

Space Needs Assessment
for the
Cloquet Public Library

Cloquet, MN

May, 2014

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Introduction

This evaluation of the Cloquet Public Library's spaces and services initiated with the Consulting Librarian's visit to the library and community on February 25 – 27, 2014. On-site data collection, measurements and interviews expanded the valuable information provided earlier by Library Director Mary Lukkarila. Also, prior to the visit, library staff members completed a six question survey focusing on library space and service needs. He also attended the monthly library board meeting during his visit.

The primary focus of the study is to evaluate spaces and services in the present library, a 12,000 square foot facility constructed in 1987. In his proposal for services, a related study goal is to define the need for an expansion of library space to serve the Cloquet area. This report focuses on the library's current services and their use, the population served, and library goals and needs as to these elements' impact on library space available. The findings and recommendations will provide helpful planning information for the City of Cloquet's *Facilities Master Plan and Space Needs Analysis* project which began in May, 2014.

In addition to the information and assistance provided by library staff members and board members, these local officials also provided very helpful, planning information.

City Council Members

David Bjerkness
Roger Maki
Kerry Kolodge (Library Board Liaison)

City Staff Members

Brian Fritsinger, City Administrator
Al Cottingham, City Planner/Zoning Administrator
Holly Butcher, Community Development Director

Larry Anderson, Library Foundation and Friends Member
Pat Brandstaetter, Friends Member
Kevin Schroeder, Chief, Cloquet Area Fire District

The amount and quality of library and community information provided are exceptional and have greatly facilitated this study.

Findings and Recommendations

Findings

- The Cloquet Public Library's location and parking, its interior and exterior appearance, its variety of services for all ages including a high level of programming, and its meeting rooms make for an attracting and vibrant community service.
- The above factors combine to draw residents from an unusually broad geographic area. This has benefits for the economy of the City of Cloquet as these visitors are likely using other services and businesses within city limits.
- Building and site planning that occurred in 1986-87 has been a strong positive for the library and has allowed very good flexibility in meeting new and evolving services for the public. Collection growth and the addition of new services has not yet caused a major feeling of space congestion. Service areas are easily reachable, and people paths continue to meet design guidelines.
- The library building and its services have benefitted greatly by the support and work of the Shaw Memorial Library Foundation and the City of Cloquet.
- This public library is well into its third decade of service for the region. Public libraries commonly begin to exhibit a degree of congestion and the need for more space, usually commencing at building age of 20 – 25 years.
- Collection sizes, except for the number of periodicals received and available, do not reach recommended, minimal size for the the population served. Despite the growing use of electronic resources, both within and outside of public libraries, print and non-print resources remain very important to a broad segment of the population.
- Seats available for the public satisfy recommended, recognized guidelines.
- The library's hours of service for public access have declined and do not meet recommend, recognized guidelines.
- The library's staffing level for services and related operations just reaches minimal guideline recommendations.
- There is an existing and growing environment of borderline congestion in selected, functional spaces in the building's interior. This is most evident in the staff workroom, in non-public storage rooms and cabinets, and public collections areas. Original building design and construction provided for optimum storage capacity.

- There would be no benefit in attempting to relocate major service areas in the current building. Current interior layout is very good, and such a major renovation project would not create any measurable, new space for whatever need or service function.
- Modification of the shelving for display of periodicals for the public in order to satisfy ADA guidelines would require more floor space unless the number of titles received was reduced.
- There is continued, strong evidence that strong public and school libraries play a critical role in children's literacy and learning. A substantial percentage of adult and younger library users treasure their access to print materials. The Web, important as it is for information of all types, is not a substitute for libraries. E-books and other technology, if purchased, is not attainable by a substantial portion of the population, especially those living in poverty. In addition, book publishing numbers annually show no decline in the total figure. Public library use remains at a strong level and is expanding in many communities if facilities and services remain modern and adequately, financially supported. **This information should be kept in mind as improvements and future direction for the Cloquet Public Library are determined and planned.**

Recommendations

- **That, after extensive review and evaluation, an estimated service area population for the Cloquet Public Library has been defined as 26,000 persons.** The library's strong level of services and its accessibility involving excellent parking and design of its interior layout for service provision draws area residents from a greater geographic area than commonly occurs. If the Library and City of Cloquet seek an expansion of the current facility, additional review and evaluation of this service area population figure should occur.
- **That, after conduct of the various space needs evaluation tools and also the considerable information provided by library staff members, library officials, city officials, and library users, there are strong indicators that an expansion of the current facility, creating a revised building of 19,000 square feet (12,000 square feet -existing plus 7,000 square feet – new) is warranted.** The current library site would allow this change. Such a library improvement project has the potential to address particularly these identified space needs.
 - larger community/meeting room
 - other special use areas, especially for children and teens
 - additional quiet study, tutoring, and PC/Internet rooms
 - a modest expansion of display and storage of print and non-print resources
- **That, due to the results of this study's evaluations, the issues of declining “open to the public” hours and also numbers of library staff members should be discussed and addressed as soon as possible.** Both of these indicators of quality, public library service need to be at a better level in order to sustain and grow a community service that

is valued by area residents. If the present building were to be expanded, it would be counter-productive to provide new, special areas and services and then offer inadequate open hours and numbers of staff members for service provision and operations. In fact, without exception, any renovated and expanded public library experiences dramatic increases in daily use by the public. Area residents will not be pleased with the situation of an improved facility handicapped by limited open hours and numbers of staff members to assist them.

- **That the current building's environment of full or congested non-public storage conditions is best addressed by the library's staff.** Existing building design created good spaces and cabinets for operational needs. In addition, the book return closet was converted to a storage function fairly soon into the life of the new building. The very small kitchenette in the meeting room is now primarily another storage space. Staff members, as limited time allows, are currently reviewing and weeding cabinet storage items in the workroom. Periodic storage of book sale items adds to the overall congestion of spaces. It is questionable that an expansion of the current facility would provide additional storage opportunities.

Library staff may want to contact the Minnesota Historical Society, State Archives Department to see if some library records could be destroyed or transfer non-current records to the agency. In addition, the library may want to consider depositing rare, seldom used books at the Minnesota Library Storage (MLAC) at Andersen Library, University of Minnesota. The library retains access to such items as needed.

A major restructuring of staff workstations and storage units would require a reduction in the number of items stored in the area. This could possibly free up a station or counter as the location for a multi-purpose, multi-use PC so that staff members could access specialized software as needed.

