LIBRARY
PALO ALTO CITY

Library Service Model
Analysis and Recommendations

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Library Advisory Commission

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Library Service Model Analysis and Recommendations

Section 1 – Report Recommendations

<u>Background</u>

In December 2004 the Palo Alto City Council directed the Library Advisory Commission to *"recommend a strategy for creating a full-service library at the existing or another site; a strategy to include maintaining neighborhood facilities and distributed services; to maintain collection services; and to direct the LAC to recommend a redefinition of branch services."*

The Library Advisory Commission's (LAC) recommended strategy, presented to the Council in this ***Library Service Model Analysis and Recommendations*** (LSMAR) report, is based on community input and research into library trends, and takes into account Palo Alto's unique needs and current economic realities. It responds to the Council's 2004 directives in the following ways:

...create a full-service library at the existing or another site
- Upgrade Mitchell Park Library to a full service library. Given the severe overcrowding of this branch and the large geographic area it serves, and the historic nature of Main, which makes the building problematic to expand, this was determined to be the most logical site.
- Define full-service to include services offered at other Palo Alto Library locations but not to include all services that a public library might offer – for example, do not include a technology lab, a homework center, or an exhibit/gallery area.
- Maintain the Main Library at current service level with the additional designation as the center for reference and research, and where the Palo Alto historical collection will continue to reside.

... improve neighborhood facilities and distributed services
- Improve all existing facilities; and
- Distribute services through expanded outreach partnerships and web-based services.

...enhance collection services
- Obtain more copies of high-demand materials;
- Weed current collection;
- Improve access to collections by displaying materials more effectively and decreasing crowding; and
- Improve access to the collections of other libraries for PACL cardholders (through Link+ or similar resource-sharing program).

...recommend a redefinition of branch services
- Improve access by increasing hours and working towards greater uniformity of hours across branches;

- Provide high-interest, high-demand materials at smaller branch libraries to increase usage;
- Improve collections across branch system, and establish comprehensive core collections at Main and Mitchell Park Libraries;
- Staff smaller branches with technical staff and phone and Internet access to librarians at Main Library; and
- Continue to be open to community interest in a shared service point, with a school or other entity in southwest Palo Alto.

The Library Advisory Commission presented a draft of their report and recommendations to the City Council on May 15, 2006. After reviewing the report, hearing from the public, and questioning commissioners about elements of the proposed plan, the Council voted unanimously to give the following direction to the Commission.

The Council conceptually approved the following parameters for the LAC's work.

- Maintain all current library locations;
- Expand and/or improve access to services and collections and seek technological and other efficiencies; and
- Upgrade Mitchell Park library services from branch library resource levels without downgrading the Main Library.

The Council stated that existing general fund revenues shall not grow (other than inflation etc.) to cover the library, but rather, the additional required funding for non-capital and operating costs should come from a parcel tax or another source.

The Council directed the LAC and staff to complete the following work by the end of November 2006:

- Determine methods to reduce operating costs;
- Determine how big Mitchell Park Library would need to be;
- Determine facilities growth requirements (if any) at other libraries;
- Be explicit about service levels at Main; that the Main Library will continue to serve adults, teens and children;
- Maintain 4th and 5th grade services at Children's Library;
- Prepare preliminary cost models/projections/estimates for capital and staffing needs;
- Develop scaled versions of the recommendations with costs;
- Identify strategy and funding for increasing collections;
- Provide more analysis of strategies related to City/School partnerships; and
- Outline what would need to happen at the libraries if no funding for the recommendations can be approved.

On October 23, 2006 the Council approved a draft outline for the LAC's final report and agreed to delay two of the directives identified at their May 15 meeting until after the City Auditor's report is completed in Spring 2007:

- Determine methods to reduce operating costs; and

- Outline what would need to happen at the libraries if no funding for the recommendation can be approved.

<u>Statement of Need</u>

In recent years Palo Alto has failed to adequately invest in its libraries to maintain them as vibrant community destinations capable of meeting current and anticipated future demand. While population and usage have increased and diversified over time, operating expenditures have remained relatively constant, with the exception of salary and benefit increases. With the exception of Children's Library, the near miss of Measure D in 2002 set the City further behind in addressing aging infrastructure, and flat operational funding has meant little time for innovation in programming. While the Palo Alto City Library has an adequate collection for a medium-sized library, essential duplication across branches means less breadth than a collection might otherwise have and popular items have long wait lists. In addition, the existing collection is not properly housed or displayed and in many cases exceeds standards for shelving capacity. Staffing shortfalls and aging facilities require staff to focus on basic operation and facility problems with little time left for the breadth of services libraries should deliver.

