providence and Mendon—are well developed and current, and that the three libraries work together to publicize their resources and services and encourage patrons to use them. The Hyrum Library has ample space to expand its collection significantly. With this in mind, development of the Hyrum Library as a regional branch should be a priority of a new Cache County Library at the same time that funds for the two community branches in the area should be increased to assure that they can better meet the day-to-day needs of their patrons (although the opportunities to expand resources at the Mendon Cottage Library are limited). Cooperation between all three of the branches should be encouraged so that residents come to see them as essentially a single resource concentrated in the south end of the County. Otherwise, the possibility that many patrons will shift their use to the central library in Logan seems real and could diminish the role these libraries could play in the system.

In the north end of the County, North Logan City Library is well located, although somewhat farther south than would be ideal to serve as regional library for communities in the north and northwest of it. It has a very well developed collection; indeed, the collection is nearing the maximum size which the building can house. North Logan City is considering expanding the building; if North Logan City Library becomes part of a county system, the expansion may be necessary—indeed, almost certainly will be necessary—for the branch to fulfill its role as a regional library. Even if this expansion takes place, however, given the distances between libraries, it is critical that in a County system the collections in the community branches in Lewiston, Newton, Richmond and Smithfield be very well funded.

Finally, the central library in Logan will obviously play a crucial role in a County Library system. In conversations with staff members at public libraries throughout the county, with city officials and board members, and with Cache County officials, it is clear that the greatest value of, and indeed the driving impetus behind a Cache County Library system is access to the collection of the Logan Library. For many citizens, the justification for a County Library system will hinge on how well the collection in the central library is developed, whether they access it in person or through a courier system.

Over time, the structure of the system outlined above may be modified. For example, if and when a new branch can be built in Richmond or Smithfield, the role of the branch in North Logan could change. But the existing distribution of libraries, the demographics and the geography are likely to sustain the general structure as it now stands for some time. The most important message from this is that even though funding may not be available in a new County system to build new buildings immediately, funding must be adequate to assure that each branch can successfully fulfill its role—that community branches have well stocked and current collections even though they may be comparatively small in size, that regional branches have large and current collections that justify patrons driving to them when the need arises, and that the central library house an exceptional collection that can meet virtually all demands of the community for breadth and depth.

Section 5: Buildings and Property

If a Cache County Library is formed, Cache County government will become responsible for the management and maintenance of eight new public library branches, in addition to that in which the Cache County/Providence-River Heights and Bookmobile currently operates. The decision to assume responsibility for these buildings should be a well-informed one; this section begins, but by no means ends the necessary inquiry on this crucial element of library operations. It is crucial for multiple reasons.

The first and most obvious of these reasons is cost—the potential cost for any repairs to the structures, to the major systems, such as mechanical and electrical, and to the interiors. The second reason, in part related to the first, is legalities and liabilities. Because of the potential cost for repairs and maintenance, agreements that are established with the cities regarding use of the buildings as branch libraries need to define any division or sharing of financial responsibility for existing conditions. Because of the unique characteristics and situation of each building, even if a general template for agreements is used it should also be modified and made specific to each branch. The County also needs to assess buildings for possible liability issues and evaluate them from the perspective of risk management—for example, in terms of ADA compliance, as will be discussed more fully below.

A third reason for careful evaluation is the series of practical issues related to on-going maintenance and custodial care. Cache County currently has a limited Facilities Department; the Department's primary responsibility is care of the Cache County Courthouse and the Administrative Offices. To provide maintenance and custodial services at the branch buildings of a County Library will require that either the County expand its Facilities Department or enter into contracts with cities or private firms to provide the needed services, or a combination of both.

A fourth area of concern is related to the status of property in the buildings, primarily furnishings and books. As with the buildings themselves, the status of property has to be defined in inter-local agreements or leases so that ownership is clear and the leeway granted to the County to act, or not act, as property owner after the merger is clarified.

Finally, the County has to consider the need for and potential costs of long-term upgrades to some of the buildings. Upgrades in some cases could be minor—painting, new finishes, new carpets, new lighting. For some buildings, more substantial remodeling should be considered; and taking a very long view, capital improvements—that is, expansion or construction of new branches—may be necessary. The possible need for capital improvements should not be ignored in the early phases of considering a County Library system.

In 2006, the Kaysville City Library merged into the Davis County Library. The Kaysville City Library leased the library building to the County as part of the merger agreement. A copy of that lease and the inter-local agreement governing the terms of the merger, are included in Section 13, "Supporting Documents" at the end of this report for reference regarding the key areas that may need to be addressed in similar leases between Cache County and the cities.

The Status of the Buildings and Major Systems

Table 1, attached at the end of this section, provides basic information about each of the buildings. The information includes construction date, size, dates for major remodels and age of major systems when known. Initial evaluations of the buildings—summarized in Table 1—are based on information provided by the library directors and staff, by visual inspection and by a review of architectural studies of all public library in the state, commissioned by the Utah State Library and published in 2002 under the title 21st Century Library Needs Assessment. The evaluations of the buildings provided in this report should be considered *preliminary only*. They are intended to provide a general account of the buildings which they County would become responsible to manage. Consequently, prior to entering into any inter-local agreements or leases, the County should have professional evaluations conducted, especially of major building systems, as a basis for defining how costs for repairs, maintenance and replacement might be split between each city and the County should the need to do so arise.

Overall, the public library buildings in Cache County appear sound and their major systems functional and well maintained. However, *this is a generalization that must be qualified* in terms of the age of several of the buildings. In particular, although there are no major evident structural problems—such as exterior cracks in the masonry or weak floors—the libraries in Lewiston, Newton, Richmond and Smithfield do not meet seismic codes, which is not uncommon in older buildings. They also lack life-safety systems such as security, fire alarm and sprinkler systems, and are not ADA compliant. These are problems that simply cannot be easily addressed. They have to do with the reality of older buildings—unreinforced masonry, ADA accessibility and the location and design of restrooms. Still, these are life-safety issues and, in the case of the ADA in particular, have potential legal implications. As discussed more fully below, Cache County will have to evaluate these elements and determine what attention they merit as a matter of risk management and how any remedies will be paid for. Finally, although there is no reason to believe that asbestos is an issue in any of these buildings—there is no mention of this as a problem in the 2002 architectural reports—the County will want to verify.

Legalities and Liabilities

It is already been suggested that Cache County should negotiate separate details in inter-local agreements or leases to use each of the current libraries as branches of a County Library system. The leases will need to define financial responsibility for costs associated with repair, maintenance or replacement of various pieces of equipment, such as heating and air conditioning units or electrical panels, as well as for resolving possible issues related to legal compliance and liability costs. For example, if an ADA complaint is filed regarding the building, who is responsible to evaluate the complaint and determine if the issues should be addressed? And if they will be addressed, who will pay the cost of compliance? This specific example is given here because ADA is of particular concern as regards several of the current library buildings. In some cases, no modification to the building may be possible, e.g., the outside stairs at Smithfield, Richmond and Newton; but in other cases—such as adding an automatic opening door to the store front at the Lewiston City Library—some accommodation may be feasible. Cache County should evaluate the buildings for ADA compliance along with other risk

management factors and address them as the County Attorney and Risk Management officer deem necessary in the lease agreements.

It should be noted that an effort was made to obtain estimates for liability insurance for each individual library that has not specified a cost for liability insurance as a line in its budget; however, these efforts were not successful but could be pursued further if necessary.

Maintenance and Custodial Services

With nine buildings widely separated, the County will need to determine how to provide them with maintenance and custodial services. In some cases, maintenance and custodial services could be provided through contracts with the cities that currently manage the buildings. In other cases, either contracts with private firms will be needed or, at least, arrangements made with private firms to provide services on an as-needed basis.

It has been difficult to determine costs for maintenance and custodial services as each library accounts for such costs differently. Some libraries have clear costs as they contract with private sector firms for services (Hyrum Library does this for custodial services, for example). In some cases, an amount for “building maintenance” is specified in the library budget, and costs per square foot can be estimated. In other cases, maintenance and custodial costs are bundled into a general allocation for support services provided by the city to the library, and amounts for these particular items are not specified. Estimates are provided, in Section 10, “Budget and Finances,” for building maintenance based on the information available at this time; however, final costs will be highly dependent on the arrangements that can be made for each location.

Property

If Cache County assumes ownership of the “assets,” to what extent does it truly become the “owner”? For example, may the County as “owner” choose to dispose of furniture that is original to a library, or bookcases that were donated by citizens in a community, if it chooses to replace them? What about the many paintings in the Smithfield Public Library—do they become the property of the County? If, then, a city library chooses to leave the County system, and owned four PCs when it joined the system, is it entitled to the newer PCs that replaced those four? And what about the books?

The proposed “Interlocal Agreement” to establish a Cache County Library, as an example, states that if the agreement is terminated by either the City or the County, “all assets owned by CITY prior to this agreement becoming effective will be the property of CITY.” Considered in light of the examples given above, and others that could be imagined, it is not clear that language this general provides adequate guidance to the County regarding its obligations as “owner” of the assets at that same time that it is potentially, in effect, only “temporary custodian” of the assets and might, at some unspecified time in the future, be required to return them.

The “Interlocal Agreement” is not highlighted here in order to be critical of it; rather, this passage is noted to illustrate how challenging this specific area can be. This is particularly true given that what is at issue is not what the County could *choose* to return to a city, but what it is potentially *obligated* as a matter of contract to return. Can the County discard assets? Does it need permission to discard? Must it return the exact assets, or assets that are similar or of similar value? And how does this pertain to books? Is it a raw count—the city library owned 30,000 books and is entitled to 30,000 books back, even if they are different books? Again, the point is raised because a future County Council is potentially going to be bound by the terms of the inter-local agreement, and this in turn may have implications not only for what happens to assets at the time the agreement is terminated, but also as to how those assets are managed when they are under the control of the County.

The agreement governing the merger of the Kaysville Library into the Davis County Library specified that Kaysville City could retain control over any items it wished to retain, but that once the merger took place all assets became fully the property of Davis County. The agreement bound no future county commission to an obligation to return either assets or value. Neither this approach, nor the one defined in the proposed inter-local agreement cited above, is right or wrong; but both should be considered in light of the real-world cases that could arise and the meaning of the agreement in terms of managing assets that come to the Cache County Library from the city libraries. A review of the issue by the County Council, the County Attorney and city officials is encouraged.

Building Improvements, Remodels and Capital Projects

The proposed annual operating budget for a Cache County Library—as presented in Section 10, Part I—includes a \$25,000 allocation for upgrading branch libraries. This allocation is specifically intended to fund improvements to the interior of branch libraries including, but not limited to carpet, painting, lighting and furnishings. The projected annual budgets for the first five years of operations include the same recommended \$25,000.

These funds are not needed at each library. Rather, this allocation is specifically intended to help improve libraries at which the library staff has managed well with the funds it has available but simply do not have the funds to improve the interiors to a level that could be afforded by a County Library system.

Over the past several years, public libraries have focused more and more on their role as a “public space” and, in a phrase becoming more common, as a “third place”—that is, a place in the community that is neutral, inviting, free to access, a destination in and of itself, away from home, and away from the work place. This role was highlighted recently, for example, in a report from the International City/County Managers Association about the partnership between public libraries and city and county managers. (A copy of this report is included in the “Supporting Documents.”) Accordingly, public libraries are striving to create spaces that are inviting, visually attractive, comfortable and accommodating to multiple but compatible uses, such as wireless access, casual reading, individual study and group conversations—challenging to be sure, but possible in well designed spaces.

It is suggested here that an allocation of \$25,000 per year, which is minimal within the total budget, could have significant impacts in several of the smaller city libraries in the County in terms of creating wonderful “third places” and in visibly demonstrating the commitment of the County to improving library services in all communities that host branch libraries. However, as minimal as the amount may be within a County Library budget, it is an amount beyond the reach of many of the smaller city libraries.

Beyond improvements and upgrades within the existing library buildings, Cache County should be aware of possible long-term investments that may be necessary in the branch libraries in the form of substantial remodels, expansions or re-building. These are not projects that are urgent, and they do not require commitments be made now; no specific projects are proposed in this report. However, the age of several of the buildings that would become branches of the Cache County Library system, the importance of updating public library space to meet building codes, and the limited space in the buildings to expand collections and services are readily apparent, and they will have to be resolved at some point in the future.

The opportunity to address long-term capital needs in the various library buildings highlights exactly the advantages of a county library system in terms of funding, as costs for major projects can be spread over a wider tax base. However, this particular need also brings into focus the fundamental question asked in the “Overview” offered in Section 1 of this report regarding the redefinition of “community”, in terms of public library service, to encompass the whole county—to share benefits and costs, including capital costs, at a county level.

As noted, no recommendations are made in this report for specific projects; however, it should be also be clear that at some time capital needs will become more pressing as buildings continue to age, and as citizen expectations for public library service, including the quality and currency of library branches as public spaces, continues to rise.

Table 1: Summary of Public Library Buildings

Library	Construction Date	Square Feet	General Assessment and Notes
Cache County/ Bookmobile	1996	2,400	<p>Overall condition appears sound, although problems with mechanical systems have been reported in the past and may not have adequate capacity.</p> <p>Is accessible through the front door; automatic opener should be added if possible.</p> <p>Restroom is not ADA accessible.</p> <p>Desk space may require modification for courier service (see Section 8).</p> <p>Collection and space for PCs and other services has reached or is very near 100% of building capacity.</p>
Hyrum Library	2007	13,000 in use; 9,000 unfinished	<p>Building is new and is fully ADA accessible.</p> <p>Some modifications to desks and shelving may be needed, or shelving added in a non-public area, for courier service (see Section 8).</p> <p>There are approximately 9,000 square feet of unfinished space in the basement; decision would have to be made regarding future use of this space. Library Director currently sees is as usable for meeting room or auditorium space.</p> <p>Very ample space to accommodate and expand collections and services.</p> <p>The building is shared with a city museum, which is located on the lower floor.</p>
Lewiston Public Library	1930; library located in building in 1980; renovation to children's room in 1992-1993.	3,000	<p>Library shares building with other city offices.</p> <p>The building does not meet seismic code.</p> <p>Roof was replaced in the mid-1990s.</p> <p>Is accessible through the front although door width should be modified if possible. Automatic opener should be added if possible.</p> <p>Restroom is not ADA accessible.</p> <p>Slight slope in portion of the floor may not be ADA compliant, but is structural and cannot be modified.</p> <p>Does not have security system or sprinkler system.</p> <p>Building has some room for expanding collections, but not an extensive amount.</p>
Logan Library	1986	19,500; will take over	<p>Overall condition is sound. Some concern about heating and air conditioning systems.</p> <p>Generally ADA accessible.</p>

	Upgrades in 1999 to meet life-safety codes.	10,000 more from city in 2009	<p>Logan City is considering building a 60,000 square foot library—about three times the size of the current library. Costs estimates for annual budget for a Cache County Library are based on the current library size; no estimates have been made for utilities, maintenance, custodial, etc., in the larger library. Cost estimates have also not been made for similar costs when the Library expands into 10,000 feet now used by other city offices. Major issues in the current building, in terms of its use as the central library of a Cache County system, are largely space related; these could be resolved with the additional 10,000 square feet.</p> <p>Work would have to be done with Logan City and its architects to assure that the new building could accommodate the necessary offices and functions to serve as a central library.</p>
Mendon Cottage Library	Not known.	1000	<p>Building is leased from private owner.</p> <p>The current cottage space is very limited. The building is not ADA accessible and cannot be modified to be so in any apparent way. Restroom is not accessible.</p> <p>Library board is considering moving library into a nearby elementary school and sharing the space with the school library. This could have implications for building management and use. For example,, because the public could not come into the building until the late afternoon (4:00) staff would not be scheduled to be at the library (in the school) at the time the courier service would ideally be making deliveries in the southern loop. Some accommodation would have to be found.</p> <p>A library in the elementary school would be fully ADA accessible.</p>
Newton Town Library	Not known. Library located to building in 1998.	2,500 – 3,000	<p>Library is located in a classroom in an old elementary school.</p> <p>Overall condition is sound; however, the building does not meet seismic code.</p> <p>No significant problems with major systems are reported.</p> <p>No security system, fire alarm system or sprinkler system.</p> <p>The building is not ADA accessible due to exterior staircase.</p> <p>Collection and space for PCs and other services has reached or is very near 100% of building capacity.</p>
North Logan City Library	1999	11,200	<p>Building is less than 10 years old and is fully ADA accessible.</p> <p>The building is in excellent condition and has been well maintained. No major problems with mechanical systems are reported.</p> <p>Some modification to desks and shelving will need to be made, or shelving added, for courier system.</p> <p>Collection and space for PCs and other services has reached or is very near 100% of building capacity.</p>

			North Logan City is considering expansion at some time in the future.
Richmond Public Library	1914	4,000	Overall condition is sound; however, the building does not meet seismic code. Also, water leaks have been noted in the past. No security system, fire alarm system or sprinkler system. Restroom is located in the basement. Building is not ADA accessible. Collection and space for PCs and other services has reached or is very near 100% of building capacity. Richmond Public Library is a Carnegie Library and is on the National Register.
Smithfield Public Library	1922. Renovations in 1970s and 1990s.	4,000	Overall condition is sound; however, the building does not meet seismic code. Restroom is located in the basement. No security system, fire alarm system or sprinkler system. Building is not ADA accessible. Collection and space for PCs and other services has reached or is very near 100% of building capacity. Smithfield Public Library is a Carnegie Library.

Section 6: Personnel and Staffing

The public libraries in Cache County are staffed at significantly different levels, and pay scales vary dramatically. The variations in staffing levels, classification of positions and minimum qualifications can be attributed to the budget of each library, the range of services, programs and collections each library makes available and the different hours that the libraries are open to the public. The Logan Library and the Mendon Cottage Library represent the poles of the spectrum; Logan Library employs approximately 20 FTE (full-time equivalents), comprised of about 25 individual employees (16 full-time and with benefits, and 11 part-time), while the Mendon Cottage Library employs a single individual, the Library Director at 30 hours per week. Between these poles are libraries that range from 1 FTE to 5 FTE.

Salary levels are also dramatically different, as strikingly illustrated by the fact that Technical Assistants at the Logan Library, responsible for a variety of support tasks, are paid more on an hourly basis than several directors of the city libraries. Logan Library also varies from the other libraries in the types of positions for which it hires and the minimum requirements for them. For example, it is the only one of the libraries that has a Librarian position that requires a Master of Library Science degree.