- **That, although the sizes of most library collections do not meet recommended guidelines, the weeding (evaluation of collections) project should continue and be accelerated as overall staff time allows.** Such a project usually boosts materials circulation and allows more opportunity for face-out display of selected items.

Review of Library Space Conditions and Needs – Summary of Information from Data Collection, Interviews, Prior Library Planning, and On-Site Evaluations and Measurements

I. Review of the Cloquet Public Library 2014-2018 Strategic Plan

As an important part of this space needs assessment for the library, the Consulting Librarian reviewed the new strategic plan, adopted by the Library Board in December, 2013 with a specific focus to determine how space needs planning and findings might be defined by the goals and action plans of this important library planning process.

The Cloquet Public Library and the Arrowhead Library System are to be commended for conducting this kind of planning. Such a process, involving library stakeholders, is both an intensive and comprehensive journey. Whitney Crettol Consulting of Britt, Minnesota capably facilitated this planning project for the Cloquet Public Library.

The following elements of the strategic plan are specifically relevant to this space assessment and planning study.

Strategic Goal # 3:

“Community members will have a safe, welcoming, and comfortable environment suitable for quiet pursuits and interaction with others.”

Comment

The present Cloquet Public Library satisfies this goal in a very significant manner. Its high, clerestory roof design does increase the potential for people noise levels to drift from one area to another, particularly during high library use time periods. Current data collection reveals interest in more opportunity for quiet study area and/or study rooms. Overall, it remains a very inviting building and service, well maintained and benefitting from a high level of updates to interior finishes and mechanical systems.

Year One Action Plan: Space Utilization and Facility Assessment

“Contract with a space planning consultant to assess and recommend a) best utilization of the existing library facility in the short term, and b) potential for future expansion.”

Comment

The Consulting Librarian initiated his space needs study for the library with a 3-day visit to the community in late February. A discussion draft of his study will be provided in late April, 2014. The final report, after local review by library and city officials, will be issued shortly thereafter.

The development of the strategic plan involved strategic planning retreats and focus groups by community leaders. Participants identified a range of potential building features or services which would affect use of existing library space or might require an expansion of library size.

Collections

Expanded DVD/CD offerings
Local historical displays
Add to children's collection

Spaces/Features

Art/exhibits gallery
Gaming area (adult and kids)
Permanent maker space
Imagination Station
Children's restroom
Renovated public restrooms
Family reading space
Dedicated children's programming area
New or different shelving units
Additional storage

Additional outdoor spaces
Public telephone
Additional plug-ins
Coat check
Fireplace
Sound separation of children's area
Café or self-serve coffee nook
Additional meeting room space
Kitchen for new meeting room
Quiet study spaces

II. Results of Space Needs Survey of Staff Members

Nine (9) Cloquet Public Library staff members completed a one page survey focusing on the strengths, limitations and space needs of the current library. This information from those most familiar with the library building is a very important element in the Consulting Librarian's assessments. Their information and time are very much appreciated.

See Appendix A for a detailed tabulation of survey responses.

1. **Identify the strengths of the current library's spaces and services.**

The library's single level design, the open spaces generally and especially the children's area and good location of things, including the service desks, attracted most comment by survey participants. The library's computer use areas for the public (with WiFi available), the library's web page and the self-service check-out station received strong marks. Interlibrary loan service for the public and availability of two group meeting spaces drew multiple comment also.

Other Space Strengths

- High ceiling
- Efficient main services desk

Other Service Strengths

- Wide range of services
- Reference service

2. **For the overall, existing library spaces, what are the most serious physical limitations or issues?**

These issues were most often listed.

- More and larger meeting space
- Crowded staff workroom including sharing of workstations
- More space needed for quiet study, group work and PC use
- Numerous shelving issues
 - congested non-fiction units
 - use of bottom and top shelves (difficult to read and reach)
 - too high shelving in children's area
 - too high media shelves
 - more bins for picture books or another way of storage

Other Space Limitations or Issues

- Need more plug-in access in front areas of the library
- Public restrooms could be updated.
- More separation of the teen area

3. In your primary work area, what are the space issues or limitations which affect your ability to provide effective and efficient services to the public?

Survey participants identified numerous issues for the library's various work spaces. Inadequate, non-public work space was most often mentioned.

Circulation Desk

More space for public and staff members (5)

- more shelves for holds
- more space at back counter

Children's Area/Desk

- lacks MS Publisher
- Deep Freeze – prevents storing with ease
- too many locations for elements of children's collections

Shelving/Storage

Better storage for book storage

CD's shelved by genre, thus some artists are in more than one genre (location)

Staff Workroom

Inadequate space for number of workers (5)

- sharing of desks
- limited people paths
- lack of privacy
- better phone access
- must move staff to use a PC

Need receipt printer at work desk

Director's Office

Work desk - lacks good function for PC use and good ergonomics

Lacks adequate file storage for both current and archival needs

4. What services, collections or spaces do library users say they want expanded or added?

More study, quiet and PC-use rooms or space lead the list of users' requests. A place for tutoring sessions and a larger meeting room are other specialized spaces of interest to the public.

Other Space Needs

- Adult PC/Internet stations with view to children's area
- Larger play space for kids
- Larger teen area with better noise control

Requests for Collections

- More child-friendly shelving units/styles
- More genre subdivisions of adult fiction (horror, Christian, historical fiction)
- More audio books

Requests for Services – Training on use of computers

5. What do members of the public comment upon most frequently concerning the library's physical space and conditions?

From survey responses, the members of the public most often commented upon the attractiveness of the library (nice, beautiful, lots of resources). Some public comments center on noise conditions in the library as teen and children's noise can carry into other spaces in the library. More study space, including private rooms, are requested also.

Other Comments or Issues

- Can be difficult for some to locate specific books in the children's collections
- One survey participant commented that members of the public often don't realize or see the space constraints
- Some tendency for low temperatures year round

6. What other comments do you have which might assist in the conduct of this space needs assessment?

Three (3) survey respondents are hopeful that a relocation of things might be possible for:

- more space
- separation of adult and teen areas
- facilitating passive programming

Other Suggestions

- Use of west wall for more shelving units
- Have permanent, kids' craft table
- Need for better storage facilities, i.e. for book sale items
- Doll house – too high for younger children and remote from children's area
- Possibly add a puppet stage to children's area

Summary Comment

This survey process generated an extensive list of requests, changes, and space needs. The current library has reached a stage of optimum, functional capacities for collections and seating. Existing gross square feet will not really allow a good number of these requests as moving things around or inserting new space functions will have a negative effect on other spaces. There are a number of identified, major space needs which would require an expansion of the current facility.