To keep pace with regional standards, by 2030 the Palo Alto City Library will require approximately 70,000 new items, 90 more seats, 35 more computers, and dedicated space for group study and programs. With the exception of Children's Library, all library facilities need to be upgraded to improve appeal, efficiency, and accessibility. As the only library south of Oregon Expressway, Mitchell Park Library is the most substandard given its high use and circulation rates.

While it is impossible to predict the future with certainty, there are some clear and compelling demographic indicators that guide library improvements including an aging population and Palo Alto's continued status as a destination location for families. Palo Alto's population is expected to grow to 80,000 by the year 2030. Moreover in that same time period, Palo Alto's population of older adults (55 and above) could more than double to over 36,000. This population is expected to be increasingly Asian and, to a lesser extent, Latino. The recent white paper on the *Impact of the Aging Baby Boom Population on Palo Alto's Social and Community Services* indicates that 76% of those surveyed plan to stay in or near Palo Alto when they retire. These Baby Boomers are strong library users, want neighborhood-based services that enable them to stay in their homes and avoid isolation, and seek new programming. In addition, PAUSD high growth projections indicate that the public school population could grow by as much as 1,500 additional students by 2010. Given current housing development, it is expected that the highest percentage of population growth in the City will occur south of Oregon Expressway.

To meet demands, the Library must be upgraded to fit users' lifestyles, needs, and interests. Libraries must remain a core component of community sustainability – places where individuals can access and share technology and information. Facilities need to be upgraded and adapted to provide a variety of flexible spaces that serve the many types of uses made in modern libraries. The Library needs to more actively work with community partners and volunteers to provide a more vibrant adult and youth program including developing collections and technology that adapt new models for service delivery, accessibility, and ability to meet learning needs.

Vision for the Palo Alto City Library

The Palo Alto City Library is one of Palo Alto's essential community institutions. It provides a distinctive place where all residents have the right and the opportunity to query, congregate, research, dream and self-educate without question of personal motive, race, age, gender or physical challenge. The following recommendations will help forge a path toward the creation of Palo Alto's "library of tomorrow", an institution that will:

- Boldly address community needs through the provision of collection and services that meet leading edge standards for content, access and connectivity;
- Efficiently and effectively serve all ages and support life-long learning with a well-supported staff, expanded partnerships, and a vibrant volunteer program.
- Provide safe and inviting facilities with flexible spaces that accommodate growth and include areas for quiet study and reflection, small and large group meetings, and delivery of neighborhood programs and services.

The recommendations are based on the following fundamental ideas:

- Branches are important. We are starting with the existing five locations and defining what needs to be done to each one to build the best overall Library.
- Collections need to be bigger, better and more current. Collections go beyond books and media.
- Hours need to be increased and more uniform across branches.
- The Library needs more space for expanded collections and different library uses.
- The Library needs a staffing plan that will meet changing needs and demographics.
- Successful youth program areas and services will require a stronger partnership with the schools.
- Palo Altans want seamless access to other libraries' collections with their Palo Alto Library cards.
- The Library must be able to scale-in appropriate technology.
- People value the library as a place, so all facilities need to be renovated. At Mitchell Park, cosmetic improvements will not be sufficient. Only a substantial expansion and upgrade will provide the required space for enhanced services.
- Flexibility in all areas (such as staffing, collections, physical space and technology) is important to meet future program and service innovations.

Five libraries comprise the Palo Alto City Library, each with a specific focus that supports an overall system of excellence. It would be costly and inefficient to extensively duplicate services among the five branches, and the LAC recognizes that "we can't do everything everywhere," so this vision defines roles for each library, emphasizing existing roles and strengths of the respective locations that together comprise a strong and dynamic library system. At the same time, the vision recognizes community support for strong library collections at each location.

THE MITCHELL PARK LIBRARY serves adults, teens, and children and houses a comprehensive collection of materials for all ages.