These differences in job classifications and the disparity in wages create very challenging variables in considering how to structure the pay system for a new County Library. On the one hand, a compensation system roughly aligned with pay levels in the city libraries, and for current Cache County employees at the Providence-Riverside Heights Library, would require very significant decreases in pay for employees at the Logan Library. On the other hand, increasing pay scales for employees at the other libraries to the levels of those at the Logan Library will elevate the total costs for wages in a new County Library system well above those that would be suggested by simply adding together the salary lines in each city library budget. Indeed, when the salaries for the current employees at the city libraries and the Cache County Library/Providence-Riverside Heights, but excluding Logan Library, are pegged to a salary scale based on that used at Logan Library, the **total cost** for comparable staffs over the eight other public libraries rises by just under **\$102,000**, or about **25%**, per year. As also will be noted, based on Cache County's employee benefit package the total cost of benefits for the staff members at the eight public libraries other than Logan Library would rise by just under **\$25,000** per year, or about **28%**, should they become part of a Cache County library system. Details of the salary comparison are presented in Table 4, below.

Using Logan Library pay scales, hourly wages would rise for many employees of the city libraries and the Cache County Library/Providence-Riverside Heights libraries. For example, several of the current Library Director positions, although they would become branch librarian positions in a County system, would be compensated at a significantly higher level as a result of the overall increase in the pay scale. Other staff members would realize hourly pay increases as well, but not always as dramatic.

Following are estimated costs for staff based on the system structure defined in Section 4. The approach to pay scales taken for estimates of wages and benefits relies *generally* on the pay scales of the Logan Library for those positions which are most common among public libraries—shelving pages,

circulation and processing clerks (titled Library Technical Assistants in the Logan Library job classification), and reference or children's librarians, often titled as Associate Librarians, as they are in Logan. However, the Logan Library classifications do not provide options for an Assistant Director/Central Branch Librarian, other levels of branch libraries, or different levels of Associate Librarian, all of which will be necessary in a County Library system based on the proposed system design.

In the approach presented below, as summarized in the following table, an Assistant Director/Central Branch Librarian position is defined. Branch Librarian positions are designated at two different levels based on the size of the library. Branch Librarian I is the position assigned to the larger branches (in Hyrum and North Logan) that, in the model being used, would serve as "regional libraries." Branch Librarian II is designated for the smaller branches, which would serve as "community libraries." A similar two-level approach is taken for Associate Librarian positions, again based on both size of the library and differing work assignments. As stated, this is one possible approach to a staffing and compensation system for the County Library system. However, it is suggested that *even if a somewhat different structure to staffing were adopted—for example, an alternate method of classifying the Branch Librarians—the overall estimated costs would not change dramatically.*

Before presenting the table on the structure and compensation system for the staff, however, it is necessary to address the issues raised by the significantly higher level of pay scale for the Logan Library, when compared with the other public libraries. This difference in pay scales has implications for staff costs in a County Library system, for internal pay equity within the County Library itself and for broader pay equity within Cache County government. Without some view of how these issues can be addressed, it is not possible to place the Library's positions, especially its administrative positions, on a pay scale that relates in a reasonable manner with the pay of the Library Director and that of other officials in Cache County.

Currently, the salary of the Director of the Logan City Library exceeds that of all Cache County officials except one, and is approximately equal to that of the Cache County Administrator. The salary for a Senior Librarian at the Logan City Library exceeds that of many department heads in Cache County. Simply stated, it is challenging in terms of equity within Cache County compensation schedules to use these salaries as a basis for scaling salaries of administrators and librarians within a Cache County Library system. On the other hand, based on market data for similar positions in Utah the salaries paid for these positions in the Logan Library are not out of line. In determining possible pay scales for the Library Director and other administrative positions, practical and fair consideration must be kept in mind regarding staff members *currently* employed at the Logan Library as well as at the other public libraries, who may become *future employees* of a Cache County Library.

Simply stated, there is no perfect method to resolve the differences in pay scales between the Logan Library, the other public libraries in Cache County and Cache County government itself. Similarly, it is not easy to reconcile the differences from library to library in the minimum education and experience

required for positions with nearly identical titles. These differences are noted and recognized as one of the significant personnel challenges that would be encountered in establishing a Cache County Library

With these different personnel practices acknowledged, it should be clear that the approach proposed below is only *provisional*. It is based on the central library-regional library-community library model, providing an approximation of how the staff would be structured and what the accompanying costs would be. It assigns job classifications based on the scope of responsibilities for a position, which differ to some degree based on the size and resources of the branch to which the position is assigned. Pay ranges differ accordingly. Final decisions will refine the specifics and change the costs; but it is suggested that the overall design and costs will not vary dramatically from this proposal, especially in the early years of the new Library's operations when the current staff structures will have to be relied upon heavily.

Defining pay ranges is its own challenge. Jim Smith, Director of Human Resources for Cache County, has indicated that in light of current compensation practices within Cache County, estimating pay scales based on 85% of market for a given position could provide figures that work equitably within the County's pay schedules. This guidance has been considered in reaching proposed salary ranges. However, it has been balanced, specifically in the case of the Library Director, by recognition of the realities of the market in terms of recruiting quality candidates for the directorship—a position that will obviously be absolutely critical in shaping the future success of a new County Library system. With these qualifications stated, the following table presents an approach to staffing and compensation, including pay ranges, based on 2008 data provided by each of the public libraries. This table in turn provides the basis for classifying staff members in each library and estimating total personnel costs for each individual branch and for the system as a whole.

Table 1: Job Classification and Salary Summary

Position	Method of Establishing Pay Range	Pay Range	Branch Level
Library Director	Market	\$60,150 - \$83,500 annual \$20.90 - \$40.15 per hour	Central
Assistant Director/ Central Branch Librarian	Market x .85 Market is \$53,805 - \$74,289	\$45,735 - \$63,150 annual \$21.99 - \$30.36 hourly	Central
Branch Librarian I	.75 of Assistant Director/Central Branch Librarian	\$34,301 - \$47,362 annual \$16.46 - \$22.77 hourly	Regional
Branch Librarian II	.85 of Branch Librarian I	\$29,155 - \$40,257 annual \$14.01 - 19.35 hourly	Community
Librarian	Logan Library pay scale	\$38,333 - \$51,863 annual \$18.42 - \$24.93 hourly	Central
Associate Librarian I	Logan Pay Scale x .85	\$27,808 - \$37,622 annual \$13.35 - \$18.09 hourly	Central, Regional

Associate Librarian II	.80 of Associate Librarian I	\$22,214 - \$30,097 annual \$10.68 - \$14.47 hourly	Community
Library Technical Assistant	Logan Library Pay Scale	\$20,172 - \$27,292 annual \$9.69 - \$13.12 hourly	All
Shelving Page	Logan Library Pay Scale	\$6.69 - \$9.31	

Job Summaries

Following are brief summaries of the responsibilities for the positions outlined above.

Library Director

Apply the market averages of pay range, as shown in Table 1, without adjusting to the 85% level. It is recognized that the average maximum of the pay range listed here is *lower* than the current salary of the Director of the Logan Library; however, it must be noted that the Director has nearly 30 years of service with the Logan Library. Therefore, in determining a range for the Library Director as a Cache County position, the salary earned by the Director of the Logan Library can be used to define the *maximum* of the range, which, in fact, it does. The Library Director is responsible for all aspects of library administration including personnel, staff training and development, budgeting and finances, building management, collection development, policy development and application, public relations, program evaluation and long-term planning. Additionally, the Library Director has significant supervisory responsibility, and is responsible to work with and guide the Library Board of Directors. The Library Director also serves as a department head in Cache County government.

Assistant Director/Central Branch Librarian

Base the salary range on 85% of market, as shown in Table 1. The Assistant Director/Central Branch Librarian will be responsible for all aspects of managing the public service area in the system's main library, including but not limited to reference and circulation services, patron services, personnel, building management, staff training and collection development. Personnel responsibilities include supervision and training of numerous full-time staff members, including staff members with the MLS degree. The Assistant Director/Central Branch Librarian is also responsible to oversee the activities of staff members who have responsibilities for coordinating system services, such as a Children's Librarian responsible for coordinating programming. Finally, the Assistant Director/Central Branch Librarian will be a member of the system's administrative team and will participate in developing policies, procedures and plans for the Library, and will serve as acting Director as needed.

Branch Librarian I (Regional Branch)

This position is intended for managing the larger branches in Hyrum and North Logan. Branch Librarian I's will be responsible for managing branches that are housed in buildings more than 10,000 square feet

in size, provide large collections, serve large numbers of patrons and include meeting room space for the public. They will have significant supervisory responsibility, including for full-time staff members, and may supervise Branch Librarian II's. They will also be responsible to coordinate support services provided by staff members at their branch to community branches within the region, and may participate in selecting materials for the community branches as well as the regional branch. Support services to community libraries may include providing additional staff for coverage during public service hours, staff training and assistance with specific programs and projects. Branch Librarian I's will be a member of the system's administrative team and will participate in developing policies, procedures and plans for the Library.

Branch Librarian II (Community Branch)

Branch Librarian II's will manage the community branches. They will be responsible for smaller buildings and for supervising fewer staff members than Branch Librarian I's, with almost all of the staff being part-time. Branch Librarian II's will be primarily responsible for public service on a day-to-day basis, with emphasis on reference, readers advisory, children's services and electronic services, and may participate in selecting materials for the branch library. Branch Librarian II's will also work to train staff to draw on the resources of the central and regional branches, and other community branches as needed to meet patron needs. Branch Librarian II's will be a member of the system's administrative team and will participate in developing policies, procedures and plans for the Library.

Librarian

The Librarian position requires a Master of Library Science Degree, or an equivalent combination of education and experience. Librarians may work in technical services, patron services or administration. Librarians in technical services will catalog, acquire materials and prepare materials for use. Those in patron services will work directly with patrons to help them find materials they need; they may specialize in an area of service such as reference or children's work. Librarians in administration will manage programs, staff and budgets. Some Librarians may be involved in a combination of patron, technical and administrative work. Librarians will also be involved in coordinating various aspects of service (for example, children's or young adult services) for the system, and will train staff and assist staff at regional and community branches. Librarians will generally work at the central library, where their expertise can be best applied to the operations and improvement of the system as a whole.

Associate Librarian I

Associate Librarian I's are assigned to the central library or regional libraries serving a wide geographic area. It is intended that staff members in these positions develop expertise that can be shared throughout the area in which their regional branch is located, or throughout the system as a whole. Primary responsibilities include assisting patrons in meeting their information needs by using reference materials, the general collection and online resources; may participate in selecting materials; may include specialized responsibilities at the regional branch and nearby community branches, such as for reference, children's services or young adult services, programming or public relations and service

promotion; will also provide support services and training in the library's service region such as assisting with storytimes as needed or reviewing new books with the staff at community branches. Associate Librarian I positions may require a bachelor's degree or extensive experience in providing public library services.

Associate Librarian II

Associate Librarian II's are assigned to community libraries. Primary responsibilities include assisting patrons using the resources available at the community library, including electronic resources, and drawing on the resources of the regional and central libraries, or referring patrons to them, as needed. Associate Librarian II's may also be responsible for providing services to a specific patron group, e.g., children, or a specific service, such as storytelling. Associate Librarian II's may participate in selecting materials for the community branch, as assigned. Associate Librarian II's generally will work fewer hours and they will focus more directly on service within their branches.

Library Technical Assistant

Primary responsibilities for Library Technical Assistants in the public service area include checking books in and out, registering patrons and shelving books as needed; primary responsibilities in the technical services area include processing books, repairing materials and entering holdings into the cataloging record.

Shelving Page

Primary responsibility is to shelve and arrange books and other materials.

Method for Constructing "Table 2: Branch-by-Branch Staff Outline and Estimated Costs"

In Table 2, attached at the end of this section, staffing for a Cache County Library system is outlined on a branch by branch basis, with three positions—Library Director, Administrative Secretary and Van Driver—included as "System" positions. The table was constructed based on the following parameters:

- Maintain the current level of staff at each of the public libraries although not necessarily applying the same job titles in use at each library
- Assume current hours of public service
- Apply the hourly pay scales established in Table 1
- Do not reflect a decrease in pay for any current comparable position
- Establish salary ranges in a manner that maintains internal equity within the library, with the degree of differences in pay scales between positions reasonably consistent with differences in responsibilities, and minimum requirements for education and experience.

It should be noted that the salaries for individual positions in Table 2 are generally set above the entry level. This is done in recognition of the number of years of experience, and hence the level of expertise, presently compensated for by the public libraries in the County. While it is not assured that current employees will fill these positions, for purposes of projecting an initial budget it seems more appropriate and realistic to reflect the value of expertise and experience based on salaries now being paid rather than on the lower cost of entry level pay, which may tend, as noted earlier, to *understate* the actual cost.

This issue of equity within Cache County’s compensation system is recognized as important; however, in establishing the staffing system for the Library, it has necessarily been a secondary consideration given its complexity. Since the primary focus of this report is the feasibility of a County Library system, the question of equity within the broader Cache County compensation system has to remain, for now, an open one.

A Summary of Branch Staffs and Costs

“Table 2: A Branch-By-Branch Staff Outline and Estimated Costs” is attached to this section. As noted above, it shows proposed staff for each branch and for “system” positions, with estimated costs. The approach taken is based on the structure for the system—central branch-regional branch-community branch—outlined earlier in this report. The figures arrived at in Table 2 can be briefly stated:

- Annual salaries for staff will total approximately \$1,190,000
- Annual benefits for staff will total approximately \$344,000
- Total personnel costs will be approximately \$1,535,000
- The system will employ about 42 full-time equivalents (FTEs), calculated as total estimated work hours of 86,406/2080
- The 42 FTE’s will be comprised of approximately 70 individual employees, 25 of them full-time (30 hours per week or more) and 45 of them part-time.

Estimated costs and work hours are summarized in Table 3, below.

Table 3: Summary of Estimated Personnel Costs

Library	Annual Work Hours	Estimated Annual Salaries	Annual Estimated Benefits	Total Annual Personnel Cost
System Administration	5,148	\$106,662	\$37,765	\$144,427
Cache County Library/Providence	3,536	\$43,847	\$4,380	\$48,227

Hyrum Library	8,200	\$120,037	\$22,445	\$142,482
Lewiston Public Library	2,398	\$29,816	\$2,985	\$32,801
Logan Library	42,068	\$570,902	\$189,968	\$760,870
Mendon Cottage Library	1,560	\$24,039	\$9,135	\$33,174
Newton Town Library	2,400	\$31,308	\$3,130	\$34,438
North Logan City Library	11,680	\$145,896	\$41,210	\$187,106
Richmond Public Library	4,112	\$48,916	\$11,430	\$60,346
Smithfield Public Library	5,304	\$70,056	\$21,670	\$91,726
Estimated Total Costs for System Personnel	86,406	\$1,191,479	\$344,118	\$1,535,597

As stated earlier in this section, basing pay scales for the proposed Cache County Library on those used at Logan Library increases salary costs over those for comparable staffs at the other public libraries in the County by about 25%. Also, applying the benefit policies and practices of Cache County to the staffs at the public libraries in the County other than the Logan Library increased the cost of benefits by about 28%. Table 4, below, shows the comparison between current costs for staffs at the public libraries, and the costs for comparable staffs with the Library as a department Cache County government, and basing pay scales on those used at the Logan City Library.

Table 4: Comparison Between Current Personnel Costs for Public Libraries (Excluding Logan Library) and as Estimated in a County Library

Libraries as Branches of Cache County System	Current Salaries	Projected Salaries	Current Benefits	Projected Benefits	Current Total	Projected Total
Cache County Library/Providence	\$26,454	\$43,847	\$2,394	\$4,380	\$28,848	\$48,227
Hyrum Library	\$94,972	\$120,037	\$17,945	\$22,445	\$112,917	\$142,482
Lewiston Public Library	\$22,660	\$29,816	\$2,260	\$2,985	\$24,920	\$32,801
Mendon Cottage Library	\$10,218	\$24,039	\$1,020	\$9,135	\$11,238	\$33,174
Newton Town Library	\$9,450	\$31,308	\$950	\$3,130	\$10,400	\$34,438

North Logan City Library	\$144,569	\$145,896	\$38,620	\$41,210	\$183,189	\$187,106
Richmond Public Library	\$33,713	\$48,916	\$5,603	\$11,430	\$39,316	\$60,346
Smithfield Public Library	\$69,522	\$70,056	\$22,173	\$21,670	\$91,695	\$91,726
Estimated Total Costs for Branch Personnel	\$411,558	\$513,915	\$90,965	\$116,385	\$502,523	\$630,300
Cost/Percentage Change	\$102,357 (24.9%)		\$25,420 (27.9%)		\$127,477 (25.4%)	

Projecting Future Personnel Costs

Table 5, below, projects future personnel costs based on the figures in Table 3. These projections are based on three assumptions:

- Projections are based on the positions defined in Table 2; they do not include any additional staff. It would be very difficult to project additional staff prior to commencement of Library operations. Further, this approach allows evaluation of costs on the basis of “at least this much”—in other words, based on the minimum that can be expected.
- Projections incorporate 3.5% annual increases in wages in order to reflect Cost of Living Adjustments as well as performance-based pay increases. Adjustments can be made to these projections if higher, or lower, annual increases are preferred as a basis for estimates.
- Projections incorporate 5% annual increases in benefit costs. Again, adjustments can be made to these projections if a higher or lower percentage increase for benefit costs is preferred as a basis for estimates.

Table 5: Projected Personnel Costs 2008 - 2013

	2008	2009	2010	2011	2012	2013
Wages	\$1,191,479	\$1,233,180	\$1,276,342	\$1,321,014	\$1,367,249	\$1,415,103
Benefits	\$344,118	\$361,323	\$379,390	\$398,359	\$418,277	\$439,191
Totals	\$1,535,597	\$1,594,503	\$1,655,732	\$1,719,373	\$1,785,526	\$1,854,294

Certainly, no one should imagine that costs will play out in exactly the manner projected. The future costs of personnel are subject to too many factors—such as inflation in benefit costs, revenue and changes in job assignments—to permit comfort and assurance from estimates reaching years forward.

Different tables using alternate annual percentage changes could certainly be substituted for this table. However, realizing the many variables at play, these estimates should allow decision makers to understand approximately how costs should grow given the staff as it would be assembled in 2008—in other words “at least this much cost” even if no staff is added. In turn, these estimates are crucial in projecting how much revenue will be needed in the years ahead, especially given that personnel costs generally account for approximately 60% - 65% of the total annual costs of a public library system.

How Work Will Change

Costs and the assignment of positions to individual branch libraries are certainly important factors in assessing the possibilities for establishing a Cache County Library system; but they are not the only factors that need to be considered. Necessarily, for example, many tasks will become more centralized. These include cataloging and processing materials, selecting materials, programming and public relations. It is exactly in tasks such as these that many librarians find their greatest satisfaction. Many staff members in the public libraries in Cache County have been trained to do this type of work given the stand-alone nature of their libraries. If a library system is established different elements of the day-to-day work at the branch libraries will change to varying degrees. In discussion with staff members at the public libraries in the County, many expressed concern that the pleasure they find in their work, and the commitment and sense of responsibility they currently feel and enjoy, may be lost if key elements of the work to which they are trained shift to a central library.