III. Five Year Trends

IV. Planning Information from On-site Meetings and Interviews

On-Site Interviews

In addition to the information, provided from the pre-visit survey prepared by the Consulting Librarian, and also a follow-up group interview during his visit, additional meetings with and interviews of others supplied planning information. The Consulting Librarian appreciates greatly the time information provided by members of the Library Board, City Council members, City officials, and representatives of the library's foundation and Friends organizations.

A summary of pertinent information, generally and specifically related to space evaluation and planning, is reported here.

Current Library Strengths

Library's meeting spaces – good, well-used community service

Location

Inviting, adaptable facility

Modern environment with good mix of resources of all kinds

Good parking for users

Interlibrary loan service – very valued

Various building upgrades, assisted by the the library's foundation

HVAC system – designed for a future expansion

Services used by a broad community

Space and Service Issues

Additional space for:

- larger space for meetings
- children's area
- additional PC/Internet stations
- storage needs

Possible modify SW building corner for casual, reading lounge?

An alternative way to rearrange interior things?

Other Issues

Heading in right direction for technology environment?

Library costs to serve those living beyond Cloquet city limits

V. 2012 Customer Satisfaction Survey

The Consulting Librarian reviewed the response summary of this survey. 42 library users participated in the survey. Questions and responses relevant to the space needs study are listed here.

	<u>% of Yes Responses</u>
<i>Overall, I find the library's facilities are meeting my needs.</i>	97.6
<i>I can find space to study and use available resources when needed</i>	92.7

Since library service hours available to the public affect overall operational costs, these two questions and favorable response rate are included here.

<i>The library open hours are convenient.</i>	59.5
<i>Overall, I find the library's hours are fulfilling my needs.</i>	64.3

The last question of the survey provided the opportunity for respondents to provide suggestions for improving the library. There were a good number of positive comments and praise for library services and staff members. Several responses/suggestions are reported here.

More and newer DVD's would be nice.

Longer hours on Saturdays.

Longer hours on Saturdays, and open on Saturdays in the summer to accommodate working moms with small kids. PLEASE!!!!!!!!!!!!!!

Saturday hours even in the summer.

Hours should include one or both weekend days year round. It would be better to be closed a weekday and be open at least one weekend day.

Weekend summer hours – for those who work full time M – F and have kids in activities/sports most evenings. Very difficult to make it in during the week.

Comment

The results of this survey indicate the need to evaluate more comprehensively the issue of the adequacy of the library's open hours, including a more extensive survey of library users and possibly non-users of the service.

VI. Library Conditions and Space Evaluation Checklist

Information in this report stems from information provided by library staff members and on-site assessments by the Consulting Librarian.

Building Exterior

Siding	Good
Roof	Good
Windows	Good
Signage	Very Good
Access to Entrance	Very Good. Roof icicles require caution.
Parking Availability	Very good for a non-metro public library
Off-Street	Very Good
At Street	Adequate when parking lot is full
ADA Spaces	Satisfies guidelines

(See also report section Parking Conditions.)

Building Interior

Entrance	Good. Interior automatic doors are noisy and sensitive to nearby traffic, thus opening and closing more than necessary.
Service Desks	
Circulation	Very good, relatively new desk/counter
Reference	Adequate
Children's	Adequate but lacks identity due to its proximity to the reference desk.

Collection Areas

New Resources	Good capacity and location
Adult Fiction	Adequate
Adult Non-fiction	Adequate, in process of being weeded. Use of top and bottom shelves is problematic.
Children's	Some shelving units are not child-friendly (too high at 67"). Numerous collection types can be confusing to users and time consuming for staff members searching.
Teen	Good
Special Displays	Numerous in number and type
Reference	Adequate, but in need of weeding of dated and seldom used titles.
Minnesota	Adequate
Non-print	Adequate

Periodicals Display/Storage

Newspapers Fair; height of shelving units exceed ADA guidelines. *

Magazines Fair; height of shelving units exceed ADA guidelines. *

* Top shelves in use, with 60" to shelf bottom, exceed ADA reach guidelines of 48" preferred with 54" allowable.

Back Issues Good, 3 years stored.

Public Seating/Stations

Adult/Student Good – diverse and mixed

Teen Good with mixed types

Children's Good

(Comment: Lounge type seating could be updated in all areas.)

Public Catalogs Good

PC/Internet	Good; some evidence of need for more stations for desktop or portable computer use.
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Study/PC Rooms	Expressed need for more than three rooms.
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(See also Appendix B, Public Seating.)

Special Use Spaces

Conference Room	Good size and comfortable.
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Meeting Room	Occupancy of 50. Considerable interest in larger space.
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Staff Work Room

Workstations	Crowded
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Storage/Shelving	Generally, full to capacity
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(See also report section Staff Work Room Conditions.)

Staff Break Room	Periodically used for overflow storage needs
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Building Systems

Interior Signage	Very good, well placed
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People Paths	Good
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Collection Aisles	Very good
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Spatial Relationships	Very good
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Lighting	Natural and artificial light combine to create very good conditions.
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ADA Conditions	Adequate
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Public Restrooms	Adequate, though could have higher occupancy large meetings.
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HVAC System	Updated though there is periodic switch burn-out problem. Selected building rooms can be cool.
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Electrical	Fair due to date of building construction.
Technology	Cable conduits are full but there is increased use of WiFi access.
Flooring	Very good and attractive. New carpeting throughout except in the meeting room.
Building Maintenance	Good
Building Security/ Staff Views	Cameras, alarms, and motion sensors in place. Periodicals lounge and back corner in the adult shelving area are partially non-viewable.
Non-Public Storage	Fair. Initial building design provided good opportunity for and types of storage. Former book return room is now a storage closet, and original design included a cold storage room Most storage areas and units have reached full capacity.

Comment

The existing building has a lengthy list of positive and admirable features and conditions. Numerous public libraries would admire the overall design and service elements that the Cloquet Public Library has in place.