- The building features space for a 50-100% bigger collection (120,000-150,000 items).
- The building has flexible spaces that can change to meet evolving technology and community needs.
- The building houses services for all ages, including areas for children and teen materials, quiet study, and small group study. There are ample computers for public use. There is at least one flexible program room.
- Safe bike and pedestrian access and adequate parking are provided. Traffic circulation issues are resolved.
- The building has sufficient space for a return area and automated materials handling technologies.
- A Friends of the Library-sponsored and operated store near the entrance offers used books, gifts, and supplies. Proceeds are used to enhance library services and programs.
- A small cafe, operated by a concessionaire, may be featured at this location depending on space availability.
- The building may include space for administrative and technical services staff.
- In the event that the preferred plan for a new Mitchell Park might require the existing Mitchell Park Community Center to be razed, a cooperative agreement with the Community Services Department (CSD) will be established. In this case, a shared space for programs and events, for use by the Library and CSD, will be an integral part of this building.
- Performance measures for Mitchell Park Library are customer satisfaction, circulation, visitor count, reference questions and readers advisory inquiries satisfactorily answered, program attendance, meeting/program use by community groups, and intra-system holds successfully filled.

It is recommended that the proposed facility be placed somewhere on the site now occupied by the current Mitchell Park Library, the community center, and immediate adjacent parking lots, and that it not encroach into the area that is dedicated parkland (including the tennis courts).

THE MAIN LIBRARY serves adults, teens and children and houses a comprehensive collection of materials. The Library system's Reference and Research Center is found here, including civic information, with specially trained staff to assist customers with in-depth reference needs.

- Quiet study and group study areas are available, including for use by young people.
- There are areas and collections for teens and adults, and a small children's collection.
- There are ample computers for public use.
- Operated in cooperation with the Palo Alto Historical Association (PAHA), the Guy Miller archives and Palo Alto history collection are available to the public here. There is a method of providing temperature and humidity control for fragile historic documents. There is space for the local history collection to grow with at least one

display case for exhibits. A PAHA archivist/historian staffs this area, and docents cooperatively trained by PAHA and PACL assist students and researchers in using this special collection.

- This distinctive Edward Durrell Stone designed building is renovated in keeping with its historic significance and upgraded and maintained to support future needs.
- A small café, operated by a concessionaire, may be included if space permits.
- Performance measures for the Main Library are customer satisfaction, circulation, visitor count, reference and readers advisory inquiries satisfactorily answered, and program attendance.

THE CHILDREN'S LIBRARY, Palo Alto's heritage library, introduces children through 5th grade to the joy of books and reading.

- The Birge Clark-designed Children's Library preserves the historic nature of this facility and allows customers to step back in time to a quieter, simpler environment. The focus here is on the wonders of children's literature and the magic of the Secret Garden.
- The primary clientele is children through the 5th grade and the adults who accompany them.
- Staff is expert in children's literature and this branch serves as a center for childhood literature.
- Currently being renovated and expanded, this historic building is carefully maintained.
- Performance measures for the Children's Library are customer satisfaction, circulation, visitor count, reference and readers advisory inquiries satisfactorily answered, and program attendance.

THE COLLEGE TERRACE BRANCH AND DOWNTOWN LIBRARIES offer comfort, convenience and community for their distinct neighborhoods and surrounding businesses, as well as customers from across the community

- Both locations feature collections for adults and young people.
- In addition to books for adults, there is a mix of classic and new children's titles, and a variety of media for all ages.
- Customers can choose study-style or lounge style seating for reading and visiting with neighbors.
- There are study tables for students and others needing a place to work.
- There are computers for public use.
- The Downtown Branch has a small group study room.
- Performance measures for these branch libraries are customer satisfaction, visitor counts, circulation, and children's program attendance.

THE VIRTUAL BRANCH brings together the Library's varied digital materials, such as downloadable books and commercial databases, along with resource sharing opportunities such as Link+, and other online services, and presents them through the portal of the Library website, providing 24/7 library service including:

- Continued access to intrasystem delivery and online reference materials;

- Access to Link+ or a similar resource sharing program;
- Online registration for library cards;
- Podcast storytimes and other downloadable programs and data;
- RSS feeds (RSS refers to a family of web feed formats used for Web syndication, used by (among other things) news websites, weblogs and podcasting;
- Online workshops and training;
- Reference assistance by email and Instant Messaging (IM); and
- Development of a library blog.