Depending on how a County Library is administered, their concerns may in part be justified and in part not be so. For example, as responsibility for cataloging and processing materials shifts away from the branches, staff members will have additional time to work with the public, to present programs, to publicize the library in the community and to promote library materials. Opportunities for personal and professional growth can emerge as staff becomes less responsible for daily tasks and can focus their time more intently on direct public service. Nevertheless, many staff members at the public libraries in Cache County have made significant personal and professional investments in the libraries where they work; as noted earlier, all of the libraries have prepared extensive long-term plans, reflecting their commitment, and that of their staff members, to continued development and improvement as crucial public organizations within the communities they serve. Certainly, it is worth reflecting on how the commitment and talents of these staff members will be nurtured within a County Library system as the work changes, and to assure them that they will continue to have opportunities to apply and enhance their skills in the environment of a larger library system.

Employment in a Merit-Based System

Cache County government operates under a merit-based employment system. This means that positions covered by the system—those that are 30 hours or more per week—have to be filled in accordance with established procedures that define recruitment, ranking and hiring procedures. Accordingly, it needs to be clear that if a Cache County Library system is established, all hiring must be carried out in accordance with the policies and procedures of the County, including requirements for

open recruitment. Similarly, all positions must be filled based on established job descriptions and minimum qualifications. Currently, Cache County does not have established job descriptions for most of the positions that would be required in a County Library system. No effort has been made at this point to write job descriptions for a Cache County Library. This is a task best left for the County's Human Resources Department, given its complexity and the importance of job descriptions in defining a basis for recruiting and hiring staff. However, a selection of job descriptions from the Logan Library and the Hyrum Library are included in the "Supporting Documents" in Section 13 in order to illustrate the range of work assignments and minimum qualifications that are found across public libraries of differing sizes.

Positions and Costs Not Included

The estimated costs for personnel do not include several positions that may have to be added after the first years of operation. First, some positions may have to be added at the central library to assist in coordinating activities of the system. This can only be known after operations are initiated and based on experience. Second, as has been noted, the Logan Library is contemplating the construction of a new library that will almost triple its current space, and will expand service onto two floors. Based on a conversation with Ron Jenkins, the Logan Library Director, plans are in place to add self-checkout services at the new library that will help limit the need for new staff; nevertheless, he anticipates that 1-2 new positions may have to be added. Costs for these positions are not specifically included here. Finally, if a decision is made to expand public service hours at any of the regional or community branches, additional costs will be incurred. However, while specific costs for any possible additional staff are not included, a 5% contingency has been included in the projected first year budget and in estimated budgets for succeeding years. This contingency amount should cover any oversights contained in the projected staff, any underestimates of wages and benefits and a portion of the costs for any new positions that may be added in the first years of operation.

Table 2: Branch-by-Branch Staff Outline and Estimated Costs

Cache County Library System Administration and Operations							
Position	Salary Range (Hourly Pay)	Salary Used for Estimate	Annual Work Hours	Estimated Annual Salary	Estimated Benefit Costs	Total Annual Cost	Notes
Library Director	\$28.91 - \$40.15	\$34.53	2080	\$71,822	\$27,290	\$99,112	Hourly wage set at midpoint of the range. The annual salary is lower than that of the current Logan Library Director. However, the salary for the current Logan Library Director reflects nearly 30 years of experience in the position. Consequently, for estimating long-term costs to fill this position, the mid-point of the range is used.
Secretary to Director		\$12.00	2080	\$24,960	\$9,485	\$34,445	Cache County HR Department will determine job description and pay range. Salary used for calculation is an estimate based on similar positions.
Courier Driver		\$10.00	988	\$9,880	\$990	\$10,870	Cache County HR Department will determine job description and pay range. Salary used for calculation is an estimate based on similar positions.
Totals			5,148	\$106,662	\$37,765	\$144,427	

Cache County Library—Providence/River Heights							
Position	Salary Range (Hourly Pay)	Salary Used for Estimate	Annual Work Hours	Estimated Annual Salary	Estimated Benefit Cost	Total Annual Cost	Notes
Branch Librarian II	\$14.01 - \$19.35	\$15.41	1456	\$22,436	\$2,250	\$24,686	Estimated annual salary set at 10% above entry level in order to account for experience and expertise that may be needed in position as reflected by years of service of current city director. Annual hours worked is based on 28 hours per week.
Library Technical Asst.	\$ 9.69 - \$13.12	\$12.11	520	\$6,297	630	\$6,927	Estimated annual salary set at 25% above entry level in order to account for experience and expertise that may be needed in position as reflected by years of service of current staff member who has served as acting Director.
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	520	\$5,038	\$500	\$5,538	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	520	\$5,038	\$500	\$5,538	
Library Technical Asst.	\$9.69 - \$13.12	\$9.69	520	\$5,038	\$500	\$5,538	
Branch Totals			3,536	\$43,847	\$4,380	\$48,227	

Hyrum Library							
Position	Salary Range (Hourly Pay)	Salary Used for Estimate	Annual Work Hours	Estimated Annual Salary	Estimated Benefit Cost	Total Annual Cost	Notes
Branch Librarian I	\$16.49 - \$22.77	\$20.50	1820	\$37,310	\$14,175	\$51,485	Estimated annual salary set to approximate current salary level of city Library Director in order to account for necessary education, experience and expertise that are needed in position.
Associate Librarian I	\$13.35 - \$18.09	\$13.35	1400	\$18,690	\$1,870	\$20,560	
Associate Librarian I	\$13.35 - \$18.09	\$13.35	1400	\$18,690	\$1,870	\$20,560	
Associate Librarian I	\$13.35 - \$18.09	\$13.35	1400	\$18,690	\$1,870	\$20,560	
Associate Librarian I	\$13.35 - \$18.09	\$13.35	1400	\$18,690	\$1,870	\$20,560	
Page	\$6.69 - \$9.31	\$7.65	780	\$7,967	\$790	\$8,757	
Branch Totals			8,200	\$120,037	\$22,445	\$142,482	

Lewiston Public Library							
Position	Salary Range (Hourly Pay)	Salary Used for Estimate	Annual Work Hours	Estimated Annual Salary	Estimated Benefit Costs	Total Annual Cost	Notes

Branch Librarian II	\$14.01 - \$19.35	\$15.41	1150	\$17,721	\$1,775	\$19,496	Estimated annual salary set at 25% above entry level in order to account for experience and expertise that may be needed in position as reflected by years of service of current city Library Director. Annual estimated work hours based on approximately 22 hours per week, in accordance with schedule of current Director.
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	988	\$9,575	\$960	\$10,535	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	260	\$2,520	\$250	\$2,770	
Branch Totals			2,398	\$29,816	\$2,985	\$32,801	

Logan Library							
Position	Salary Range (Hourly Pay)	Salary Used for Estimate	Annual Work Hours	Estimated Annual Salary	Estimated Benefit Costs	Total Annual Cost	Notes
Assistant Director/Central Branch Manager	\$21.99 - \$30.36	\$23.60	2080	\$49,090	\$18,600	\$67,690	As the pay scale for the Logan Library is used as the basis for establishing a pay scale for estimates, all salaries in this table reflect current levels of pay for Logan Library staff.
Librarian	\$18.42 – 24.93	\$20.34	2080	\$42,307	\$16,075	\$58,382	
Librarian	\$18.42 – 24.93	\$20.05	2080	\$41,705	\$15,850	\$57,555	

Librarian	\$18.42 – 24.93	\$20.15	2080	\$41,912	\$15,925	\$57,837	
Librarian	\$18.42 – 24.93	\$20.07	2080	\$41,745	\$15,863	\$57,608	
Librarian	\$18.42 – 24.93	\$18.43	2080	\$38,334	\$14,567	\$52,901	
Associate Librarian I	\$13.35 - \$18.09	\$13.53	2080	\$28,142	\$10,694	\$38,836	
Associate Librarian I	\$13.35 - \$18.09	\$15.23	2080	\$31,678	\$12,037	\$43,715	
Associate Librarian I	\$13.35 - \$18.09	\$14.55	2080	\$30,264	\$11,500	\$41,764	
Library Technical Asst.	\$ 9.69 - \$13.12	\$10.96	2080	\$22,796	\$8,662	\$31,458	
Library Technical Asst.	\$ 9.69 - \$13.12	\$10.88	2080	\$22,630	\$8,600	\$31,230	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.82	2080	\$20,425	\$7,760	\$28,185	
Library Technical Asst.	\$ 9.69 - \$13.12	\$10.88	2080	\$22,630	\$8,660	\$31,290	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.94	2080	\$20,675	\$7,856	\$28,531	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	2080	\$20,155	\$7,659	\$27,814	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	988	\$9,573	\$960	\$10,533	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	988	\$9,573	\$960	\$10,533	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	988	\$9,573	\$960	\$10,533	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	988	\$9,573	\$960	\$10,533	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	988	\$9,573	\$960	\$10,533	

Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	988	\$9,573	\$960	\$10,533	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	988	\$9,573	\$960	\$10,533	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	988	\$9,573	\$960	\$10,533	
Page	\$6.69 - \$9.31	\$6.69	988	\$6,610	\$660	\$7,270	
Page	\$6.69 - \$9.31	\$6.69	988	\$6,610	\$660	\$7,270	
Page	\$6.69 - \$9.31	\$6.69	988	\$6,610	\$660	\$7,270	
Branch Totals			42,068	\$570,902	\$189,968	\$760,870	

Mendon Cottage Library							
Position	Salary Range (Hourly Pay)	Salary Used for Estimate	Annual Work Hours	Estimated Annual Salary	Estimated Benefit Costs	Total Annual Cost	Notes
Branch Librarian II	\$14.01 - \$19.35	\$15.41	1560	\$24,039	\$9,135	\$33,174	Estimated salary set at 10% above entry level in order to account for experience and expertise that may be needed in position as reflected by years of service of current city Library Director.
Branch Totals			1,560	\$24,039	\$9,135	\$33,174	

Newton Town Library							
Position	Salary Range (Hourly Pay)	Salary Used for Estimate	Annual Work Hours	Estimated Annual Salary	Estimated Benefit Costs	Total Annual Cost	Notes
Branch Librarian II	\$14.01 - \$19.35	\$15.41	1200	\$18,492	\$1,850	\$20,342	Estimated annual salary set at 10% above entry level in order to account for experience and expertise that may be needed in position as reflected by years of service of current city Library Director.
Associate Librarian II	\$10.68 - \$14.47	\$10.68	1200	\$12,816	\$1,280	\$14,096	
Branch Totals			2,400	\$31,308	\$3,130	\$34,438	

North Logan City Library							
Position	Salary Range (Hourly Pay)	Salary Used for Estimate	Annual Work Hours	Estimated Annual Salary	Estimated Benefit Costs	Total Annual Cost	Notes
Branch Librarian I	\$16.49 - \$22.77	\$21.00	2080	\$43,680	\$16,600	\$60,280	Estimated annual salary set based on current salary level of city Library Director in order to account for necessary education, experience and expertise that are needed in position.
Associate Librarian I	\$13.35 - \$18.09	\$14.45	2080	\$30,056	\$11,420	\$41,476	

Library Technical Asst.	\$9.69 - \$13.12	\$10.25	2080	\$21,320	\$8,100	\$29,420	
Library Technical Asst.	\$9.69 - \$13.12	\$9.90	1200	\$11,800	\$1,180	\$12,980	
Library Technical Asst.	\$9.69 - \$13.12	\$9.70	1200	\$11,640	\$1,160	\$12,800	
Library Technical Asst.	\$9.69 - \$13.12	\$10.15	1200	\$12,180	\$1,220	\$13,400	
Library Technical Asst.	\$9.69 - \$13.12	\$9.70	360	\$3,492	\$350	\$3,842	Substitute
Library Technical Asst.	\$9.69 - \$13.12	\$10.20	240	\$2,448	\$250	\$2,698	Substitute
Library Technical Asst.	\$9.69 - \$13.12	\$10.00	200	\$2,000	\$200	\$2,200	Four substitute LTA positions, each currently budgeted at 50 hours annually, are consolidated into this single line. This estimated amount will cover the necessary hours although they may be spread over 1-4 individual employees.
Page	\$6.69 - \$9.31	\$7.00	420	\$2,940	\$295	\$3,235	
Page	\$6.69 - \$9.31	\$7.00	420	\$2,940	\$295	\$3,235	
Page	\$6.69 - \$9.31	\$7.00	200	\$1,400	\$140	\$1,540	Two substitute page positions, each currently budgeted at 50 hours annually, are consolidated into this single line, and total hours increased, for ease of estimating costs. This estimated amount will cover the necessary hours although they may be spread over 1-2 positions.
Branch Totals			11,680	\$145,896	\$41,210	\$187,106	

Richmond Public Library							
Position	Salary Range (Hourly Pay)	Salary Used for Estimate	Annual Work Hours	Estimated Annual Salary	Estimated Benefit Costs	Total Annual Cost	Notes
Branch Librarian II	\$14.01 - \$19.35	\$15.41	1520	\$23,423	\$8,900	\$32,323	Estimated annual salary set at 10% above entry level in order to account for experience and expertise that may be needed in position as reflected by years of service of current city Library Director.
Associate Librarian II	\$10.68 - \$14.47	\$10.68	988	\$10,551	\$1,050	\$11,601	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	780	\$7,558	\$750	\$8,308	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	624	\$6,046	\$600	\$6,646	
Page	\$6.69 – 9.31	\$6.69	200	\$1,338	\$130	\$1,468	
Branch Totals			4,112	\$48,916	\$11,430	\$60,346	

Smithfield Public Library							
Position	Salary Range (Hourly Pay)	Salary Used for Estimate	Annual Work Hours	Estimated Annual Salary	Estimated Benefit Costs	Total Annual Cost	Notes
Branch Librarian II	\$14.01 - \$19.35	\$15.41	1612	\$24,840	\$9,440	\$34,280	Estimated annual salary set at 10% above entry level in order to account for experience and expertise that may be needed in position as reflected by years of service of current city Library Director. Annual estimated work hours based on 31 hours per week, in accordance with schedule of current city library director.
Associate Librarian II	\$10.68 - \$14.47	\$13.25	2080	\$27,560	\$10,470	\$38,030	Primary responsibility is Children's Services.
Associate Librarian II	\$10.68 - \$14.47	\$11.75	988	\$11,610	\$1,160	\$12,770	
Library Technical Asst.	\$ 9.69 - \$13.12	\$9.69	624	\$6,046	\$600	\$6,646	Annual estimated work hours based on 12 hours per week.
Branch Total			5,304	\$70,056	\$21,670	\$91,726	

Section 7: The Library Network, Technology and Operations Software

The technology requirements for a new Cache County Library system include two major elements:

- establish a library network and a telecommunications infrastructure; and,
- incorporate all the public libraries into the SirsiDynix software currently used by the Logan Library and update the Logan Library's integrated library software and hardware as needed to operate as the central server for the system.

The second of these major elements includes converting cataloging data from the current software used at each of the public libraries into the new central database and changing book barcodes to match the new records. Each of these elements brings its own costs. The work necessary to carry out these changes will involve several players, primary among them being the Cache County IT Department and SirsiDynix. At some point, however, the necessary work will filter down to the staff level when barcodes have to be replaced and, over time, cataloging records made consistent across the system. Explanations of the two key elements noted above and the associated costs for them follow. Brief notes are also provided at the end of this section on two supplemental issues—wireless service for patrons and filtering of public Internet PCs. Finally, an addendum outlines two options related to the integrated library software.

Library Network and Telecommunications

The library branches need to be connected to the main server that will be located in the central library in Logan. This is necessary in order to share all operations of the integrated library software including the catalog, patron records, check in and checkout functions, placing of holds and daily reports. The network and telecommunications link will also provide connection to the Internet for patrons, and connections to databases and other online services to which the library subscribes. For example, in addition to proprietary databases for which the library pays, the library may connect to services that provide enhanced content for the catalog—book jackets, book reviews, chapter previews, and author biographies—as well as software to manage public access to the Internet and wireless access for patrons at the branches. The network will also permit the branches to connect to Cache County's server in order to conduct business as a department, such as entering staff work time and performance appraisals, accessing office software and communicating with other departments through emails.

Building a network and telecommunications infrastructure to connect nine separate locations is complex. In the case of a public library, it is made somewhat more complicated by the need to split off staff use from use by patrons when both streams travel along the same telecommunications line. The streams have to be split; some traffic along the telecommunications line from a branch has to be brought inside the firewall that protects the County network, and other traffic that is carried along the same line kept on the outside of the firewall.

Don Briel, Director of the Cache County Information Technology Department, has designed an initial blueprint of the network that would provide the needed connectivity for a Cache County Library. The blueprint was worked out in consultation with Mark Langston, Director of the Davis County Information Technology Department. The experience of the Davis County IT Department is particularly relevant as Davis County has recently established a network for its library system which serves similar needs for approximately the same number of branches that would comprise a Cache County Library. While details of the blueprint are not included in this report, Don Briel has agreed to provide information about the design and components of the proposed network and telecommunications infrastructure upon request from the Cache County Council.

Based on the blueprint for the network and telecommunications infrastructure, and consultation with the Davis County IT Department and Qwest Communications, Don Briel has provided estimates for both one-time startup costs and for monthly and annual costs for operations and maintenance. These estimates assume the inclusion of all current public libraries in the new County Library; however, many of the costs to establish the network would be the same regardless of the number of participating libraries. Other costs, such as that for converting to the integrated library software, would be accrued on a library-by-library basis. Costs for the network element are summarized as follows:

One-Time Cost:

For Installation of Communication Lines	\$ 3,258
For Communication Hardware	48,455
For Central Hardware	10,000
For Local Hardware (e.g., DeepFreeze, Fortinet)	3,645
Contracted Personnel for Installation	
(@\$100.00 per hour for 3 months)	144,000
Total One-Time Cost	\$209,358

Annual Cost:

Communication Lines (\$3,727.25 monthly x 12 months)	\$ 44,727
Communication Hardware—Maintenance	4,254
Central Hardware—Maintenance	2,000
Local Software—Maintenance	1,220
Local Hardware—PC Replacement	

(Based on 122 PCs and 3-year replacement cycle)	48,000
Total Annual Cost*	\$ 100,201

**Does not include cost of additional staff member, at a cost of \$85,000 annually, which is accounted for in the Section 3 of this report entitled. It should be noted, however, that while this amount pays for a new position, Don Briel emphasizes that providing IT services to the library would not be the work of a single individual, given that multiple skill sets are required. Thus, the costs of a new IT position would purchase the support and value of a "full time employee" although the work would be distributed to several staff members based on their particular skills.*

The cost for communication lines includes those lines that connect each branch to the central server as well as the high-capacity line (\$1,700 per month) to the County's Internet service provider.