Library Services and Space Needs Planning Elements

Service Area Population

Determination of the current and projected service area population for a public library is a very important factor in space needs assessment. For the planning of a new library or an expansion of an existing facility, it guides the definition of the library size needed to serve a minimum of twenty (20) years. For the Cloquet Public Library space study, the service area population will be utilized to assess the adequacy of key service functions - collection size, seating available for the public, hours of service, and staffing level. This evaluation process, detailed in the next report section, will address the questions of:

Are the various collection sizes adequate, inadequate or too large?

Is there an adequate number of seats available to the public?

Are open hours for services adequate?

Is staffing level adequate?

The results of this evaluation will also assist in determining if there is interior building space which is available for renovated or additional spaces.

The *Wisconsin Public Library Standards*, cited and utilized in the next report section, states: "Unfortunately there is no definitive methodology for determining a public library's service population." However, from the review of population figures for the Cloquet area, examination of library use patterns, and the Consulting Librarian's extensive experience with library planning projects of a similar size and nature, a solid estimate of service area population can be estimated.

The Consulting Librarian has evaluated the following information for definition of the service area population for the library:

- The legal service area for the library is the City of Cloquet. This population figure is officially reported in the library's annual report to the State of Minnesota. The Arrowhead Library System does not attempt to define the area or persons served by the Cloquet Public Library who reside in adjacent or nearby cities and townships.

City Population Change (U.S. Census)

<u>Year</u>	<u>Population</u>	<u>Change</u>
1990	10,885	
2000	11,201	+ 3%
2010	12,124	+ 8%

The Minnesota State Demographer's Office shows an estimated population of 12,156 (2012) for the City of Cloquet.

As with other public libraries in Minnesota and elsewhere, the Cloquet Public Library serves a large geographic area than just the city.

- The Cloquet Public Library serves a significant number of residents throughout Carlton County where the City of Cloquet is also located.

<u>Year</u>	<u>Population Information</u>
2000	31,671
2012	35,348
2030	45,300 (2007 projection by State Demographer's Office)

- The Cloquet Public Library also serves a portion of residents who live in St. Louis County.

<u>Year</u>	<u>Population Information</u>
2012	200,319
2030	202,040 (2007 projection by State Demographer's Office)

- In a telephone conversation on March 25, 2014, Kevin Schroeder, Cloquet Area Fire District Chief, provided helpful information about the area covered by the fire district service.

Fire Coverage

City of Cloquet
City of Scanlon
Perch Lake Township
Fond du Lac Reservation

The fire district's ambulance service covers those four entities and also:

Thomson Township – Carlton County

And, in addition, these St. Louis County Townships.

Brevator
Industrial
Culver
Arrowhead

The population total served with these two services is 22,000. Mr. Schroeder felt that public library services would serve a larger population.

- The Cloquet School District provided estimated enrollment projections and anticipates slow but steady growth for the foreseeable future.

<u>School Year</u>	<u>Projection</u>
2013 – 14	2,369
2014 – 15	2,375
2015 – 16	2,385
2016 – 2017	2,395

- These townships are adjacent to and surround the City of Cloquet.

St. Louis County
(to the north)

2012 Est. Pop. (State Demographer's Office)

Brevator	1,269
Solway	1,939
Stoney Brook	<u>330</u>
Total	3,538

Carlton County

2012 Est. Pop.

Perch Lake (to the west)	1,038
Atkinson (to the southwest)	402
Twin Lakes (to the south)	2,095
Silver Brook (south/southwest)	637
Thomson	<u>5,000</u>
Total	9,172

The 12,710 persons in these townships live in convenient adjacency to the City of Cloquet with its various services and businesses.

- The cities of Carlton and Moose Lake in Carlton County also have public libraries. It is not uncommon, here and elsewhere, for library service area residents to use more than one public library facility. As an example, Cloquet Public Library circulation statistics for Calendar Year 2013 show that the library checked out 243 items to City of Moose Lake residents and 124 items to Moose Lake Township residents.

For the same year, the Cloquet Public Library checked out 1,935 items to residents of Hermantown/Duluth/Proctor area. Conversely, some Cloquet area residents would make use of Duluth area libraries, particularly if they work or shop in that area.

- According to the Cloquet/Scanlon Housing Study (issued January 15, 2004), the Duluth region will likely experience modest population growth over the next two decades. More dramatic, projected population growth is likely for nearby Thomson Township (Esko). This information is substantiated by the Minnesota State Demographer's Office's extrapolated population estimate in 2007 of an increase of approximately 2,000 persons for Thomson Township (Esko) by 2035. Cloquet is situated 20 miles southwest of the City of Duluth.
- Review of Year 2013 circulation (check-out) of library resources, broken down by place of residence, demonstrates that the Cloquet Public Library attracts users far and near.

<u>Location</u>	<u>Year 2013 Check-outs</u>
Brevator Township (St. Louis County)	1,929
Solway Township (St. Louis County)	1,060
<u>Carlton County Townships</u>	
Atkinson	898
Perch Lake	1,878
Silver Brook	1,300
Thomson (Esko)	12,115
Twin Lakes	4,160

For Year 2013, residents from the cities of Carlton and Moose Lake, which have public libraries, also used the Cloquet Public Library to borrow resources.

- Projected Population Growth

The Consulting Librarian examined extrapolated population growth for cities and townships in Carlton and St. Louis Counties. The Minnesota State Demographer's Office periodically creates this planning data. The most recent table of data was issued in October, 2007, and shows this growth estimate from 2006 to 2035.

For the three St. Louis townships to the north of Cloquet (Brevator, Solway, and Stoney Brook), population growth would not have significant impact on Cloquet Public Library services.

Population growth in the Carlton County townships adjacent to the City of Cloquet is significant with growth ranging from 41 percent to 65 percent for the various entities.

The City of Cloquet's population is projected to grow 20% by 2035. City of Moose Lake could grow by 99 percent, and the City of Carlton's population would decrease over this time period.

This information strongly suggests that the library's location, its good variety of materials and programming and good parking access combine to attract residents in a far reaching area.

Comment

From a review of the numerous issues involved in definition of the Cloquet Public Library actual service area (vs. only the City of Cloquet), these primary points area listed.