These costs are, of course, estimates, and subject to numerous variables. However, they reasonably reflect the general costs associated with establishing and maintaining a library network.

The Library's Integrated Catalog and Circulation Software

Each of the city libraries currently operates on its own software. The brands of software include Winnebago, Follett, Library Soft and SirsiDynix. One of the latter company's Windows-based products is called Unicorn. This is the software used by the Logan Library; the newer version, called Symphony, would be the version installed for a Cache County Library. This family of integrated software products is commonly used by large library systems, including, in the Utah area, Salt Lake County Library System, Davis County Library and Washington County Library. This particular software has multiple high-end features that are necessary for operating a large library system, and offers a high level of flexibility that permits customizing of functions based on the preference of each library. The Unicorn software is also compatible with several add-on applications and services. These include, for example, programs to manage patron use of public Internet PCs and to permit payment of fines and fees online using a credit card, and services that provide enhanced content, allow patrons to post reviews of books online, and allow the library to work with companies to assist in collecting on unpaid accounts.

SirsiDynix has provided an estimated cost of **\$291,881** to accomplish the following necessary steps:

1. Provide and install the necessary core Symphony software (the updated version of Unicorn in use at Logan Library) for the Cache County Library, including all branches, with the estimate based on current collection sizes (\$122,040)
2. Provide and install Enterprise search software (\$28,760). This cost is listed as a *subscription* cost in the proposal from SirsiDynix, with the cost for the subscription rising each year as follows:

Year 1: \$28,760	Year 4: \$34,220
Year 2: \$30,490	Year 5: \$36,240
Year 3: \$32,210	

Costs for this annual subscription are included in Section 10, “Budget and Finances, Part II: Long-Term Budgets.”

- Convert data from the current public library databases into the Symphony database, which will integrate the collection records for all of the libraries and prepare the data to produce new 14-digit barcodes for those libraries that currently use 5-digit barcodes; provide necessary training; consult on reviewing library policies and configuring the system to match policies; provide first year maintenance (\$99,770). Maintenance costs after the first year will rise according to the schedule provide in the proposal. They are as follows:

Year 1: \$21,970	Year 4: \$34,220
Year 2: \$24,410	Year 5: \$36,240
Year 3: \$32,210	

- Provide and install necessary hardware (\$41,311).

The proposal from SirsiDynix is included in the “Supporting Documents” in Section 13 of this report.

As noted in item 3, above, all of the public libraries in Cache County except Logan Library and North Logan Public Library use 5-digit barcodes on their books. These barcodes have to be replaced with 14-digit barcodes to be what is called ENCIP compliant—that is, useable with the common language of circulation systems. After the software conversion is completed, new barcodes will be produced. The software will assign a specific barcode number to each book in the database. The book-specific barcodes are referred to as “smart barcodes.” Each branch library’s smart barcodes will be generated in shelf-list order—that is, the order the books would sit on the shelves if all the books were in—and can be placed on the books, each barcode to the specific book to which it is assigned. This is a labor-intensive process, but can be completed quickly for smaller collections using staff and volunteers.

The cost of the smart barcodes is \$35.00 per thousand. Based on the following counts of items approximately 321,000 smart barcodes would be purchased, at a cost of \$11,235 (321 x \$35), plus \$246 shipping and \$250 set-up fee, for a total cost of \$11,731, or approximately \$12,000. This cost is reflected in the “Budgeting and Finances, Part III: Start-Up Costs” section of this report.

Budgetary Pricing for Item Barcodes

	Barcodes	Barcode Price	Shipping Price	Total Price
Hyrum	59,000	\$2,065.00	\$39.00	\$2,104.00
Lewiston	42,000	\$1,470.00	\$30.50	\$1,500.50
Newton	27,000	\$945.00	\$23.00	\$968.00
North Logan	64,000	\$2,240.00	\$41.50	\$2,281.50
Richmond	24,000	\$840.00	\$21.50	\$861.50

Smithfield	37,000	\$1,295.00	\$28.00	\$1,323.00
Providence	31,000	\$1,085.00	\$25.00	\$1,110.00
Mendon	10,000	\$350.00	\$14.50	\$364.50
Cache County/ Bookmobile	27,000	\$945.00	\$23.00	\$968.00
Set up Fee				\$250.00
Totals:	321,000	\$11,235	\$246.00	\$11,731

The quotation from SirsiDynix did not include costs for Cache County/Bookmobile. Figures for Cache County/Bookmobile are estimated based on Newton Town Library as the collections of the two libraries are approximately equal.

A cost for smart barcodes for North Logan City Library has been included although that amount might be deductible based on further investigation regarding ENCIP compliance for the barcodes currently used on their books.

Wireless Access for Patrons

No estimate of cost for providing patrons with wireless access through their personally owned laptops is provided. This is now a near-essential service for public libraries. However, there are numerous options available to provide this service at comparatively low cost, and the options may expand over the next few years. The Cache County IT Department, working with the Library, should select an option as part of the planning for the Library's technology needs. It is not likely that the cost of whatever option is chosen would have a significant impact on the Library's finances.

Filtering Public Internet PCs

In order to receive Community Library Enhancement Fund grants from the Utah State Library, Utah law requires that public libraries meet statutorily defined standards for limiting the exposure of minors to harmful materials through publicly-accessible PCs. Virtually all public libraries in the state comply with this requirement. There are numerous options for filtering public Internet PCs in libraries. They include software that is loaded on individual PCs—such as I-Boss, which is used by some public libraries in Cache County—as well as software loaded on a central server and accessed through a network. Many public libraries in Utah have accessed the filtering system loaded centrally at the Utah Educational Network; however, UEN's mission is to serve schools, not public libraries, and in deference to its primary mission is less accommodating to public libraries relying on the filtering software it provides.

A decision on how to approach filtering of the Internet PCs is both a technical and a legal one, and should involve Library staff, the IT Department and the County Attorney. None of the standard choices should be cost prohibitive; however, each requires a different approach to managing the software and, potentially, to maintaining PCs (the software, if loaded locally on each PC, can cause compatibility issues, especially as other software installed on the PC is upgraded or reconfigured). The County should carefully select the method that best meets its needs, but also the one that is easiest to maintain in the judgment of the County IT Department.

Summary

The following table provides a summary of estimated costs for the Library’s technology needs, both in terms of start-up costs and maintenance costs. In the addendum attached to this section, two alternate options for the Library’s technology structure are provided with some costs estimates. Although neither of these options fully meets the Library’s technology needs, decision makers should be aware of them. They can be explored more thoroughly as needed.

Table 1: Summary of Technology Start-Up and Maintenance Costs

One-Time Costs		Maintenance Costs	
Item	Cost	Item	Cost
Telecommunications Network			
Installation of Communication Lines	\$3,258	Communication Lines	\$44,727
Communication Hardware	\$48,455	Communication Hardware	\$4,254
Central Hardware	\$10,000	Central hardware	\$2,000
Local Hardware	\$3,645	Local Software	\$1,220
Contracted Personnel	\$144,000	PC Replacement	\$48,000
Total Start-Up for Telecommunications	\$209,358	Total Annual for Telecommunications	\$100,201
Library Software			
Core Symphony Software	\$122,040	First-year maintenance costs included in start-up costs. Second year maintenance/subscription costs (including both software maintenance and subscription to Enterprise software, are as follows: Year 2: \$55,120 Year 3: \$59,290 Year 4: \$63,760 Year 5: \$68,240	
Enterprise Subscription	\$28,760		
Services including Data conversation, training, etc., and first year maintenance	\$99,770		
Hardware including installation	\$41,311		
Smart Barcodes (321,000 @ \$35 per 1000 plus shipping	\$12,000		

and set-up, rounded)		
Total Start-Up for Library Software	\$303,881	
Total Technology Start-Up	\$513,239	

Addendum: Options for Integrated Library Software

There are two additional options for the Library’s integrated. However, the first—open –source software—is only in the developmental stages, and the other—remote hosting for the library’s operations software—although less expensive initially does not completely meet the library’s needs. However, these options should be known so that individuals with high expertise in information technology, especially staff members in the Cache County IT Department, can consider and perhaps build on them as they participate in the discussion regarding a possible Cache County Library.

Both of these options pertain only to the library’s operations software which manages patron records and accounts, the catalog and books circulation. Neither addresses the need to connect branch libraries to the county servers for conduct of business, such as entering payroll information, or sharing business applications software. These options also do not address the need to link to a central server to share online library resources, such as subscriptions to proprietary services and databases, or to access to the Internet through a single line. The latter is important in terms of Internet management software which the Library may wish to install, as well as the use of other applications that are normally linked with and implemented at a system level. One such application would be use of a commercial agency to assist in collecting on long-overdue accounts, which requires a direct connection into the system’s database through the Internet.

Open-Source Software

Some libraries are now working independently or cooperatively on developing open-source software for library applications. Such software would have no vendor and would be free for any library to use. It would be self-managed by participating libraries and highly flexible so that each library could customize its features. One such software—Koha—was originally developed by libraries in New Zealand; another, Evergreen, was developed in Georgia and is being adopted by King County Library in Washington State for use in large systems. While they are free for libraries to use, these open source softwares are still in the developmental stage and do not yet have the sophistication to conduct all of the tasks necessary to run the operations of a library system. Further, they require a high level of staff expertise to customize, adapt and maintain. While open- source software is not yet fully developed, it is of high interest among libraries and is being discussed at conferences and training sessions. Given the high cost of integrated library software, this type of software could evolve rapidly. Staff members at the Utah State Library are

well aware of this area of interest and should be consulted for current information should as discussions on forming a county library proceed.

Remote Hosting of Library Software

A more well-developed option is to have the vendor—such as SirsiDynix—host the Library’s integrated software itself. In this remote-hosting scenario, each branch library could connect through telecommunications lines directly to SirsiDynix to access the Cache County Library’s database and operations software—Symphony—making the construction of a network *for this purpose, this portion of the Library’s technology needs*, unnecessary. This option is often used by libraries in a consortium, as each library can access the shared library database hosted by the vendor, but also configure the operations software to reflect its own rules and parameters. In other words, although all the individual libraries in a consortium can share the same catalog, with the holdings of each member library available to be seen by all users, each library can also set up its own separate borrowing rules—checkout limits, fines, etc.—and maintain its own separate patron registration files. Yet, no single library in the consortium becomes burdened with having to manage the database and software. Rather, each library updates its own catalog records and they, in turn, are incorporated into the larger consortium catalog.

Needless to note, this option does not come without its own costs; yet, on balance, and understanding that this option addresses only one technology need of a library, the option may be worth considering especially as the library is in its early stage of development and in a work-intensive start-up time. SirsiDynix has provided a quote for this option. This quote does not include the cost of telecommunications lines, which would have to be calculated separately. It does include the cost of converting the current data records of the public libraries in Cache County so that they can be integrated into a single catalog, and so that ENCIP compliant barcodes can be produced for their books. A copy of the proposal from SirsiDynix is included in the “Supporting Documents” in Section 13. They are summarized as follows:

Start –Up Cost (services, consulting, installation, etc.)	\$ 66,030
First-Year Subscription to Software, Remote-Hosting Services and Maintenance	\$ 81,969
Total First-Year Cost	\$147,999

Subscription and Maintenance Cost in Succeeding Years:

Year 2	\$ 86,900
Year 3	\$ 91,800
Year 4	\$ 97,540
Year 5	\$103,280

As can be seen, subscription costs would continue to rise in order to continue the remote hosting services. If a network is still needed to meet library needs—such as to conduct business with the County or to share databases or online services to which the Library subscribes, etc.—these higher costs for remote hosting may not be justified in the long-run since there will still be costs to maintain some type of network connections for the Library. There could be some interest, however, in considering this option as the Library is being started as it *could* relieve the Cache County IT Department from having to construct the network in a short time frame and get all of the branch libraries connected to that network and operating prior to an opening day. The uncertainty is whether or not options can be found to meet the other elements of the Library’s technology needs—connection to the County to conduct business, public Internet access, database sharing, etc. The Cache County It Department at least should be made aware of this option, and should be asked to consider possible scenarios and determine which scenario might work out best for the County and the Library in terms of both functionality and costs.

Section 8: Courier Service

Summary

A courier system that moves library materials from branch to branch in a timely manner to meet patron requests is essential to taking full advantage of a multi-branch system. It is also crucial to the operation of the system as new books are sent out from the main library to branches and as books that patrons drop off at one branch are delivered back to the branch where they are permanently held. However, a courier—or delivery—service incurs costs beyond the obvious ones of purchasing a delivery van, paying for its fuel and maintenance, and paying the wages of a driver. Costs are also incurred when staff members spend a portion of their work day pulling books that have to be sent to other branches, and unloading and sorting books that come to the branch on delivery. In addition, when buildings have not been designed with participation in a delivery system in mind—that is, shelving space to store the books that are waiting to go out to other branches, and counter space to sort from boxes that contain the books coming in from other branches—workable space has to be designed and built, if it can be accommodated at all. Finally, some buildings—specifically, among the city libraries in Cache County, those in Newton, Richmond and Smithfield—cannot easily be accessed for delivery of books and the buildings cannot be modified for this purpose. In these instances, options may be available—moving books to and from these buildings in canvas bags rather than in boxes is one possibility suggested below. However, only careful thought and experience can determine how well any particular approach will work at these branches. One key factor to consider in all methods of operating a delivery system is the risk of injury to the driver who has to routinely and repetitively transport large quantities of boxes, or bags, of books between the vehicle and the buildings. Normally, a dolly can be used for this purpose, minimizing risk; however, transporting books up and down stairs—at Newton, Richmond and Smithfield—will obviously increase the chance of injury regardless of what method is used.

In the details provided below, the status of each building as it pertains to accommodating a delivery system is reviewed. It can be stated overall that all buildings will require some modification. Costs for modifying each individual branch cannot be estimated, however, as each building will have to be reviewed with that library's staff to determine specifically how space could be altered for this purpose and still permit other functions to be carried out smoothly. Only then can designs for modifications be made and library-by-library costs estimated. However, for most of the libraries, costs should be moderate, and the overall cost for this element of creating a County Library system should not be prohibitive. In order to account for the work of modifying the building, a general allocation of **\$20,000** has been included in the projected start-up costs in Section 10, Part III.

The second major start-up cost for a courier system is the purchase of a van, which is estimated at approximately \$20,000. An additional \$2,000 has been added to cover any costs that may be incurred in modifying the van—e.g., adding safety protection behind the driver so that boxes do not slide forward—and purchasing miscellaneous equipment and supplies, for a total of **\$22,000**. Annual operating costs are estimated at \$4,000 for fuel and maintenance, if a northern loop-southern loop delivery route is

driven twice a week, and \$11,000 for personnel, assuming 988 work hours per year at \$10.00 per hour. This puts the estimate of total annual operating costs at **\$15,000**.

Details

A key advantage of a library system is sharing of resources; from the patron's point of view, this means books and other materials they can access either at a branch other than their "home" branch or have sent to their "home" branch for pickup. Most multi-branch public libraries operate such a courier system. Usually, boxes are used for to hold books as they are being moved between branches, with a standard box being about 20"x15"x9"—each large enough to hold a good quantity of books without being too heavy for staff members or the van driver to move easily. Shelving to hold delivery boxes must be deeper than standard and positioned so that staff members are not having to lift the boxes in an awkward manner. The schedule for delivery between branches varies; the lag time for a book being sent to one particular branch to another may be one day, two days or several days depending on the route the courier follows and the sequence of branches visited. The schedule of deliveries is a key variable in projecting costs, of course, since that schedule dictates personnel costs for the driver, scheduling for staff to be available to unload delivery when it arrives at a branch and gas and vehicle maintenance costs.

However, these are not the sole costs involved in a courier system. For example, each branch must have space to stage delivery—that is, shelf space where boxes with books being sent to other branches can be stored as they await pick up, and counter space where books can be taken from boxes and sorted after they are delivered. A related cost is that for staff who have to sort and keep track of books that have to be sent to other branches, either because they have been requested by a patron at a different branch or because a patron has returned books that belong to a different branch. These are not concerns for a single-building library; but in a multi-branch system, a certain number of books each day—and potentially several hundred books per day in the case of major branches that supply books to go out to other branches—have to be handled differently, often by multiple staff members in designated spaces designed for the purpose. Each city library in Cache County has to be reviewed for adaptability of space to meet the particular requirements of a courier system.

Other costs are less easily determined because they become hidden in the daily work of staff. It is the experience of virtually all libraries that once patrons know they can go online to request books be sent from one library to another, the use of this service rises dramatically. Staff at all libraries, but especially those at the libraries in the system with the largest collections, will find that a significant amount of time will be spent in a day pulling materials to fill holds that have been submitted online, and time to undertake this task efficiently will have to be scheduled in an orderly manner. However, it is almost impossible to assign a cost to this "hidden" aspect of a courier service prior to the service being initiated as an option for patrons.

Courier Van and Operational Costs

A workable courier van, as an example, would be a Chevrolet Express Cargo Van G1500, comparable to that used by the Davis County Library. A specification sheet for the 2009 model is included in the “Supporting Documents” section of this report. The MSRP is \$28,720; however, with multiple discounts and government pricing, \$20,000 is a more appropriate estimate. The estimated miles-per-gallon is 14 for city driving for a standard engine. A van of this size is necessary to accommodate the number of separate boxes that would be necessary on the northern loop of the delivery route, as outlined below, keeping in mind that delivery boxes will not only hold books requested by patrons and being return to branches, but also new books that have been processed at the central library and are being sent out to the various branches. An additional \$2,000 should be added to this cost to cover modifications that may have to be made to the van, such as having a screen placed behind the driver to assure that boxes and books do not come forward if the van has to make a sudden stop. This additional amount should also cover any miscellaneous costs, such as for equipment and supplies, which may be necessary to starting a delivery system. The total estimated start-up cost for purchasing and equipping a van is estimated at **\$22,000.**

The following route is used as a basis for estimating annual operational costs:

The Northern Loop

Logan to North Logan	3.5 miles
North Logan to Smithfield	3.5 miles
Smithfield to Richmond	6.0 miles
Richmond to Lewiston	5.5 miles
Lewiston to Newton	15.0 miles
Newton to Logan	16.0 miles
Total	49.5 miles

The Southern Loop

Logan to Hyrum	8.0 miles
Hyrum to Mendon	10.5 miles
Mendon to Logan	10.5 miles
Total	29.0 miles

<u>Full Route</u>	78.5 miles
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Based on 14mpg, which is the estimated millage for the Chevrolet Express Cargo Van, driving the full route once would require approximately 6 gallons of gas; at \$4.00 per gallon, fuel for one full route is \$24.00 (at \$3.50 per gallon, fuel for a full route is \$21.00). If the route were driven daily, five days per week, weekly fuel cost would be approximately \$120.00, and annual cost approximately \$6,250. If the route is driven twice weekly, weekly costs are approximately \$48.00 for fuel, and annual costs approximately \$2,500. Based on the experience of Davis County Library operating a daily delivery, additional annual maintenance costs are approximately \$1,500. This cost will be lower, of course, if the route is fully run only twice a week.

Personnel Costs

As has been noted above, a major cost that is difficult to predict is that associated with managing the workload of pulling books to be placed into delivery, sorting the delivery once it arrives, and sorting books at the checkout desks as they are turned in by patrons to be returned to other libraries. A more predicible cost is that associated with hiring a driver for the van.

Based on the miles in a full route, and a twice-weekly schedule, a single part-time driver employed for up to eighteen hours per week should be adequate. The time necessary to complete a route includes driving, unloading delivery at each branch, loading delivery and taking a fifteen minute break after four hours of work. Even with this, the driver should be able to assist, in an eight-hour work day, in sorting and routing the delivery once the van returns to the central library.

To complete a full route, the van would make a run through the northern loop, stop at the central library to unload the delivery, load the delivery for the southern loop, and return to the main library. Given the distances involved and the routine of loading and unloading, the full route can be completed well within a single eight hour shift. However, for budgeting purposes, some additional time should be allowed. The figure of 988 hours annually is used for calculating wages; in addition, someone else on the staff must be trained to drive the route and load and unload the boxes in the event the driver is ill or on vacation. Assuming a wage of \$10.00 per hour, and benefit costs above wage of about 10% for a part-timer (social security, workers compensation costs, etc.), cost for the driver can be estimated at approximately \$11,000 per year (\$10,000 in wage, \$1,000 in benefits).

How Frequently?

A daily delivery to each branch in the system has an immediate appeal in terms of the full benefits of resource sharing in a system; however, to drive long distances to deliver a limited number of items each day consumes several resources—fuel, staff time to load and unload boxes at set times at all branches, and additional wages for a second driver to cover three additional days of work. Further, the largest population to be served by a Cache County Library, and the likely source of much of the volume for delivery, is concentrated within 3 – 8 miles of the central library in Logan. A patron who has an immediate need for a particular item can easily drive to the central library if necessary. More generally, a wait of one to two days for an item to arrive at a patron’s home branch will not cause an inconvenience for the patron. Finally, daily delivery to many of the branches serving smaller

populations may involve very few books, making the benefit minimal given the costs; delivery twice weekly is likely to prove much more cost efficient.

It may be that experience suggests daily deliveries to be necessary to handle volume and patron demand for quick delivery of books they want. However, to meet those needs will come at more than double the cost of twice-weekly deliveries. Further, at the smaller branches staff will have to be available each day to handle delivery; this may not be an overwhelming burden, but it may be easier to assure adequate staff twice weekly at set times for delivery, than to do so every day.

It is suggested that planning and cost estimates be based on a twice-weekly delivery and be expanded in light of experience and as needed and demanded by patrons.

Can the Libraries Be Adapted for Delivery?

The current city libraries can all be accessed for delivery services, although three—those is Newton, Richfield and Smithfield—pose challenges because outside stairs. However, all libraries in the County will require varying degrees of modification to the interior arrangement, changes in shelving or a creative adaptation to the usual method of handling deliveries in boxes. The following summary reviews each building. The summary for the Logan Library is presented first as it will be the central hub of the delivery system.

No specific cost estimates are provided for modifications that may have to be made to individual libraries. There are two reasons for this. First, modifications that fit in best with workflows and that are ergonomically sound have to be carefully designed to fit a particular space. In addition, for some of the libraries there are several possible options for adapting the spaces for delivery, and these options have to be carefully considered before any one is selected. Necessarily, the design process for any modifications will involve the staff that will be using the space—generally, the very *limited* space—for delivery along with multiple other functions. Until the process of designing these modifications is undertaken, no specific cost estimate for any one library can be offered.

Second, in some cases, any modifications to accommodate delivery have to blend in with the existing cabinetry, finishes and appearance. This is specialized work that requires extensive thought, possibly the involvement of architects—especially in the case of Hyrum Library—and drawings. Costs to undertake this type of design work should not be accrued until the project is further along. It is suggested, however, that none of these costs is likely to be so high as to be prohibitive. At this point, a general allocation of **\$20,000** should be included in the projected start-up costs for the system in order to account for building modifications for the delivery system, understanding that final costs may vary from this depending on the specific needs at each building.

Logan Library

The building is fully accessible with ample space for a delivery van to pull up outside the building for loading and unloading. However, there is no covered space for the van to be parked overnight. In

addition, although there is adequate space in the current library to permit the Logan Library to act as the central hub for a Cache County system—to both store books for waiting to go out to branch libraries and receive those coming in—space best suited for this purpose is being used for the Library’s technical services and processing. Additional space for the library is expected to become available soon as other departments of Logan City government move out of the shared building. Once that space becomes available, technical service functions could be shifted and the space they occupy now could be adapted for staging delivery. Appropriate shelving and counter space would have to be added.

It should be noted that Logan City is in the process of deciding whether to build a new library. The plans for that library have been reviewed and they do not include an enclosed space where a van could be loaded and unloaded and parked over night. However, the design does include an approach path to the building, where delivery could be staged outside. The van would have to be parked in a nearby covered area. Should a decision to establish a County Library system, discussions should be held with Logan City and the building architect to determine if a space for an inside staging and parking area could be designed and built and if so at what cost.

Cache County Library, Providence-River Heights/Bookmobile

The building that houses the Cache County Library/Bookmobile would be readily accessible for delivery through its front doors. The delivery van could park on the street, or to the side or behind the building. Delivery could be made through the back door as well; however, the delivery driver would have to ascend a small flight of stairs to enter from behind the building. The bigger challenge is the limited space to store books waiting to be sent out on delivery and to sort through those that are brought from other libraries. There is certainly not space to set up shelving that would be deep enough—at least 15” deep—to accommodate standard delivery boxes. It is assumed, however, that a creative solution can be found. One such possibility is suggested here and will be mentioned again in regards to other buildings. It is possible to transport delivery books in bags made of heavy canvas or another durable material. Such bags hold fewer books than delivery boxes but can be moved using handles rather than a dolly and can be stored more flexibly in limited space than boxes can be. To make delivery work in a small branch such as the Cache County Library/Providence, experimentation with alternate methods will be necessary; but the limitations of the building should not prevent a delivery system from being used in it.

Hyrum Library

The Hyrum Library is fully accessible for a delivery van from the east side of its main level. There is adequate space inside the east doors area for delivery to be received once some appropriate shelving and countertop workspace for sorting is added. Similarly, while no specific design plan has been worked out, there appears to be adequate space behind the main staff desk in the public service area, and in the staff work area to the east of the desk, to permit modifications for storing books waiting to go out to other libraries. However, any modifications in the public service area or the staff work area will have to be carefully designed to blend in with the high-quality cabinetry, finishes and appearance of the building.

Lewiston Public Library

The Lewiston Public Library is fully accessible to a delivery van from the street and through its front doors. There is adequate space, with some possible rearrangement of the workspace around the reference and circulation desk, to add the shelving that would be necessary to store books waiting to go out, or waiting to be sorted once they are received. The best placement for this shelving would have to be determined by the staff to assure that it does not interfere with public services or the easy movement of patrons and staff in the building. It may be that an alternative method for delivery, such as the canvas bags noted above, could be useful in the Lewiston Public Library as well.

Mendon Cottage Library

The Mendon Cottage Library is accessible through its front door; however, the space inside is extremely limited. New shelving cannot be added to store boxes; an alternate method, such as canvas bags, would have to be considered. If the Library moves into the nearby elementary school, as discussed earlier in Section 5, "Buildings and Property," additional issues will arise since the public library would not have access to the school during school hours. Thus, staff could not be scheduled on site to manage receipt of the delivery until late in the afternoon. Since the details of this possible change in location are not known at this time they are not addressed in this report in terms of possible effects on participation in a courier system.

Newton Town Library, Richmond Public Library and Smithfield Public Library

These three libraries all share the same characteristics in terms of a book courier system. They are each accessible up a long flight of stairs. Further, the buildings are set back from any available parking space for a van. Therefore, use of a dolly for delivery is not practical as pulling it up and lowering it down stairs when it is loaded with books creates a risk of injury. There is an option at the Smithfield Public Library to bring delivery in at the lower level, where there is a separate entry to the children's room; however, some stairs—about six—still have to be navigated to enter the building at this level. Further, in order for the delivery driver to be spared transporting books up and down the outside stairs for delivery, the staff itself has to do so using the interior stairs. This trade off merits careful thought if consideration is given to using the lower entry at the Smithfield Public Library for delivery. (It should be noted that Marilyn Benavides, the Smithfield Public Library Director, does not feel that conducting deliveries through the lower level would be an advisable option.)

In addition, space in the Newton, Richmond and Smithfield buildings to stage receipt of delivery and store books to go out to other libraries is limited. An alternative will need to be found; the use of canvas bags is noted again as a possibility. However, unlike the Cache County Library/Bookmobile, the Mendon Cottage Library or the Lewiston Public Library, the van driver, when delivering to these three libraries, will be required, to carry items up and down the stairs at these three libraries, and to and from a van that is parked a modest distance away. Whatever method of accomplishing the delivery is adopted, care will have to be taken to assure that the methods of moving books does not put the van driver at undue risk of injury. Therefore, careful thought has to be given as to method both to assure the safety

knowing how heavily the delivery system is actually used by patrons. Based on the experience of other libraries, demands on staff time could be moderate to high—again, depending on how heavily patrons take advantage of the option of having books transferred for them to their “home” branch.

Section 9: Library Policies

Summary

Patrons using their local library on a daily basis become accustomed to its policies, rules and practices. Changes to such policies can have an impact on how patrons perceive the library; consequently, such changes need to be carefully considered. However, a library *system*, in contrast to a *locally-controlled library*, is governed by a single set of board-approved policies, and is operated through shared library catalog and circulation software that manages daily procedures. When libraries with different policies merge, policy differences have to be recognized and resolved at some point, and the parameters established by the governing set of policies have to be incorporated into the library software and applied consistently by all branches of the *library system*.

A public library's policies evolve in response to the experience of the staff in trying to meet what they perceive to be particular patron service needs and preferences. Libraries adopt many policies that have a limited impact on most patrons; however, other policies—for example, those related to library cards, checkout rules and fines—are a regular part of daily library use. In addition to having impacts on individual users, policy changes in the case of the public libraries in Cache County could also have implications for the relationship between communities. For example, if a community that hosts a library, such as Lewiston, and previously permitted residents from other towns to use it, now requires, as a branch of the County system, that non-residents pay the required fee in order to check out materials. As valid as the rationale may be to differentiate between residents of communities that chose to join and those in communities that chose not to do so, the possibility of an impact on community-to-community relationships should be recognized and taken in consideration as policies are being created to govern the County system.

Library policies, especially those that address the most common ways in which patrons use the local library—registration policies, checkout policies, fine policies, etc.—have been reviewed as part of this report in order to determine how compatible they are with each other and which policies could, if changed, could lead to some patron frustration with a new county-wide library system. This review has also included the general philosophy of the libraries in the County, as expressed in their mission statements; library selection policies; and policies related to specific high-interest areas, such as Internet use and meeting rooms. The findings of the review can be summarized as follows:

- Overall, policies across the city libraries are generally compatible in intent, even when they differ in detail and specific language;
- This general compatibility is especially noted for mission statements, selection policies and policies regarding specific high-interest services;
- However, in terms of general use policies, policies governing registration, checkout practices and fines and fees are in the broadest sense compatible, there are notable differences that include:

- Libraries that register patrons and set up accounts for them, but do not issue library cards, compared with those that issue cards and require patrons to have them in hand to checkout materials;
- Libraries that establish family accounts either instead of or in addition to accounts for individual members of a family, compared with libraries that require cards for each individual;
- Libraries that permit patrons living outside their jurisdiction, including patrons from southern Idaho, to register for an account; and,
- Libraries that enforce fines with differing degrees of strictness.

There will always be some differences in the details of policies, such as the rate at which fines are charged, how many books a patron can have checked out at a time and how long a patron can use an Internet PC. Although changes to them, necessitated by merging into a single system, will not create undue burdens, and while patrons will certainly adapt to them, those changes could affect how patrons view and perceive a new County Library and, in some case, have an impact on their actual use of library resources.

Recommendation

The process of writing policies for a new county library has to begin well in advance of the library's opening day. The process of creating library policies needs to be carried out by citizens who are knowledgeable about public libraries and willing to explore options, including those found in other library systems, with an open mind. However, these citizens must also be **both** sensitive to patrons accustomed to the practices of their local library **and** aware of the necessity of adopting a single set of policies that can be applied equally and fairly to citizens throughout the entire county. The citizens asked to undertake this process could be the County Library Board of Directors. Alternately, it could be a committee that writes the policies and then submits them for consideration to the Board once it is appointed. Finally, the policies will require legal review by the Cache County Attorney's Office. The process could easily take six months or longer, if it is to be given the consideration and weight it is due—as it should be since the policies will govern how patrons interact with the new library on a daily basis and will help shape how they perceive the library's ability to provide library service to them and their communities.

Details

Public libraries develop their policies over many years based on the preferences of the patrons they serve, the general community interest in sharing fairly among users the resources of the library, and the need of the library as an organization to manage the practical operations on a day to day basis. However, public libraries are always aware of the policies of other libraries in their area and try to draw on the experiences of other libraries to modify their own policies when they believe doing so will improve patron satisfaction and the quality of public service. For example, over many years public libraries have almost uniformly become more accommodating regarding renewal of materials; many offer email notification of overdue items and books placed on hold; and most public libraries now offer, public Internet access and office application software for patrons based on policies that permit a wide range of uses and impose restrictions primarily based on time limits and the legality of content.

Over time, patrons become use to the policies of their public library since those policies establish the basic ground rules under which they take advantage of the services. Policies that patrons are most aware of include any limits on the numbers of items they can check out, the structure of overdue fines, whether and how many times items can be renewed, and rules regarding Internet use and meeting room use. Patrons may also be aware of the policies guiding the selection of materials, such as the guidelines used for selecting books as well as materials in other formats, such as DVDs and music CDs, and the library's approach to purchasing multiple copies of high demand items. In considering forming a new system out of many libraries that have developed their own policies, and that serve communities use to those policies, consideration has to be given to any areas where possible conflicts between policies may arise and, potentially, patron resistance or dissatisfaction may result when they encounter different policies at the new library.

A review has been conducted of policies grouped in four different categories: mission statement and goals; general use policies; policies for use of specific high-interest services; and policies governing selection of materials.

A summary of this review can be stated as follows: Overall, there appears to be a high level of compatibility between the policies of the public libraries in Cache County. What differences exist between most are in details—e.g., how many days books can be checked out, how much is charged per day for overdue items—rather than in philosophy or intent. However, some of these details are meaningful when they are considered as possible sources of frustration among patrons as they experience the change that may take place when less formal local practices in the libraries are replaced by more, necessarily, uniform practices that apply to all branches in a County system. These details finally would have to be settled by a County Library Board of Directors; and while the policies that are adopted for a County system would likely not pose undue burdens are impediments to use for patrons, they may have an impact on how patrons perceive and accept the new system. However, there are broad questions to be considered about the nature of policies for a “community” that is now to defined as Cache County as a whole rather than as separate communities, and about how such policies are to be applied either uniformly or flexibly when issues arise.

Missions Statements

All public libraries in Utah are required to formally adopted missions statements if they wish to be certified by the Utah State Library as eligible to receive Community Library Enhance Funds (CLEF) from the State. Mission statements and a definition of the roles the library plays in the community are critical; they are the starting point for putting forward for citizens a vision of the purpose of the public library and the reasons why the community should support it. Budgeting and the commitment of resources to materials, services and programs within a public library align with the shared understanding expressed in its mission statement and its community roles. A review of the formal mission statements of Cache County libraries shows that, although worded somewhat differently, all libraries are committed to certain key purposes:

- To fulfill the educational and informational interests and needs of their patrons;
- To meet patron needs for recreational reading and information;
- To provide reference assistance;
- To serve as a door to learning and books for pre-school and school-age children.

These are the most prevalent themes of the mission statements; in some statements, more specific purposes are defined, such as formal support for independent learning (Logan Library) and “occupational assistance” (Hyrum Library). However, these specifics are not incompatible with the more encompassing missions identified in the formal statements. It would be a matter for a the Board of Directors to determine how specific to make Library’s mission statement and which of these elements should be particularly identified as part of *the mission of the entire system* rather than, for example, *a major focus for service at one or more individual branches*. But none of the library mission statements are in any way that is readily identifiable incompatible with these specifics. Indeed, there appears to be enough compatibility between the mission statements that they could readily be shared among the libraries in Cache County and, in point of fact, among other public libraries of similar size

Circulation Policies

As with the mission statements, the circulation policies of the libraries do not appear to have substantive incompatibilities. However, there are differences in rules governing registration, library cards and fines, and these have the potential, as noted in the summary, above, to cause some frustration among patrons when they are made more formal and more uniform in a county system governed by a single set of policies and managed using centralized operational software. Examples of these possible areas of concern include: requirements to register for library cards, especially as relates to residency; issuing individual library cards rather than establishing a family account in the circulation software; requiring patrons to have their card in hand in order to check out materials; and enforcing fine policies with varying degrees of latitude or strictness. Making these policies uniform throughout the system will not likely hamper any patron’s use of the library’s resources; and frustration among patrons

can be limited if County policies are formulated with sensitivity to what patrons are accustomed to, and if accommodations can be made in a “transitional” phase.

There are other policy differences, to be sure, such as in the number of books a patron may have checked out at a time, the length of the checkout period, the amount of a daily fine and the maximum fine for each item. Variations in these details of policy among libraries are, of course, common, and they would be resolved by a new county library board of directors adopting a schedule of loan periods, fines and fees.

Another area of difference, related in part to family versus individual accounts, occurs in regards to permitting one spouse to check out items on hold for the other. This is a matter of convenience for patrons; however it also involves compliance with Utah’s statutory protection of library records as private. The Library Board will have to establish, with the guidance of the County Attorney, a uniform approach to this daily occurrence—an approach which upholds the Library’s obligation to protect patron privacy on the one hand, but which also recognizes patron convenience is library use on the other.

Finally, libraries take different approaches to collecting large accounts and pursuing the return of long-overdue materials. Among Cache County libraries, practices in this area currently vary. They include making no effort to recover on accounts, attaching costs to city utility bills, filing suits in small claims court, and contracting with a collection agency that specializes in working with library accounts. Again, the Library Board would have to determine a single approach that would apply throughout the system.