- There is some evidence that the total population of Carlton County could be selected as the library's primary service area population. However, the presence of two other public library services outlets (Carlton and Moose Lake) in the county and Cloquet's closeness (20 miles) to the Duluth metropolitan area must be taken into consideration. County residents are using those libraries' services also.
- It is clear that a good number of St. Louis County residents and, also, others more distant, are attracted to and appreciate the service of the Cloquet Public Library. A portion of these library users could be considered as a secondary service area population. These persons may also be using other public libraries.
- Current estimated population growth, especially for the Duluth metropolitan area, Thomson Township (Esko), and the City of Cloquet has long-term library services and space implications for the City of Cloquet. The need to address the issues of an expansion of services and space would be impacted substantially by the creation of any new public library or a space expansion of another public library in the area.

Library's Capacities (and Other Service Factors) Compared to
Recommended Guidelines/Standards

The Cloquet Public Library has numerous collections in various formats. Seating for the public offers a good mix of purpose. As part of the evaluation of interior spaces, this report section compares the current numbers of these two service functions with recommended guidelines or standards created by two other states. In addition, the public service hours and staffing level are measured against these guidelines. Minnesota no longer provides quantitative measures for evaluation of services. These two planning tools are:

Wisconsin Public Library Standards, 5th edition, 2010.

In Service to Iowa: Public Library Standards, 5th edition, 2010.

In similar space planning projects, coordinated by the Consulting Librarian, these guidelines have proven very successful in evaluating service conditions for the two most major components of library space – collections and public seating – and in defining then where more or less space should be considered.

The Cloquet Public Library

COLLECTIONS (from information provided by the Arrowhead Library System automated system with additional information from the Cloquet Public Library staff.)

Print Volumes:	51,000
Audio Resources:	2,200
Video Resources:	3,465
Periodical Titles:	181

PUBLIC SEATING (number defined by on-site count by the Consulting Librarian.)

Seats Available: 96 (exclusive of the Conference/Meeting Room seating.)

From the information reported in the Service Area Population section, 26,000 persons is utilized for the measurement of collection and seating capacities in their adequacy in meeting recommended standards.

I. Library Collections – Comparison to the Wisconsin standards.

Wisconsin Standards for Collections – Estimated Service Area Population of 13,000 Persons

	<u>Basic</u>	<u>Moderate</u>	<u>Enhanced</u>	<u>Excellent</u>
Print Volumes (books)	72,800 (2.8 per capita)	91,000 (3.5 per capita)	98,800 (3.8 per capita)	106,600 (4.1 per capita)
Audio Resources	4,940 (.19 per capita)	5,980 (.23 per capita)	7,020 (.27 per capita)	9,100 (.35 per capita)
Video Resources	5,460 (.21 per capita)	6,240 (.24 per capita)	7,280 (.28 per capita)	11,180 (.43 per capita)
Total Collection Size (Print/Audio/Video)	85,800 (3.3 per capita)	104,000 (4.0 per capita)	111,800 (4.3 per capita)	127,400 (4.9 per capita)
Periodical Titles (per 1,000 population)	140 (5.4)	161 (6.2)	208 (8.0)	268 (10.3)

The following table shows the library's holdings in comparison to the above standards.

	<u>Cloquet Public Library Oct. 2013</u>	<u>Wisconsin Standards</u>
Print Volumes	51,000	72,800 – 106,600
Audio Resources	2,200	4,940 – 9,100
Video Resources	3,465	5,460 – 11,180
Total Collection Size	56,665	85,800 – 127,400
Periodical Titles	181	140 – 268

Except for periodical titles, collection sizes do not meet the standards.

II. Public Seating – Comparison to the Iowa guidelines.

For public libraries with service area populations between 25,000 and 50,000 persons, this guideline calls for 3.0 seats per 1,000 population. Consequently, with the Cloquet Public Library's estimated service area population of 26,000, a minimum of 78 seats is suggested.

Exclusive of meeting and conference room seating, the library now provides a total of 96 seats which exceeds the guideline.

Additional Evaluation

The Wisconsin standards now include recommendation for the number of public use Internet computers available for area residents. Based on the estimated library’s service area population of 26,000 persons, the table below presents those guideline numbers.

	<u>Basic</u>	<u>Moderate</u>	<u>Enhanced</u>	<u>Excellent</u>
Public Internet Computers or Stations (per 1,000 pop.)	14.0	17.0	21	36

Comment

Although the use of portable and/or hand held electronic devices is rising at a steep pace, the demand for public access computers in libraries continues to be considerable, here in Minnesota and nationwide. A considerable number of Minnesota households lack access to high speed Internet and/or the ability to acquire technology devices.

The Library presently provides:

<u>Area</u>	<u>No.</u>
Adult Services	12
Children's Services	5
Teen Services	<u>3</u>
Total	20

Comment

The building's stations for PC/Internet access by area residents almost achieve the “enhanced” environment.

The Library’s Current Open Hours and Staffing Level

In recent years, there have been reductions in the Cloquet Public Library's “open house” and overall staffing level.

In 2007, according to the library's annual report to the State of Minnesota, the library was open to the public 51 hours per week and had a FTE staffing level of 11.0.

It is important to emphasize that both of these important service quality indicators are in decline.

	<u>Current</u>	<u>2008</u>
Service Hours for Public Access	47	44
FTE Staffing Levels	7.13	10.32

Wisconsin Public Library Standards (2010) provides a quantitative measure for adequacy and quality of open hours for services. For a public library with a service area population of 26,000 persons, these are the guidelines.

	<u>Basic</u>	<u>Moderate</u>	<u>Enhanced</u>	<u>Excellent</u>
Hours Open	59	63	67	69

The Cloquet Public Library is currently open 47 hours weekly (Labor Day to Memorial Day) for access to its services by the public. This condition does not meet the “basic” level of adequacy.

In Service to Iowa: Public Library Standards (2010) provides a quantitative measure for adequacy and quality of the staffing level for a public library. For a public library with a service area population of 26,000, these are the guidelines.

	<u>Minimum</u>	<u>Enhanced</u>	<u>Outstanding</u>
FTE Staffing Levels	7.0	9.5	18.5

Currently, the FTE staff number is 7.13 and just reaches the minimum recommendation.

It needs to be noted that two circumstances for the Cloquet Public Library especially have a major impact on staffing needs and adequacy.

- The library continues to experience a very strong level of use. It not only serves area residents but plays an important role as a major partner and provider in interlibrary loan of materials.
- The services of the library attracts “customers” who reside a considerable distance from Cloquet and which adds to the demand for staff assistance.