Selection Policies

The selection policies of the public libraries vary more in degree of detail than in spirit. For example, a comparison between the criteria for selection established in the collection policies of the Newton Town Library and the North Logan City Library reveals differences in wording but not in intent. A review of selection criteria defined at the other city libraries would also reflect high levels of similarity. Meeting patron demands, being authoritative and current, representing diverse points of view, having literary merit, reflecting a good quality of production, and cost—these are a few of the criteria shared, although not stated identically, in virtually all of the public library selection policies. Most of the policies explicitly recognize the right of patrons to read and have access to a wide range of books and ideas in various formats; most include an option for patrons to express concerns about a particular item and have that concern review. These are common features in well-crafted selection policies, and they are common throughout those of Cache County’s public libraries.

As with the general policies, many of the selection policy statements could be shared among the libraries. This suggests that most patrons would not notice dramatic differences in the general character of the library collections unless a new Library Board takes a drastically different direction. Differences may exist in how funds are distributed among various collections in the library—adult books, children’s books, non-print, etc.—but the policies governing the selection of those collections appear compatible.

Policies on Specific Services

Some public library services have very high visibility among patrons. Notably, these include electronic, or Internet access, use of meeting rooms, bulletin board, friends of the library groups and volunteers. In these areas, there are some differences in policies that a County Library Board would have to address.

Policies regarding Internet use are generally compatible. All of the Cache County libraries filter public Internet access, as required in order to receive funding through the Utah State Library Community Library Enhancement Fund (CLEF) program, but they use different filtering software and take somewhat different approaches. One variation is that at least several libraries require parent authorization specifically before a minor can use the Internet; others do not. All of the libraries limit the amount of time a patron can use the Internet; there are differences in these time limits, but they are slight. The Logan Library uses software—Envisionware—to manage time limits and the queue of those waiting a turn; the other libraries manage access and time limits manually. A County Library Board would have to decide how to approach Internet management—whether access should continue to be managed manually or by centrally-loaded software, such as that used at the Logan Library, and how parental permission to use the Internet should be approached. In general, however, Internet access policies throughout the county appear compatible.

Meeting room policies may require some additional attention. While they appear compatible, they are also not as well defined. In some cases, the meeting room in the library is managed by the city government. The Hyrum Library, uniquely among the libraries, includes a “library café” that can be rented on an hourly basis, and a beautiful Board of Director’s Room that is free to non-commercial organization but can be rented for use by for-profit groups. Although meeting rooms are not an overwhelming concern among patrons, they are used by groups within the community who become accustomed to them as amenities of public library service. Consequently, a County Library Board will need to address this element of library policy with sensitivity to precedence and the special situations at each library. They will need to be attentive not necessarily to contradictions between policies but to ambiguity and informality in current policies and practices. Policies on meeting rooms that are to be applied across a library system that includes numerous branches also have to be reviewed for legal merit as they lead into questions of public-forum law and, consequently, have potential for legal exposure for the County.

Similarly, policies regarding public use of bulletin boards in various city libraries appear to be informal; while most libraries require, or at least request that patrons receive permission before posting items, there guidelines regarding what can be posted are unclear. Yet, as with meeting rooms, there is potential legal exposure in how bulletin boards are managed, especially if a patron is denied the right to post an item because of its content. This is a matter that will need to be reviewed by the Library Board following legal advice, and be applied uniformly although it may cause some patron dissatisfaction where an informal policy has previously permitted them to post their notices.

All of the libraries permit volunteers, although they use them in different ways and degrees. A County Library Board will have to establish a method of managing volunteers that benefits the Library while also protecting the County, understanding that volunteers incur virtually all of the liabilities of employees, such as a right to workers compensation if they are injured, and consequently bring a potential cost to the County. Uniformity in policy and practice should be established, based on consultation with both County Human Resources Department and the County Attorney's Office, as this will best assure the opportunity of the Library to take full advantage of the willingness of citizens to donate their time while also protecting the county's interest in limiting costs and exposure to liabilities.

Finally, the Board of Directors will have to establish policies regarding friends of the library groups that are consistent with the principles of "elements of local control" defined in Section VIII, A, of the proposed "Interlocal Agreement" if this document is used to guide the establishment of a county-wide system. This is an area in which conflict could emerge if policies are not drafted carefully. For example, thought has to be given as to whether there will be one "Friends of the Cache County Library" with chapters for branches where there is sufficient interest, or whether there may be fully separate groups at some branches, or whether there will be only branch-based groups and no encompassing system-wide group at all. Additional thought has to be given regarding the status of any or all friends group as formal 501(c)3 organizations—that would have the ability to apply for grants that may be available to non-profit groups but not to governmental agencies—as compared with friends groups that are less formally organized. The Board will have to balance carefully between maintaining some control over groups that act on behalf of the County Library's interest, and the commitment and vigor that local citizens bring to supporting the library located in their city. Again, consultation with the County Attorney's Office, but also with existing friends groups regarding their nature of their interest—formal organization as a 501(c)3 versus informal organization—is advisable.

Other Policies

Public libraries necessarily adopt numerous policies. This review has been selective, not comprehensive. The policies above were selected for review because they are those that are most relevant to the daily use of the library by patrons, or that tend to shape the expectations of patrons for services in the library; thus, they have the most potential to cause misunderstanding or frustration among patrons when they are changed. Consequently, these policy areas seem to require particular attention and consideration given the possibility of a Board of Directors adopting a single set of policies to govern all branch libraries in a system. Other policies also should be carefully considered by a new Board, such as those on providing services to patrons with special needs, on standards of patron behavior, or on interlibrary loans. A review of these policies in the current public libraries can be conducted upon request; however, although each of these policy areas merit careful attention, they seem to have less potential to engender misunderstanding and frustration among patrons in the daily use of the Library. Consequently, their potential to cause meaningful concerns is limited. The Board of Directors drafting policies for a County system should be able to work from the evident common elements among existing policies in the current public libraries.

Miscellaneous: Patron Registration

One practical issue that will have to be addressed is registration for a county library card. All patrons will need to be re-registered since the agreement to use the library in conformity with policies, and to be responsible for the library accounts, will have to be with Cache County, not with the individual libraries. This process has to be thought about, and implementation will have to begin several months in advance of the initiation of a county library system. It will be necessary to:

- design a registration form, have the form printed, determine where the completed and signed forms are to be housed and purchase appropriate filing cabinets if necessary; and,
- assure that staff members in all the libraries are trained to verify the information required on the new form, and send that information to clerks who have access to the Unicorn software to enter it.

It is possible to convert records from the databases of the different libraries directly into the Unicorn or Symphony software. However, it may prove much harder, and admit more inaccuracy, to try to do this than to simply have new applications completed and then enter the information into the new patron database. This is an administrative decision that will have to be made after careful review.

Along with the re-registration of patrons, a new Cache County Library card will have to be designed and manufactured. Based on 2007 reports on file with the Utah State Library, approximately 48,000 Cache County residents held public library cards. The following estimates of costs are based on 60,000 library cards—enough to re-register existing library patrons and have stock on hand to register new patrons and replace lost costs for several years. These estimates are provided by Wingfoot Services, a Salt Lake City company that provides cards to several libraries in the area and many around the country. A copy of the price estimate is included in the “Supporting Documents.” The estimated cost of producing the art work for the card is based on a conversation with Bruce McCabe, President of Wingfoot Services.

- | | |
|---|------------------|
| • Design of art work and set up | \$ 500 |
| • 60,000 vinyl cards with four color printing | |
| • Front and back, and signature panel @ \$.17 | \$ 10,200 |
| ○ Total Cost of Library Cards | \$ 10,700 |

Barcodes will also have to be purchased—in particular, “patron barcodes.” These are designed in two parts—the barcode itself, which has the patron’s unique identifying number printed on it, goes on the library card, and a separate strip which has only the patron’s number printer on it—no barcode—that goes on the patron’s registration form. Based on the price charged by SirsiDynix for an order placed in October 2007 by the Davis County Library, “patron barcodes” cost approximately \$68.00 per thousand. The estimated cost for 60,000 barcodes is, therefore, **\$4,080**. Adding the costs together, the total

estimated cost for an initial purchase of library cards and patron barcodes ($\$10,700 + \$4,080$) is $\$14,780$ —which is rounded to **$\$15,000$** in the projected start-up budget for the Cache County Library.

Section 10: Budget and Finances

Part I: Annual Budget

An understanding of costs and finances is, of course, crucial to assessing the feasibility of a Cache County Library system. But it is important to keep in mind that the budget and finances for a Cache County Library have to be viewed as they may develop over time, not simply as they might stand in the first year of the Library's operation. For example, a major cost of public library operations is personnel, which accounts for about 60%-65% of an annual budget. Wages often rise 3.0%-3.5% per year depending on cost of living adjustments and pay-for-performance increases. Costs for employee benefits may rise 5% per year. However, property tax revenue in Cache County rises at about 2% per year, with a 3% annual growth being to the high end of the norm. Thus, in terms of personnel costs alone, establishing a tax rate for the Library based on estimates of a first-year budget may prove inadequate for funding operations in year five. To reach a full view of the budget and finances for a County Library, it is important, therefore, to understand each major component of costs and project increases for them over a medium time frame—say, five years—and then to view those costs against a projected revenue stream based on the norms of Cache County. This section of the report attempts to accomplish this, and to present a broad picture of how the finances of a Cache County Library might play over five years of operations.

The method applied is to steer a path between simply adding up the current operational costs of the public libraries in the County, and trying to estimate individual lines on costs too precisely. As regards the latter, a few points can be made:

- Each city, and Cache County, currently supporting a public library accounts budget costs very differently. This effects how they group costs into expenditure lines, how they allocate shared costs across departments in cities and, in some cases, how they do *not* allocate costs, such as for building maintenance and custodial services.
- Disentangling these costs in order to understand them completely would take an immense amount of time but would not likely lead to a better estimate of the overall costs. Many of the costs that are somewhat uncertain, such as for custodial services and liability insurance, constitute a very small portion of expenditures and more precision in estimating them would not change in any meaningful way the overall course of a County Library's finances.
- Reality will not play out to an estimated budget, particularly to individual lines in a budget. Costs can change rapidly, especially if adjustments are made to employee pay schedules. As the project progresses, particular needs may be highlighted for inclusion in the budget; new technology options may be considered. The effort in this section of the report is to establish a reasonable and well-grounded expenditure budget that can be used to help the County Council and the community make an initial decision regarding the feasibility of a Cache County Library and to outline the method that was used in constructing it so that adjustments can be made as need in light of changing circumstances and better information.

- Finally, the approach taken has been to estimate costs associated with operating the new library at a level of funding that allows upgrades in critical areas, such as furnishings, interiors and book collections. The approach has *not* been based on “least feasible cost.” If Cache County chooses to establish a library system, it should do so with a clear view of the need for upgrades at some libraries, the need for expansion and updating of book collections and the need to engage in the long-term process of creating a system that meets citizen expectations and demands. The costs for these “upgrades” are specifically identified in the proposed expenditure budget and can be evaluated based on further discussion; however, their inclusion or removal does not change the overall character of the financial picture for the County Library.

The proposed initial annual budget will be comprised of personnel costs, operating costs and Internet and technology costs. The personnel costs and technology costs used in the proposed budget, below, are drawn from Section 6 and Section 7, respectively, of this report. Operating costs are established based on the process followed below. The full annual budget will then be estimated over a five year period along with revenue, and the tax rate necessary for the Library will be defined.

For purposes of this report, “operations budget” will refer to the portion of the expenditure budget needed to fund the business of running the library, excluding personnel and capital expenditures. “Annual budget” will refer to the full expenditure budget including both personnel and operation.

The Annual Budget

The construction of an initial operations budget for this report is based on a series of tables that are attached at the end of this section. For purposes of this report, “operations budget” will refer to the portion expenditure budget excluding personnel and capital expenditures. The tables show the following:

- Table 1 outlines all current operations costs for the public libraries in Cache County on a library-by-library basis as best they can be categorized given the varying titles used for expenditure lines.
- Table 2 consolidates these current operations costs into a limited number of expenditure lines, grouping them into broader categories.
- Table 3 includes the consolidated operations costs from Table 2 and matches them beside a recommended first-year annual budget, with notes regarding the method used to arrive at the recommended expenditures.
- Table 4 adds to the operations budget the estimated first-year personnel costs and the amount of the Cache County Bookmobile contract with the Utah State Library. It also adds recommended amounts for upgrading buildings, interiors, furnishings and the book collections.

When all costs in Table 1 are added, the public libraries in Cache County are currently budgeted to expend **\$1,154,145** on operations. In a few cases, costs from a library’s 2009 budget, rather than its

2008 budget, have been used in Table 1. This has been done when the 2008 cost appears to be unusually high or low, such as a large expenditure on equipment, and the 2009 figure seems to be more than norm when also compared with the library’s 2007 budget. In one significant case—allocated building costs for Logan Library—the 2009 budget is dramatically higher. The higher figure is used here, as explained in the notes to the table, because it more realistically reflects annual costs according to the Library Director.

As shown in the bottom line of Table 4, the *recommended* first-year budget, including personnel and technology, for a Cache County Library is **\$2,952,652**. This amount includes a 3% contingency of \$81,500; a recommended allocation of \$25,000 for upgrading buildings, interiors and furnishings; and a \$28,000 allocation in order to bring the amount spent on books and materials to 15% of the total annual budget.

If the recommended contingency of \$81,500 is removed, the budget total is **\$2,871,152**.

If both the contingency and the recommended allocations for upgrades—a total of \$134,500—are removed the budget total is **\$2,818,152**. This is the *lowest* figure that should be used in estimating the first-year budget.

Additional Costs to the County in Other Departments

As was discussed in Section 3, “The Library as a Department of Cache County Government,” the addition of a library system to Cache County will add significant work in other departments and, accordingly, will require an increase in personnel costs for those departments. Full explanations for these positions and their associated costs are provided in Section 5. To recap them, the following personnel and costs will need to be added to Cache County government:

Human Resource Specialist (Full-Time), Human Resources Department

- Annual Salary: \$45,000
- Annual Benefits: \$17,000 (38% of Salary) **\$ 62,000**

Accounts Payable Deputy (Full-Time); Additional Hours to Upgrade Current Part-Time to Full-Time Position, County Auditing Department

- Both positions, including salaries and benefits **\$ 85,000**

Information Technology Technician (Full-time), Information Technology Department

- Including salary and benefits **\$ 85,000**

Total: **\$232,000**

With these additional costs accounted for, the first-year *total costs to Cache County* of establishing County Library system are more fully and accurately estimated as follows:

First-Year Annual Library Costs	\$2,952,652
First Year Additional Departmental Costs	\$ 232,000
Total First-Year Cost to Cache County	\$3,184,652*

*Does not include start-up costs, which are estimated in Part III.

Whether some portion of the cost of additional County staff should be allocated to the Library budget, or whether all costs should remain within the County's General Fund is a decision to be made internally. For purposes of this report, an assumption is made that the costs for the additional County staff will be included in the General Fund and not in the Library budget. If a decision is made to allocate the costs for any of the positions to the Library fund, an adjustment to the estimated annual budget will have to be made and, accordingly, an adjustment to the projected tax rate for the Library.

Table 1: Operations Costs for Public Libraries (Excludes Personnel Costs) Based on 2008/2009 Budgets									
Category	Cache County	Hyrum	Lewiston	Logan	Mendon	Newton	North Logan	Richmond	Smithfield
Subscriptions & Memberships	\$160	\$2,400	\$2,500	\$700					\$850
Travel	\$700	\$500	\$200	\$8,500			\$5,000		\$350
Staff Training	\$150				\$600			\$450	
Equipment Supplies & Maintenance	\$1,200	\$2,500	\$2,500	\$29,500				\$600	
Cleaning		\$9,800							
Buildings & Grounds		\$3,000			\$4,200	\$5,000			\$500
Facilities Allocation				\$227,000			\$81,800		
Utilities		\$5,000			\$565			\$2,970	\$5,200
Telephone		\$2,600					\$2,900		\$750
Professional & Technical	\$1,300			\$29,500			\$7,600	\$1,000	\$600
Collections Processing/ Supplies				\$22,000			\$8,500		
Office Supplies	\$3,200	\$3,000		\$7,000	\$1,400	\$1,000	\$3,500	\$500	\$3,300
Postage							\$1,000		
Miscellaneous Supplies & Services	\$1,300	\$400		\$34,000			\$13,000	\$200	\$350
Misc. & Sundry				\$22,500					
Insurance	\$150	\$12,000		\$4,300				\$3,300	\$1,600
Books & Materials	\$15,000	\$30,000	\$7,500	\$235,000	\$2,000	\$4,650	\$58,000	\$4,500	\$30,300
Library Promotion		\$1,600			\$250	\$400		\$100	
Special Projects							\$10,000		
Equipment	\$1,500	\$4,000	\$1,500			\$2,000	\$10,000		\$500
Technology		\$1,200	\$2,800	\$112,500	\$3,400	\$4,000		\$2,700	\$6,100
State Grant									\$4,500
Total Operations	\$24,660	\$78,000	\$17,000	\$732,500	\$12,415	\$17,050	\$201,300	\$16,320	\$54,900

Table 2: Consolidated Operational Costs for Public Libraries Based on 2008/2009 Budgets

Category	Consolidated Amounts	Description
Subscriptions and Memberships	\$6,610	
Staff Training and Travel	\$16,450	Includes lines from budgets labeled "Staff Training," "Travel" and similarly.
Equipment Supplies & Maintenance	\$36,300	
Buildings, Grounds & Custodial—Differentiated	\$22,500	Includes lines from budgets labeled "Buildings and Grounds, "Library Cleaning" and similarly
Building Maintenance Costs—Allocated & Undifferentiated	\$308,800	Includes \$227,000 in building support costs allocated from Logan City to the Logan Library, and \$81,800 allocated from North Logan City to the City Library. The Director of the Logan Library indicates that the 2009 budget figure of \$227,000 for building support costs, which is much higher than the 2008 amount of \$109,000, represents a step in Logan City's on-going process of assessing the Library the "true cost" of these support service. Thus, this figure better reflects actual costs in the view of Logan City, and is what the City has determined to assess the Library based on its evaluation of the services provided.
Utilities	\$13,735	
Telephone	\$6,250	
Professional & Technical	\$40,000	
Office Supplies & Postage	\$54,400	
Miscellaneous	\$84,100	Includes lines from budgets labeled "Miscellaneous Supplies & Services," "Sundry," "Library Promotion," "Programs" and "Special Projects."
Insurance	\$21,350	
Books & Materials	\$386,950	
Equipment	\$24,000	Includes Smithfield's "State Library Grant"
Internet & Technology	\$132,700	
Total	\$1,154,145.00	Operations Costs for Current Public Libraries (Excludes Personnel, Bookmobile Contract)

Table 3: Consolidated Operational Costs for Public Libraries and Recommended First Year County Library Operations Costs

Category	Consolidated Amounts From Table 2	Recommend Estimate for Initial Year Operations Budget	Brief Notes
Subscriptions/ Memberships	\$6,610	\$5,000	Reduced from Table 2 as that amount likely reflects duplication in membership and subscriptions that would be eliminated.
Staff Training and Travel	\$16,450	\$10,000	Note #1, below.
Equipment Supplies & Maintenance	\$36,300	\$55,000	Note #2, below.
Buildings, Grounds & Custodial—Differentiated	\$22,500	\$32,500	Note #3, below.
Building Maintenance Costs—Allocated & Undifferentiated	\$308,800	\$310,000	Note #4, below.
Utilities	\$13,735	\$15,000	Reflects costs in current budgets, excluding Logan and North Logan.
Telephone	\$6,250	\$6,500	Reflects costs in current budgets, excluding Logan Library.
Professional & Technical	\$40,000	\$25,000	Note #5, below.
Office Supplies & Postage	\$54,400	\$55,000	This cost for general supplies for business operations, book processing, and postage seems adequate but may be adjusted by experience.
Miscellaneous	\$84,100	\$85,000	This line includes multiple types of costs, variously labeled in different budgets. After experience, the costs included here would likely be dispersed over several other expenditure lines.
Insurance	\$21,350	\$21,500	Consolidated amount is used for recommended estimate; UCIP declined to estimate costs until each building is reviewed. This amount is the best available for making a future estimate at this time.
Books & Materials	\$386,950	\$400,000	It is also recommended that this amount be supplemented as shown in Table 4.
Equipment	\$24,000	\$25,000	Amount carried forward from Table 2.
Internet & Technology	\$132,700	\$100,000	This amount is for maintenance of the telecommunications network, as shown in Section 7 of this report.
Software Maintenance		\$50,730	This amount is for maintaining the Library's operational software, as shown in Section 7 of this report
Total	\$1,154,145.00	\$1,196,230	This amount, rounded to \$1,196,000, is used in Line 1, Table 4.