Library's Interior Design and Layout Compared to Recommended Design Principles

1. A Single Floor, Ground Level Access Building. It should be possible to enter at street level through a single public entrance which is highly visible and well-situated to general activity within the library area and has convenient access to parking.

For most effective use by the staff and service to the public, regulations regarding access by the handicapped requires that all space in a public building be made completely accessible to all users and staff.

For best functional design, no public library of less than 20,000 square feet should go beyond a single floor level. Even libraries up to 50,000 square feet are often designed without a second level.

Comment: The Cloquet Public Library satisfied this design principle exceedingly well.

2. Open, Flexible Floor Plan. To facilitate the arrangement of the library's activities and allow for any potential future rearrangement to accommodate new or expanded services, the library should be free of interior load-bearing walls and closely placed columns.

Comment: The Cloquet Public Library satisfied this design principle exceedingly well.

3. Adequate Floor Space. Adequate space for a library should contain the materials collection, adequate table and leisure seating and sufficient area for the staff to perform its public service function, as well as the behind-the-scenes responsibilities.

The building should allow for a reasonable amount of internal expansion, particularly in the collection area so that the accumulation of library materials will not force an arbitrary reduction of public reading areas or staff work areas.

Comment: The 12,000 square feet of the library, constructed in 1987, has served very well, allowing space for changes and growth of collections for the public. Shelving ranges and display units have now mostly attained functional, full capacities. The library is in the midst of a formal, collection weeding process.

The library's staff workroom is experiencing a level of congestion, and non-public storage spaces throughout the building are mostly full.

4. Logical Relationship of Functional Areas. The building should be planned and arranged so that functional areas of activities are properly related to one another for most intelligent use of the building by the public and most efficient use of the library staff, i.e., a small library building with the staff workroom on one floor and the main circulation service desk on another floor would result in poor utilization of staff.

Comment: Due to good planning prior to the building's construction in 1987, interior design continue to satisfy this principle. Over the life of the facility, more efficient services and economical operations have been the reward.

5. **Appealing Building Environment.** In both its interior and exterior appearance, the library should project an inviting and attractive atmosphere, should be well-lighted and be properly heated and cooled during changes of seasons.

The furnishings should be comfortable and attractive in appearance with sufficient balance between informal and study type seating.

Materials of which the building is constructed and finished should be attractive and easy to maintain.

Comment: The Cloquet Public Library meets this guideline very well. Interior spaces and the building's exterior are inviting, modern looking and well maintained. The library's foundation, with its partnership with the City of Eloquent, has been a critical factor in this effort and success.

6. **Potential for Future Building Expansion.** While the immediate need to expand may not be apparent, future needs and community growth may require a building expansion. Easy on-site expansion of at least 50% of the library building facility should be anticipated. Site selection and the design for a new facility should incorporate and evaluate the effective location of this expansion area. Any future expansion should be concentrated on the public service areas of the initial building.

Comment: The library's interior layout and the site are conducive to a potential expansion of physical space. Again, initial planning, twenty seven years ago, has created this favorable environment for any needed expansion.

One of the goals of this present study is to assess the need for an expansion of the library. See report, Evaluation of Need for an Expansion of the Library.

Concluding Comment

The Cloquet Public Library generally satisfies these important guidelines to a strong degree.

Space Needs Worksheet

As another evaluation of the library's current use of space and its ability to accommodate collections, seating, and other operational functions, the space needs worksheet provided in the Wisconsin's Public Library Space Needs: A Planning Outline/2009 is included here. Though intended to be the starting point in planning a new or renovated public library, it does serve, for the Cloquet Public Library's space needs assessment, as a secondary check to see if overall building size and spaces are generally adequate.

From use of this evaluation tool, the library's current space size of 12,000 square feet is not adequate for current services and capacities. The planning worksheet results in approximately 16,000 square feet necessary for building size after the various capacities and figures have been inserted. It does take into account the identified space need of a substantially larger meeting room.

COLLECTION SPACE

51,000	volumes to house at	13	vol./sq.ft.	3,923	sq.ft.
181	magazine display at	1	sq.ft./title	181	sq.ft.
150	magazine backfile at	0.5	sq.ft./title/yr. held	150	sq.ft.
5,665	nonprint items to house at	13	items/sq.ft.	436	sq.ft.
20	public access computers at	35	sq.ft. per station	700	sq.ft.

READER SEATING SPACE

76	reader seats at	30	sq.ft. per seat	2,280	sq.ft.
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STAFF WORK SPACE

12	staff workstations at	125	sq.ft. per station	1,500	sq.ft.
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MEETING ROOM SPACE (See notes 1 through 4)

50	multi-purpose seats	10	sq.ft. per seat	600	sq.ft.
10	conference room seats	30	sq.ft. per seat	300	sq.ft.
0	storytime seats	0	sq.ft. per seat	0	sq.ft.
0	computer training lab seats	0	sq.ft. per seat	0	sq.ft.

SPECIAL USE SPACE

calculated at 12% of gross building area	1,918	sq.ft.
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NONASSIGNABLE SPACE

calculated at 25% of gross building area	3,996	sq.ft.
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SPECIAL ALLOWANCES

Cold Storage Room 45 sq.ft.

GROSS AREA NEEDED

16,029 sq.ft.

Staff Workroom Assessment

The Cloquet Public Library's staff workroom is the most congested space in the building. Review of blueprints show 850 square feet available, which, for the purpose of this particular evaluation, includes the storage closet, initially intended to be a book return closet. It does not include the staff entry vestibule or the cold storage room, only accessible from outside of the building.

As a starting point for assessment, the following table lists the various components in the room – evaluations, shelving and other forms of storage units. Based on the guidelines from *Building Blocks for Planning Functional Library Space* (an American Library Association publication), The Scarecrow Press, Inc., 2001, recommended square feet for each of these items/areas are shown. In a couple of instances where a room element is not exactly covered by the guidelines, the Consulting Librarian has assigned square footage based on his experience with using this approach in other library planning projects. Square footage for each element in the workroom include functional space for staff members assess or use.

<u>Public Workstation</u>	<u>Square Feet</u>	
Adult Services – Computers (Shared station for use of MS Publisher)	65	
Periodicals Processing – Computers	65	
Children's Services and Material Processing Computers and Typewriter	100	
Statistics/Interlibrary Loan – Computers	65	
Processing Periodic Use	<u>50</u>	345
 <u>Work Counters/Equipment</u>		
Materials Check-in and Public Printing Oversight - includes two computers, receipt printer and also staff mail/messages unit	60	
Mail and Calendar Work with computers and postage meter. Additional building security monitor. Two paper cutters.	5	
Counter with storage	11' d x 2' d below	50
Cataloging Counter with cabinet storage	55" l x 25" d	50
Copier Station	30" x 30"	<u>60</u> 295

Storage Units

Counter storage with delivery boxes below	140" l x 14" d	35	
Enclosed (floor to ceiling) Cabinets	126" w x 2' d	50	
Wood storage unit for bookmarks, etc.	32" d x 12" d	10	
Staff Lockers	3' x x 76" d	10	
Coat Cabinet	4' w x 22" d	<u>10</u>	115

Open Shelving

Children's items/miscellaneous	3 DF units @ 20 sq.ft. each	60	
Children's items/processing	3 DF units @ 20 sq.ft. each	<u>60</u>	120
<u>File Cabinets</u>	3 – 4 drawer units @ 15 sq.ft. each		45

<u>Book Trucks</u>	3 @ 10 sq.ft. each		30
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<u>Storage Closet</u> (safe, art prints, equipment)			<u>15</u>
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965

Comment

Current available space is 115 square feet short of recommended space for the furnishings and activities in the room

Parking Conditions

A critical factor in successful provision of public library services and in achieving optimal use of this community services is adequate and functional parking opportunity. Therefore, assessment of adequacy is included in this report.

Recommended Parking Environment

The general, successful planning formula for public library purposes recommends three (3) to five (5) parking spaces per 1,000 square feet of library building size. For new library construction, expansion projects, and renovation of another building for the community’s library services, these spaces primarily occur in an off-street parking lot with good proximity to the building’s public entrance. The public library's size is approximately 12,000 square feet.

For a public library of 12,000 square feet, the number of recommended parking spaces would be thirty-six (36) to sixty (60).

City of Cloquet zoning regulations stipulate one (1) off-street parking space for every 300 square feet of building floor space.

For a 12,000 square foot public library, a minimum of forty (40) spaces is required.

A critical factor in successful provision of public library services and in achieving optimal use of this community service is adequate and functional parking opportunity.

Current Parking Spaces

Off-street (Library Lot)

For Public	53	
ADA	3	
For Library Staff	4	60

Street – For Public

Concord Ave. (north) (Limited access during the day – school district building across street from the library.)	3	
Selmser Ave. (south) (Residents in homes also use these spaces.)	4 – 6	
14 th St. (west) (somewhat distant)	10 – 12	17 - 21
Off-street and Street Spaces Total		77 – 81

Comment

The very good parking conditions for this public library serve library users well and is likely an important factor in drawing also non-city residents to the facility.

Evaluation of Potential Interior Space Changes

The community's public library, constructed in 1987, is fast approaching the end of three decades of services and use. Due to initial space and site planning, it remains a very functional facility, in most regards, and its interior design with strong upgrades of finishes and mechanical systems would draw the envy of numerous libraries in Minnesota and elsewhere.

Due to changing and new services and also patterns of use by the public, it is very common for public libraries of similar age to experience some space and service imitations and also a degree of building congestion. Based on the library's new Strategic Plan, the survey and interviews of library staff, the 2012 Customer Satisfaction Survey, conducted by the library, and the Consulting Librarian's review checklist of building spaces and design systems, this report section collates, as much as possible, this substantial body of information in order to identify and evaluate the various requests or need for more or better space in the existing facility. Major interior changes are addressed first.

Creation of Additional, Dedicated Areas

Substantial expansion of meeting space for the public and library programming.

An arts/exhibits gallery.

Coffee nook or cafe.

Child-size restroom.

Space in children's area for on-going programs, crafts, and "play."

Larger teen area.

More work space for staff members both in public and non-public portions of the building.

Non-public storage to serve staff operations and to store miscellaneous equipment and book sale items.

Evaluation Comment

Achievement of these potential functions can not be satisfied, in any meaningful manner, without an expansion of the building, including a renovation of existing space. As an example, a small coffee corner or nook could be added but even this would require that some other existing space or interior function be reduced or eliminated. A larger community meeting room would require considerable square feet and can not be relocated in the existing building.

As another example, more work space and storage for library staff operations is not easily attained by shifting things around. Initial building design included a good degree of storage

opportunity plus the book return closet was converted to storage use a long time ago. Calculations shown in report section Staff Workroom Assessment indicate that a modest expansion of square footage would be beneficial for operations.

More children's resources, expansion of non-print resources, lower shelving units for younger children's books, and elimination of use of top and bottom shelves to display and store adult books.

All of these changes to shelving numbers or style would combine to require more floor space unless collections sizes were reduced or selected seating eliminated. Although it might be tempting to consider closer placement of shelving ranges particularly for the adult, print collections, such a major adjustment does not result in a major gain of floor space and, overall, increases the feeling of “congested” conditions.

Addition of single-face shelving units at the west wall of the adult collection space.

Four or five shelving units could be installed at this wall to increase collection capacities or to reduce to congestion in existing double-face units. Aisle space would still meet recommended width. Each unit could have 5 shelves, rather than 6 or 7, so that shelves are easily accessible to the public and staff. 24 items per shelf, leaving some room for face-out display of selected titles would allow storage of approximately 500 to 600 items in this added shelving. This extra shelving capacity, along with the current collection weeding project, would help to reduce the use of the lowest and highest shelves throughout the adult collections area.

Overall Relocation of Interior Spaces and Functions

Although, the Consulting Librarian's experience includes numerous, major renovation of existing interior library space, this has occurred primarily with facilities which were initially inadequately planned. This is not the situation for the Cloquet Public Library. Without extensive focus, including the assistance of schematic sketches to review various scenarios, no great benefit seems to come forward from a major movement of interior spaces. The children's area is well-located and all building spaces have good relationship. In addition, collection shelving remains the predominant use of all space, and it is doubtful that those areas can be reduced in size or relocated in a functional manner.

Other Space Needs or Requests

Updating of current restrooms, public and for staff.

These facilities could be relatively easily be renovated but doing so would not increase occupancy. A substantially larger library meeting room might require a second set of public restrooms.