Notes to Table 3

Note #1, “Staff Training and Travel”: The amount is reduced from that in Table 2, which likely reflects travel to meetings, conferences and training sessions by several public library directors and staff members that would be undertaken by fewer employees in a single system. For example, the Utah State Library hosts meetings and training sessions over the course of the year which directors of each library, or catalogers at each library now attended. With a Cache County Library, they would be attended by a single director or the system cataloger. Accordingly, this figure is lower to reflect some reduction in this expenditure.

Note #2, “Equipment Supplies and Maintenance”: This line includes estimated costs for the libraries that include this type of expenditure specifically in the budget, as reflected in Tables 1 and 2. However, it is difficult to know what each library includes in the line, e.g., Logan Library specifies an amount but also reflects a high allocation for building support services from the City. The recommended estimate increases the consolidated amount by approximately 10%. **An additional \$15,000 is added for the estimated annual cost of operating the courier system van, as outlined in Section 8.**

Note #3, “Buildings, Grounds and Custodial—Differentiated”: This line includes the lines from various budgets that specifically pertain to maintenance, grounds care and custodial services. The estimate is based on \$1.25 per square foot per year. The cleaning contract currently carried by Hyrum Library costs out to about \$.75 per square foot per year for cleaning alone (\$9,800 annual contract/13,000 square feet); based on costs provided in conversation, the City assesses the North Logan City Library approximately \$1,500 per month, or \$18,000 per year for services (although this amount is not specifically differentiated on paper in the general building allocation to the library), which amounts to \$1.60 per square foot per year. The recommended estimate is based on 26,000 square feet for all libraries excluding Logan Library and North Logan City Library, and \$1.25 per square foot per year as a middle ground between the two costs. However, additional costs for “Buildings and Grounds” are recommended, as noted in the lower portion of Table 3.

Note #4, “Building Maintenance Costs—Allocated and Undifferentiated”: Costs include allocations made by the cities to Logan Library and North Logan City Library, except for items for which specific costs have been defined within each library’s operational budget as reflected, above, in Table 1, with such costs assigned in each expenditure line. In lieu of more accurate guidance in the form of specific cost breakdown within the allocation, current costs are used as a basis for the recommendation. It should be noted that the allocated cost of \$227,000 included for Logan Library is the cost being assessed by Logan City in the 2009 budget; according to the Library Director, the “true cost” of building support services may be significantly higher than this amount. However, at this point, the amount used appears to be the best available basis for estimates.

Note #5, “Professional and Technical”: The recommended estimate is lower than the consolidated estimate. It is not clear what each library includes in this line, but normally “Professional and Technical” in expenditure budgets refers primarily to the amount charged to use OCLC, the national cataloging database, or similar online services. If this is the main cost shown in this line by the various libraries, the consolidated cost reflects significant duplication as each library uses the database for individually cataloging the same title; that duplication would be eliminated in a County system, and the cost is accordingly reduced. Experience may suggest that the cost will be even lower.

Table 4: Recommended Estimates for First Year Annual Budget			
	Category	Recommended Estimate	Brief Notes
1	Estimated Annual Operations Costs	\$1,196,000	Total Amount From Table 3
2	Estimated Personnel Costs	\$1,535,597	Total Amount From Section 6, “Personnel and Staffing,” Table 3
3	Subtotal	\$2,731,597	
4	3% Contingency	\$81,500	
6	Recommended Allocation for Upgrading Interiors, Furnishings, Etc.	\$25,000	
6	Recommended Allocation for Upgrading Collections	\$28,000	To bring book expenditures to 15% of total operational costs (total of above lines = \$2,853,500 x .15 = \$428,025. This amount is approximately \$28,000 higher than the cumulated book expenditures for the current public libraries, as shown in Table 3.
7	Bookmobile Contract	\$86,555	
8	Estimated First-Year Library Budget	\$2,952,652	This figure is used for further estimates.
9	Minus 3% Contingencies	\$2,871,152	
10	Minus 3% and Recommended Upgrade Allocations	\$2,818,152	

Part II: Long-Term Annual Budgets

The estimated first-year annual budget for a Cache County Library is \$2,952,652 (Table 4, Line 8). This includes personnel and operations costs. However, it is necessary to estimate how these costs may change over a number of years to fully understand the financial requirements of operating the Library. If this is not done, the tax rate to support the Library may be set too low initially and require adjustments within a few years after the Library is started.

The following estimates of annual costs (excluding contingencies and recommended allocations for upgrades, which are added in Tables 7A, 7B and 7C) are based on:

- Personnel costs (Table 5) comprised of employee wages and benefits as estimated in Section 7. For purposes of estimating future costs,
 - Wages are increased 3.5% annual to account for both Cost of Living Adjustments and performance-based salary increases
 - Benefits are increased 5% annually to account for adjustments to the various benefit variables that apply only to full-time employees (30 hours per week or more, estimated to number 25 in the Library) and those that apply to all employees (estimated to be about 70 total in the Library).
- Operations costs projected using 2% and 3% annual increases in costs (Table 6).

Alternative projections can be made using different estimates of annual percentage of cost increases; however, using these percentages provides some sense of how expenses grow over a comparatively short time. This in turn allows decision makers to gauge the risk of setting revenue estimates either too low to sustain operations over multiple budget years, or too high.

The following table is taken from Section 6, “Personnel and Staffing” (Table 5) and is constructed using the annual increases noted above:

Table 5: Projected Library Personnel Costs, Based on 2008 Estimates, Through 2013

	2008	2009	2010	2011	2012	2013
Wages	\$1,191,479	\$1,233,180	\$1,276,342	\$1,321,014	\$1,367,249	\$1,415,103
Benefits	\$344,118	\$361,323	\$379,390	\$398,359	\$418,277	\$439,191
Totals	\$1,535,597	\$1,594,503	\$1,655,732	\$1,719,373	\$1,785,526	\$1,854,294

The following table projects operations costs based on 1%, 2% and 3% annual increases. The amount used for the 2008 starting point of operations costs is found in Table 4, Line 1.

Table 6: Projected Library Operations Costs, Based on 2008 Estimates, Through 2013

	2008	2009	2010	2011	2012	2013
1%	\$1,196,000	\$1,207,960	\$1,220,039	\$1,232,239	\$1,244,562	\$1,257,008
2%	\$1,196,000	\$1,219,920	\$1,244,318	\$1,269,204	\$1,294,588	\$1,320,480
3%	\$1,196,000	\$1,231,880	\$1,268,836	\$1,306,901	\$1,346,108	\$1,386,491

How Much Will the Library Cost to Operate in Five Years?

As noted above, when assessing the cost of the Library in terms of long-term costs and long-term revenue needs, it is important to have some view not only of what the costs will be in year one, but what they could be in the years beyond—for example, in the fifth year of operation. The following series of tables (Tables 7A – 7C) combines projected personnel costs from Table 5, with projected operations costs, from Table 6, using different percentages of annual inflation for operations. For each year, the Bookmobile contract (\$86,555) is added in and held steady. Similarly, the recommended 3% contingency (\$81,500) and upgrade allocations for interiors, furnishings and books (\$53,000) are retained and held steady. Those who wish to remove the contingency and the upgrade allocations may subtract \$134,500 from each year’s total, but doing so will not alter the overall trend of costs. These tables also show, in the bottom row, the additional projected cost to Cache County for staffing other departments—in the Auditor’s, Human Resources and IT Departments, as discussed in Section 3, “The Library as a Department of Cache County Government”—to arrive at a total cost to Cache County of adding the Library as a Department. The amount used for the additional County staff members is \$232,000 for 2008, and then increased by 4% per year as some of the estimates provided by the various departments for new staff combined wage and benefits; 4% balances between the 3.5% annual wage increase and 5% annual benefit increased used to project personnel costs for Library staff.

Table 7A: Annual Budget With 1% Annual Increase in Operations Costs

	2008	2009	2010	2011	2012	2013
Personnel	\$1,535,597	\$1,594,503	\$1,655,732	\$1,719,373	\$1,785,526	\$1,854,294
Operations	\$1,196,000	\$1,207,960	\$1,220,039	\$1,232,239	\$1,244,562	\$1,257,008
Subtotal	\$2,731,597	\$2,802,463	\$2,875,771	\$2,951,612	\$3,030,088	\$3,111,302

Bookmobile Contract	\$86,555	\$86,555	\$86,555	\$86,555	\$86,555	\$86,555
Contingency & Upgrade Allocations	\$134,500	\$134,500	\$134,500	\$134,500	\$134,500	\$134,500
Total Annual Library Budget	\$2,952,652	\$3,023,518	\$3,096,826	\$3,172,667	\$3,251,143	\$3,332,357
Cache County Staff	\$232,000	\$241,280	\$250,931	\$260,096	\$271,407	\$282,263
Total Cost to County	\$3,184,652	\$3,264,798	\$3,347,757	\$3,432,763	\$3,522,550	\$3,614,620

**Table 7B: Annual Budget with 2% Annual Increase in Operations Costs
(This is the "Benchmark" budget that will be used for projecting revenue)**

	2008	2009	2010	2011	2012	2013
Personnel	\$1,535,597	\$1,594,503	\$1,655,732	\$1,719,373	\$1,785,526	\$1,854,294
Operations	\$1,196,000	\$1,219,920	\$1,244,318	\$1,269,204	\$1,294,588	\$1,320,480
Subtotal	\$2,731,597	\$2,814,423	\$2,900,050	\$2,988,577	\$3,080,114	\$3,174,774
Bookmobile Contract	\$86,555	\$86,555	\$86,555	\$86,555	\$86,555	\$86,555
Contingency & Upgrade Allocations	\$134,500	\$134,500	\$134,500	\$134,500	\$134,500	\$134,500
Total Annual Library Budget	\$2,952,652	\$3,035,478	\$3,121,105	\$3,209,632	\$3,301,169	\$3,395,829
Cache County Staff	\$232,000	\$241,280	\$250,931	\$260,096	\$271,407	\$282,263
Total Cost to County	\$3,184,652	\$3,276,758	\$3,372,036	\$3,469,728	\$3,572,576	\$3,678,092

Table 7C: Annual Budget with 3% Annual Increase in Operations Costs

	2008	2009	2010	2011	2012	2013
Personnel	\$1,535,597	\$1,594,503	\$1,655,732	\$1,719,373	\$1,785,526	\$1,854,294
Operations	\$1,196,000	\$1,231,880	\$1,268,836	\$1,306,901	\$1,346,108	\$1,386,491
Subtotal	\$2,731,597	\$2,826,383	\$2,924,568	\$3,026,274	\$3,131,634	\$3,240,785
Bookmobile Contract	\$86,555	\$86,555	\$86,555	\$86,555	\$86,555	\$86,555
Contingency & Upgrade Allocations	\$134,500	\$134,500	\$134,500	\$134,500	\$134,500	\$134,500
Total Annual Library Budget	\$2,952,652	\$3,047,438	\$3,145,623	\$3,247,329	\$3,352,689	\$3,461,840
Cache County Staff	\$232,000	\$241,280	\$250,931	\$260,096	\$271,407	\$282,263
Total Cost to County	\$3,184,652	\$3,288,718	\$3,396,554	\$3,507,425	\$3,624,096	\$3,744,103

Tables 7A-7C clearly illustrate the trend of growth in expenditures under reasonable assumptions of increasing annual costs which may seem small on a yearly basis but which compound over even a medium time horizon. Thus, from the first budget year of Library operations (which is 2009 for purposes of these projections) to the fifth year of Library operations (2013), even with only 1% inflation in operations costs, the annual Library budget grows by \$379,705, or approximately 13%; assuming 2% inflation, it grows by \$443,177, or about 15%; and with 3% inflation, by \$509,188, or slightly more than 17%.

In terms of the total cost to Cache County government, when the collateral costs of support services in other departments are included, the percentages of increase over the course of five years are approximately the same; but stated in dollars, growth carries the total cost to the County from the level of about \$3.2 million in 2008, to the range of about \$3.7 million in 2013—an increase of about \$500,000.

As noted earlier, it is not clear whether the County would allocate the costs for any or all of the additional County staff to the Library’s tax levy, or whether the costs would be included in the General Fund. Cameron Jensen, Finance Director for Cache County indicates that it has not been the general practice of the County to this point to allocate the costs of work in one department to the budgets of

individual departments, such as the Library would be. That practice may require some rethinking in this case, especially as it pertains to the new position that would be needed in the IT Department. Either way, the necessary costs have to be addressed by matching revenue, whether in the Library levy or the general fund levy. In light of the current practice of Cache County to not allocate costs to individual departments, the discussion of revenue in “Part IV” will be based on the assumption that the additional collateral costs in the Auditor’s, HR and IT Departments will require an increase in revenue for the General Fund, and that the tax rate for the Library levy will be based on the projected annual and start-up costs for the Library only.

Part III: Start-Up Costs

The start-up figures gathered in Table 8 are drawn from different sections of this report and are cross-referenced accordingly. These costs fall into three categories:

- The cost to construct a telecommunications network to link the branch libraries together, to link the Library to Cache County's IT Department servers, and to link the Library to outside service providers to access the Internet and other online products;
- The cost of the installing integrated library operations software and necessary new hardware, and adding the public libraries as branch libraries onto the software, including the cost of new barcodes that are compatible with the software; and,
- The cost for various aspects of daily operations including the purchase of a new van and new library cards.

The costs are substantial, especially those related to the library network and software; however, they need to be viewed in context.

Most library systems have paid over several years for the cost of constructing networks to integrate their branches. For example, an "early generation" network was established, then modified, then modified again, with each generation of network becoming more powerful in terms of line capacity, and pieces of the network being upgraded as necessary. Similarly, libraries have paid for their integrated operational software—the software that manages circulation and cataloging and helps makes the catalog and other library resources available online—over many years of development.

Currently, the public libraries in Cache County each manages its operations on an independent software system, linking to its software provider and, in some cases, to office software at the city offices. No network for sharing between branches is required, and no software capable of integrating the catalog and circulation data from various branches is needed. As stated, for many library systems, the process of developing the network and software has been spread over years, along with a good portion of the costs; in the case of a possible Cache County Library system, the network and software would be constructed and paid for starting from a near-zero point and the costs would, accordingly, be heavily accrued in a short period of time—in one very large leap forward. More specifically, the bulk of the start-up costs would be accrued in the six to nine months leading up to the opening of the County Library.

Recently, the Davis County Library (Utah) went through a similar process, although it had developed automated services over many years. However, the DCL made a "leap" from the traditional Unix-based SirsiDynix product known as Classic Dynix to the Unicorn product, which is Windows based. This required substantial reconstruction of the Library's network and the purchase of the Unicorn software to serve a system with seven branches—approximately, the same number of branches that could be included in a Cache County system. Even starting with some necessary elements in place, the cost for the Davis County Library upgrade approached \$400,000—a cost not dissimilar from that which would be necessary as a start-up cost for a Cache County Library.

In addition, as will be shown in Part IV, the start-up costs for a Cache County Library would be covered by the tax levy assessed for the Library’s first year of operation. For reasons related to funding, and the differing cycles of budgeting for city (fiscal year) and county (calendar year) government in Utah, city libraries would close on June 30, and a Cache County Library would begin operations on July 1 of its first year. However, because county government operates over most of the calendar year on tax anticipation, with the actual tax revenue collected in November, the Cache County Library fund would be budgeted for a full-year of operations although its “doors” would not actually open until July 1. The revenue for the first six months of Library operations would go to start-up costs; thus, a separate “start-up” assessment would not be necessary. This time frame for revenue and expenditure will be outlined further in Part IV.

As drawn from the following sections of this report, estimated start-up, one-time costs for the Library are as follows:

Table 8: Estimated Start-Up Costs For Cache County Library

Item	Estimated Cost	Section Reference and Brief Notes
Library Network	\$209,358	Section 8, “The Library’s Network, Technology and Operations Software”
Library Software and Hardware	\$303,881	
Courier Van	\$22,000	Section 9, “Courier Service”
Allocation for Building Modification for Courier Service	\$20,000	Section 9, “Courier Service”
Library Cards	\$10,700	Section 10, “Library Policies”
Subtotal	\$565,939	
5% Contingency	\$28,300	
Total Estimated Start-Up costs	\$594,239	

These estimated start-up costs do not include the staff—such as the Library Director, new staff for the Human Resources Department, and branch staff that will have to be in place well before the opening date for the Library. Again, however, the costs for personnel will be covered by the first-year revenue generated by a Library tax levy. They are simply much more difficult to identify given that employees would be hired at different times in the six months leading up to the opening date, with some needing to be in place well in advance of opening and others hired to start near the opening day. But as will be seen in “Part IV,” revenue for that element of operation will be adequate in the first year if a tax rate is adopted sufficient to start and sustain support for a county-wide system.