Arrangement of Collections

The Cloquet Public Library has a wide variety of collection types and genres for people of all ages to use and enjoy. Possibly more collection subdivision or genre separation were requested in the information reviewed. The complication, not easily remedied, is this environment can make it more difficult for library users and staff members to track down a specific title, for example, when the same author may have works in more than one collection location. Since the library is a major supplier of requested titles at other libraries, considerable shelf searching may be involved.

Some libraries have moved to an inter-shelving of print and non-print resources which encourages the activity of browsing and self-discovery. It is a major step or change, and library staff members would need to evaluate the overall impact on library operations.

Library Expansion: A Review of the Issues

Building Expansion Scenario

From review of available blueprints and assistance from Al Cottingham, City of Cloquet Planner/Zoning Administrator, preliminary evaluation indicates the potential for a south-side addition to the present facility of approximately 7,000 square feet. Expanded building would have a size of 19,000 square feet. See Appendix C for the blueprints' site plan.

Additional study by city and library officials would need to occur in order to insure that the expansion of the building and its parking lot meets code requirements. Location of additional parking spaces would require assessment also.

The current library parking lot provides 60 spaces for the current facility of 12,000 square feet, which exceeds current city code regulations. 12,000 sq. ft. divided by 300 sq. ft. (one (1) space per 300 sq. ft. of floor space) results in a figure of 40 parking spaces.

For an expanded library of 19,000 sq. ft., 63 spaces would be required (19,000 sq. ft. divided by 300 sq. ft. = 63.3 spaces). The three to four additional off-street spaces could possibly occur just off of Selsmer Ave. in front of the expanded building..

Any further consideration of an expansion of the current facility should involve the development of a detailed library expansion and renovation program which would provide the necessary information to determine more exactly the final building size, to finalize the design and capacities of all functional spaces, and to present to a qualified architect to guide his or her firm's development of schematic sketches. Schematic design phase would be another opportunity to assess the adequacy of space to be provided.

It needs to be noted that an expansion project goes far beyond just adding square footage to an existing building. Such a project usually requires extensive renovation of existing space and quite often a relocation of the entrance for the public.

APPENDICES

Appendix A

Tabulation of Survey of the Library's Staff Members

Tabulation of Responses

March 2014

Figure in parenthesis () shows number of multiple responses.

1. Identify the strengths of the current library's spaces and services.

Building Spaces/Design

Open/flexible space (2)
- open, large area for children (2)

Good location of things, including service desks (2)
- good sight lines except to Teen Area

Single level design

High ceiling

Efficient front desk

Services

PC area with good number of stations (4)
- WiFi available

Self check-out station

Interlibrary Loan service (2)

Meeting and conference rooms (2)
- could be more or bigger

Large selection of books & DVDs

Wide range of services, including Web page

Reference Service

2. For the overall, existing library spaces, what are the most serious physical limitations or issues?

Larger, more meeting space needed (3)

Crowded staff workroom (4)
- sharing of workstation is an issue

More plug-ins for PC use, especially “up front”

Separation of teen area

Public restrooms could be updated

More space for quiet study, PC use and group work (2)

Shelving issues
- use of bottom and top shelves
- congested shelving units in non-fiction area
- children's stacks are too high
- new media shelves are too high
- more units needed in some area, including more bins for picture books or better method of picture book storage and display

3. In your primary work area, what are the space issues or limitations which affect your ability to provide effective and efficient services to the public?

Circulation Desk

More space for public and staff members (5)

- more shelves for holds
- more space at back counters

Staff Workroom

Inadequate space for number of workers (5)

- sharing of desks
- limited people paths
- lack of privacy
- better telephone access
- must move staff to use a PC

Need receipt printer at work desk

Children's Area/Desk

Better storage for book sale items

CD's shelved by genre, thus some artists are in more than one genre (location)

Director's Office

Work desk – lacks good function for PC use and good ergonomics

Lacks adequate file storage for both current and archival needs

4. What services, collections or spaces do library users say they want expanded or added?

Spaces

Quiet study or PC-use space or rooms (4)

- places for tutoring or small group sessions

Larger meeting room

Adult PC stations with view to Children's Area

Larger play space in Children's Area

Larger Teen Area with noise control (dampening)

Collections

Child-friendly shelving

More audio books

More genre subdivision of fiction (horror)

Christian, historical fiction

Services

Training on computer use

5. What do members of the public comment upon most frequently concerning the library's physical space and conditions?

General

Attractive (nice, beautiful) facility (6)

Given space available, public feels we have a lot of materials

Public doesn't realize or see space constraints

Tendency for low temperatures year round

Needs

Noise conditions (4)

- carries easily
- children's and teen's noise
- teen area is too close to adult area

More study areas and private (quest) rooms (3)

Children's Area

Locating specific books in children's collections (2)

6. What other comments do you have which might assist in the conduct of this space needs assessment?

- Try for relocation of things (3)
 - for more space
 - to separate adult and teen areas (locate at building corners?)
 - to facilitate passive programming
- Evaluate use of west wall for shelving units
- Assess number of shelving categories, especially in Children's Area
- Doll house – too high for younger kids' interaction and remote from play area
- Consider adding a puppet stage to Children's Area
- Try for permanent kids' craft table
- Better storage facilities for example two times a year book sale items

Appendix B

Public Seating

		<u>Seats</u>	
Periodicals Area			
Lounge		4	
At Tables			
2 – 6-place tables	12		
3 – 2-place tables	<u>6</u>	18	
Miscellaneous – 1 person		<u>9</u>	31
General – Adult/Student Seating			
1 – 4-place table	4		
Miscellaneous – 1 person (at end of ranges)	<u>3</u>		7
Teen Area			
1 – 6-place table	6		
1 – 4-place booth	4		
1 – bean bag (large)	1		
Miscellaneous – 1 person	<u>2</u>		13
Children's Area			
3 – 4-place tables (low)	12		
Lounge	3		
Rockers	2		
Bench Seat	<u>1</u>		18

Special Rooms (adults/students)

3 PC/Internet	3		
1 MF Digital Reader/Printer	<u>1</u>		4

PC/Internet Stations

Adult	9		
Teen	3		
Children			
Literacy Activities	4		
Educational Game	<u>1</u>		17

Public Access Catalogs (PAC's)

Adult Area	4		
Children's Area	<u>1</u>	5	
Check-out Station – self service		<u>1</u>	<u>6</u>
Total of All Public Seating/Stations			96

Group Seating

Conference Room			10
Meeting Room			<u>50</u>
Total			60

Appendix C

Library Site Plan