Part IV: Revenue and Finances

Public libraries generally receive about 95% of their annual funding for local tax sources. Funding from other sources, such as fines and fees and, in Utah, annual state grants to local libraries, are helpful but do not shoulder a major portion of funding operations. For example, the 2008 revenue budget for the Logan Library includes about \$57,000 from fines and fees, \$13,000 from the annual Community Library Enhancement Fund administered by the Utah State Library, \$3,000 from private sources and about \$18,000 from investments, for a total of \$91,000. With an annual budget of about \$1.2 million, these non-tax sources account for about 7.5% of revenue. Few libraries—Logan is a notable exception in this regard—will earn \$18,000 annually from investments. If that amount is excluded, Logan Library takes in about \$73,000 from non-tax sources, or about 6% of its revenue. This is near the norm. North Logan City Library includes in its 2008 revenue budget about \$25,000 from non-tax sources (excluding a large amount from a private endowment fund that is dedicated to a particular purpose), and as a percentage of the annual expenditures this amount is somewhat higher than the norm. Some public libraries in Cache County do not charge library fines (as a matter of practice, if not of policy), and some receive significant private donations in addition to their CLEF grant from the Utah State Library. Overall, however, while estimating funding needs for a Cache County Library could take into account possible non-tax sources, the preponderance of revenue will come from local property taxes, and projections of tax rates and tax burdens on the community are projected accordingly.

Property Taxes to Support a Cache County Library

Based on statistics provided by Tamra Stones, Cache County Auditor, a county-wide tax rate of 0.000647, based on taxable values as of May 2008, would generate \$3 million in revenue for a Cache County Library. Based on an average home valued at \$170,000, this would result in an assessment of \$60.51; on a business of the same value, the tax assessment would be \$110.03. To generate \$3.25 million, the tax rate would be 0.000701; the assessment on an average-valued home would be \$65.56, and \$119.19 on a comparably-valued business.

According to Tamra Stones, property tax revenue grows by about 2% annually in Cache County; in some years, it is as high as 3%; rarely does it reach 4%. The following table shows:

- annual growth rates of 2%, 2.5% and 3% for revenue from a property tax to support the Library revenue;
- starting with \$3 million in 2008 (\$60.51 for the average home owner);
- then plots the revenue that would be generated by different rates of growth over five years, when compared with the projected annual library budgets shown in Table 7B and referred to as the “Benchmark” budgets.

In other words, as a starting place for estimating the needed tax rate to support a County Library, Table 9 poses and answers this question:

- Would a tax rate of 0.000647, which would generate \$3 million in 2008, and cost the average homeowner \$60.51, be able to support the operations of the Library (not counting other costs to the County) over the first five years of its operation, based on the expenditure forecasts in the Benchmark Budgets shown in Table 7B?

Table 9: Benchmark Library Expenditure Budget Compared With Scenarios of Tax Revenue

	2008	2009	2010	2011	2012	2013
Annual Budget Table 7B	\$2,952,652	\$3,035,478	\$3,121,105	\$3,209,632	\$3,301,169	\$3,395,829
Property Tax 2% Annual Growth	\$3,000,000	\$3,060,000	\$3,121,200	\$3,183,624	\$3,247,296	\$3,312,242
Property Tax 2.5% Annual Growth	\$3,000,000	\$3,075,000	\$3,151,875	\$3,230,671	\$3,311,438	\$3,394,224
Property Tax 3.0% Annual Growth	\$3,000,000	\$3,090,000	\$3,182,700	\$3,278,181	\$3,376,264	\$3,477,822

What can be seen in Table 9 is that a tax rate of 0.00647 would be near the *minimum* needed to support, in a sustained manner, the operations of a County Library—not counting the additional costs to the other County departments—if the norm of 2% growth in property tax revenue is assumed. If the growth rate in revenue is higher, the margin of risk for falling short diminishes. In addition, other revenue sources—fines and fees, support from the Utah State Library’s CLEF program, donations, etc.—may fill the revenue gap that begins opening in the third year of operation. But the gap would continue to widen. If property tax revenue grows at 2.5% annually, there is, of course, more of a margin for error.

Table 9 should not be taken to indicate *exactly* how much tax would have to be assessed at the time a Cache County Library is started. Financial conditions can change rapidly, as has been seen in late 2008; property values will change; costs of operations will change. Final amounts would only be known at the time a budget was set and tax rates proposed for consideration during a public hearing. Further, some of the tax burden would not fall on homeowners per se but on owners of “registered personal property,” such as cars. This is a separate line in the revenue budget, and the amount of revenue any local taxing entity receives from taxes on registered personal property is determined through a complicated formula. The amounts that would come to the library fund from “previous year taxes” and “tax penalties” would also have to be calculated. Overall, these other streams of revenue, along with non-tax sources would be part of a complete revenue picture, which is why the figures in Table 9 should not be taken as creating a complete revenue portrait.

However, what Table 9 *does* suggest is that based on reasonable assumptions about the rate at which costs for operating the Library might rise (as outlined in Part III of this section) and the normal rates of increase in property tax revenue in Cache County, the initial tax rate for supporting a County Library should be set to generate approximately \$3 million in 2008 dollars. This revenue level might be adjusted upward or downward depending on the assumptions the County wishes to apply about growth, and the comfort level of County officials and the community regarding long-term risks of revenue shortfalls on the one hand, or over-taxation on the other, should the projections suggested in this report prove, over several years, to be high.

What can be fairly said, however, using the above projections as rough guides, is that support of a County Library would require an annual property tax assessment of about \$60 - \$62 on the average homeowner (assuming an average value of \$170,000) in the County. This amount would be for *library operations only*; it would not cover the additional costs for staff in other county departments, as reflected in Tables 7A-7C in Part III and discussed in Section 3. At some point, the County would have to determine how best to fund those additional costs—whether in the form of an additional amount assessed for the Library, or as an increase in the General Fund. As shown in Tables 7A-7C, the cost of the additional County personnel runs to about \$250,000 per year, which would translate into approximately \$5 additional tax per year on a \$170,000 home, bringing the total cost to the average homeowner for a County Library to a range of **\$65 - \$67** annually. It should also be noted that these figures all assume an equal tax burden across county residents—which is how all other county libraries in the state are funded—and does not account for differential tax rates by city of residence.

At \$3,000,000 per year for library operations, and based on a population of 110,000 (estimated for 2007), Cache County residents would be spending about \$27.27 per capita for public library services. In 2007, based on data submitted to the Utah State Library, residents of Logan expended \$29.31 per capita, residents of Newton \$27.02, and residents of Richmond \$25.00 per capita on public library service. By contrast, residents of Hyrum paid \$12.46, residents of Smithfield \$14.56 and residents of Lewiston \$18.71. The national average for libraries serving populations in the 100,000-249,999 range is about \$37.00. Clearly, though, whatever the precise amounts, the financing of a Cache County Library system will have uneven impacts, in terms of costs, on residents across Cache County depending on the city they live in, or if they currently reside in an unincorporated area.

However, *even this* is not the entire picture of possible long-term revenue needs as these projections *do not* account for any future capital expenditures. Those possible costs are not specifically addressed in this report, as discussed more fully in Section 5, “Buildings and Property.” Nevertheless, there are potential capital costs—for major remodels or new buildings—that have to be accounted for in the thinking of County decision makers as they consider taking over responsibilities for the buildings currently used for public libraries.

First-Year Revenue and Funding Start-Up Cost

As stated in Part III of this section, “Start-Up Costs,” the first year of revenue generated from a tax levy for the County Library would cover start-up costs provided that the city libraries end their service on June 30 of the start-up and year and the county library begin its operations on July 1. The following illustration demonstrates how and why this would be so. To illustrate the point, 2010 is used as the start-up year for the County system; the pattern—beginning operations of the County Library on July 1 is what is crucial.

Illustration 1: Time Line for First-Year Tax Revenue and Expenditures for County Library System

November 2008	July 1, 2009 - June 30, 2010	July 1, 2010 - December 31, 2010
Property Tax is Collected to Support city libraries from July 1, 2009 – June 30, 2010 (the fiscal year for cities).	City libraries provide services using tax collected in previous year. City libraries operate through June 30 then close doors as “city libraries.”	County Library opens on July 1, 2010 and operates through the end of the year on the remaining budget.
City residents are not double-taxed for library services in 2009 – 2010 as the tax to fund city libraries during this period was collected in 2008. No tax to fund “city” libraries would be collected in November 2009 as “city” libraries would not be operating in the next fiscal year.	January 1, 2010	November 2010
	2010 Budget for County Library is available to expend begin on January 1, although the taxes to support it will not be collected until November 2010 (county governments in Utah operate on tax anticipation). This makes approximately \$1.5 million in 2010 revenue available prior to opening the doors of the County system. This money can be used to cover start-up costs. With estimated start-up costs of about \$600,000, plus salary from the Library Director and staff gradually coming into play as they are hired, more than adequate funds should remain after start-up to fund operations through the end of the year and begin establishing a fund balance.	Property Tax is Collected to Support County Library Operations from January 1, 2010 – December 31, 2010

Miscellaneous Issues

The following are points to consider regarding revenue and finance.

Revenue From Registered Personal Property

Because of the way this revenue is calculated and distributed to each tax fund in a county, the addition of a tax levy for a County Library will reduce the amount of revenue from “registered personal property” to all other funds, including Cache County’s “General Fund.” The County Auditor could be requested at some point to estimate what the impact of adding a tax for the Library would be on this revenue line for the “General Fund” in particular.

The Community Library Enhancement Fund of the Utah State Library

The Utah State Library distributes funds, as allocated by the Legislature, to public libraries throughout the state. The amount each library receives is based on a formula, and the formula is based on factors such as population and revenue level. If the amounts paid to the public libraries in Cache County are added up, it totals about \$43,000. However, if a Cache County Library is established, this amount will almost certainly drop. This is because each separate library is given a minimum amount, and because the formula is designed to help smaller libraries with lower budgets. Once a Cache County Library is established, it will no longer be a “small” library with a low budget. Somewhat comparable libraries in terms of revenue and population served would be Washington County Library and Provo City Library, and they received, in 2008, \$28,332 and \$27,518, respectively. This would likely be the range of grant for a Cache County Library—a decline of about \$15,000 overall from the sum of the current public libraries. A copy of the grant formula and of the 2008 grant amounts for public libraries in Utah is included in the “Supporting Documents” in Section 13.

Library Service and Technology Grants

The Utah State Library administers LSTA grants, which are grants of federal money to states to help improve library services, with a focus on technology projects. These are highly competitive grants. Libraries can apply for grants of up to \$100,000 for projects. The local match is 30%. This would be an ideal grant for Cache County to pursue to help fund start-up costs for a network and the library software; however, because of grant cycles and because of the requirements that the County and the Library Board of Directors commit to providing the matching as part of the grant process, work on an LSTA application may have to begin as early as 18 months prior to the opening date for the library. If the project progresses, conversation with the Grants Coordinator at the Utah State Library should begin early to assure that any opportunity to apply for LSTA grants is taken.

Section 11: Miscellaneous

Some issues and questions that have been raised regarding a Cache County Library can be addressed briefly. They include the status of the collections at the current public libraries from the perspective of integrating them into a single collection; the practicalities of integrating differing cataloging of the collections at individual libraries; whether “economies of scale” will be realized in a county-wide system; and, finally, the possibilities for a phased approach to creating a Cache County Library.

Collections

As was shown in Section 2, Table 3, “The Public Libraries in Cache County Today,” collection sizes among the nine public libraries in the County vary tremendously—from 100,000 at Logan City to 15,000 at the Mendon Cottage Library. The composition, currency and physical condition of the collections varies as well. However, these differences in and of themselves do not present impediments to a county-wide library system; they *do* present a challenge to managing the system after it is formed. Expectations for the quality and quantity of items in the collections are likely to rise among patrons after a County system is formed. Increased expectations would be warranted given the broadening of the tax base. Accordingly, as stated in the section on “Budget and Finances,” an extra allocation of \$25,000 has been included in the projected expenditure for books and other materials to bring it to 15% of the annual budget. This compares with the national average for libraries serving 100,000 - 149,999 of about 12.5%. The slightly higher percentage is intended to assist in upgrading collections that have been minimally funded in some of the libraries. It will also help sustain the collections in terms of remaining current. Again, the issue related to collections is less their status at the moment than the commitment to fund their growth and development adequately and sustain that funding commitment over many years.

Cataloging

As with the collections, the differing cataloging among the libraries for books and other materials does not pose an impediment to a County Library system, but will need to be addressed over the first years of the Library’s operation. The integrated library software that will manage the catalog can accommodate different cataloging on the same title, as it does when libraries operate a shared catalog in consortium. Further, as new books are added, consistency in cataloging will be introduced. A well-managed Technical Services Department will establish a routine for re-cataloging so that all copies of a given title are shown as holdings under a single record. This can likely be accomplished in a comparatively short time and in a few years it will be at most a minimal issue.

Economies of Scale

Economies of scale are difficult to assess in the case of the proposed Cache County Library. While there will undoubtedly be some realization of economy of scales in the centralization of certain tasks, such as cataloging and processing, there are counterbalancing costs as well. These counterbalancing costs have been documented throughout this report. They include the cost of linking the branches in the system together, and the system to the County, through telecommunications. They include the cost of adding

all of the current public libraries to a single integrated library software. They include as well the costs of adding a major new department to Cache County government. In other words, the savings that may be realized in centralizing functions and administration are offset, and perhaps more than offset, by the cost of creating what has not been there before—that is, a fully unified library system and a new department of Cache County government.

Phasing the Development of a County Library System

As is undoubtedly evident from this report, and will be emphasized again in the following section, the work of creating a Cache County Library, and doing so in a comparatively condensed period of time, will be substantial. The start-up costs will also be significant. These realities give rise to questions about building the County Library system in phases. This is question which will require much more detailed exploration before it can be answered fully. But some thoughts suggest themselves:

The first question is: What does it mean to take a phased approach?

- Does it mean building the system in an open-ended manner, as cities make a decision to join it?
- Or does it mean planning for the expansion of the system after cities have made a decision, and bringing them into the operations of the system in an orderly manner over several years?

The first seems much more problematic and difficult to plan for; the second seems to lend itself to a much more structured planning process for both the Library and for Cache County. But the two lead to two different answers to the main question: Can a phased approach be taken?

Thinking of phasing as an open-ended process makes planning and budgeting difficult. For example, the Cache County Council may be called upon to adjust the Library's tax rate as cities make decisions. Planning is challenging because the decision made by a city to join the system could require that other Library projects be delayed in order to manage the workload of integration. A method for structuring an open-ended approach probably could be worked out, but it would take considerable thought to manage it in a way that does not create for the Library and the County an ongoing state of uncertainty in terms of planning, workloads, administration, technology and costs.

The second approach, the more orderly of the two, seems to pose strategic challenges but challenges that are manageable. In point of fact, in terms of the workload on the County, the number of tasks that would have to be performed, as shown in Section 12, and the number of decisions to be made in a short period of time, an orderly phasing in of the system would probably be preferable provided that it is known early which cities would be part of the county-wide library and the approximate schedule which will be followed for the mergers.

From an administrative point of view, this would also facilitate a long lead time to re-register patrons, integrate data from the participating libraries into the Library Symphony software and train staff. From the point of view of patrons, it would probably permit inter-library borrowing in advance of their local library actually becoming part of the system—it would not be difficult to start the courier system among

libraries that are scheduled to become a County Library branch. This would allow benefits to be shared early. However, a key issue for the County will be taxation. The process of taxation would have to be well thought out and made clear—how a tax rate would spread to a city that has *committed* to join the system, but will not be integrated in for a few years. Still, from a practical perspective this is the more promising of the two approaches and one that could resolve several problems if details can be worked out.

These are preliminary thoughts only. They can and should be explored more thoroughly, especially the second—the more orderly approach—which has appeal simply based on the magnitude of the workload that will come to Cache County to create and operate a County Library system.

Section 12: Conclusion: The Work of Beginning

Between 12 and 18 months before the opening day—before July 1 in the first year—Cache County would have to:

Adopt a resolution committing to establish a Cache County Library

Design a process by which cities can decide if they want to join the County Library

Refine budget figures for the start-up costs and the operating costs of the Library

Establish an initial proposed tax rate

Determine when the tax rate would begin, given that costs would begin to accrue and that financial commitments will have to be made well in advance of the opening of the Library

Evaluate the current public library buildings in the County

Begin negotiations with the cities that are joining regarding use of their buildings and the status of the Library properties and sign agreements as they are prepared

Allow time for any public votes determined to be necessary at the city or county level

Work with SirsiDynix to refine plans for the integrated library operations software

Work with the Cache County IT Department to refine the network design and begin planning to integrate the work of creating the network into its ongoing workload

Verify with the Utah State Library the conditions for applying for an LSTA grant and determine if a grant (of up to \$100,000) will be pursued to help pay for the technology for the system, and if so, determine who will write and manage the grant application

Begin establishing the Cache County Library as a legal entity for purposes of making purchases, such as with book vendors, furniture and shelving suppliers and vendors of electronic resources

Appoint a Library Board, or a Committee or both to begin writing policies and applying for grants (approved of the Board of Directors is required for an LSTA grant)

Allow time for the Cache County Attorney's Office to review policies

Between 6 and 12 months before the opening day—before July 1 in the first year—Cache County would have to:

Write job descriptions for all Library positions

Establish pay ranges for all Library positions

Advertise for, select and hire a Library Director to start soon after January 1

Recruit for key positions that the Library Director will have to fill within a short period of time after starting

Have the IT Department manage the creation of the network, including employing contracted work as needed

Establish with Qwest a schedule for installing necessary lines

Adopt a budget and tax rate for the Cache County Library for the upcoming year

Finalize all agreements for use of the buildings including the date on which the County assumes responsibility for the building (will it be on July 1 or earlier? Will all buildings open for service on July 1, or will openings be staggered to allow for transition?)

Inventory property and be prepared to include the property in the County

Design and order new library cards

Order new patron barcodes

In the 6 months before the opening day—before July 1 in the first year—Cache County and the Library would have to:

Recruit for and hire all staff for the libraries that will be part of the system (approximately 70 positions)

Complete all necessary paperwork for new employees

Train new employees as required by County policies

Work with cities or local firms to provide maintenance and custodial services for branch libraries

Train new employees on Library policies and procedures

Work with public libraries to begin re-registering patrons and distributing library cards

Move into offices in the Logan Library (how will this work with Logan Library staff still in them?)

Work with SirsiDynix to configure the Symphony software for the system, based on library policies

Work with SirsiDynix to schedule a “live date” for Symphony

Coordinate dates for downloading data from public libraries into Symphony

Generate “smart barcodes” as needed, depending on which libraries have joined system

Plan for opening day events

Prepare buildings for opening day events

Open doors.

And that is how it begins.