A RANGE OF COMMUNITY OUTREACH SERVICES extends the library beyond the bricks and mortar facilities.

- Staff and volunteers bring materials and programs to those people who have trouble reaching library locations, such as those who live in senior residences and nursing homes, or children in preschools and child care centers. This includes a major expansion of the Operation Homebound service staffed by volunteers.
- Partnerships with schools, community non-profit organizations, and other groups are explored and nurtured, bringing the library more broadly into the community.
- Outreach Services sponsor library participation in high visibility events and activities such as the Chili Cook Off, the Arts Festival, and Stanford Community Day.
- Educational and informational programs are offered for service clubs, neighborhoods, and schools.

Recommendations

Collections

Improving the Library's collection and improving access to this collection are high priorities. This requires funding for staffing associated with weeding, cataloging, and processing and additional funds for materials and shelving where needed. Additional space will be required to increase the collection and display materials in bookstore style to promote browsing and circulation. In addition, more efficient deliveries (including weekend deliveries) among branches, based on use patterns, will improve accessibility of materials both from home and each branch and put them into the hands of customers faster.

Innovations in collections management and technology will be leveraged whenever feasible to improve access for every branch. This will include joining a resource-sharing consortium such as Link+.

Mitchell Park and *Main Libraries* house the two most comprehensive collections in the library system to accommodate the diverse tastes, reading levels, languages, and interests of users of all ages. Both branches serve the community as a whole and serve as a resource for the smaller facilities, including filling holds at these locations. The Main Library continues to be the center for local history, reference, and research.

Children's, College Terrace, and Downtown Libraries meet the needs of their users. Staff regularly evaluates the interests and needs of the actual and potential library clients so

that each library has a collection reflecting the community it serves. Children's Library provides the most in-depth collection for children through 5th grade. High circulating titles are emphasized at College Terrace and Downtown branches. In addition:

Children's serves young people through 5th grade. Books are emphasized over media. The building's small size, even after the expansion, requires collections focused on meeting the needs of users.

College Terrace and Downtown Libraries provide materials of interest to the local community, including a representative collection for youth. Collections are regularly refreshed.
- Paperbacks remain for the exclusive use of customers at this location.
- Reference help continues to be available by phone and online and is supplemented by reference databases available through the library website.
- Newspapers and general interest magazines are available.

The Digital Collection includes downloadable print and audio books, web-based databases, and other digital information resources.

- This collection is more aggressively developed.
- The budget for these materials allows for experimentation with new formats.
- A way to provide media downloadable to iPods is secured when Apple makes this capability available for application in public libraries.
- Collaboration with PAUSD exists towards the goal of providing alternatives to print materials (e.g. materials for students with learning difficulties).

Programs and Services

Library programs and services are enhanced across the library system towards the goal of building community and supporting literacy and lifelong learning. Special emphasis is given to programming focused on early childhood learning, the educational growth of youth, and services that meet the needs of Baby Boomers. There is greater emphasis on programmatic partnerships with child-care facilities, senior centers, and Palo Alto Unified School District to meet defined needs in the schools, in branch libraries, or in other community locations.

Mitchell Park: Trained staff is available to help people find what they need. A variety of services and programs are offered to children, teens, and adults.

For children:
- Twice-per-week toddler storytimes
- Once-per-week preschool storytimes
- Once-per-week baby storytimes
- Weekday after school programs for elementary school age children (one per month)
- Weekday evening programs for children and families (three per month)
- Summer reading program and other reading incentive programs
- Homework assistance

For teens:
- A safe place to study and learn
- Speakers and events (one bi-monthly)
- Summer reading program, book discussions, and other activities
- Resources for homework assistance

For adults and families:
- Author visits or other literary or cultural programs (one bi-monthly)

Main Library: Trained staff is available to help people find what they need, including skilled and experienced reference librarians who are ready to help students, scholars and others with in-depth or complex information needs. Reference staff is also available via email and phone, to remote customers at home, work or school, or in other library branches.

For families:
- Once-per-week family storytimes (volunteer-presented, coordinated by staff)

For teens:
- A safe place to study and learn
- Speakers and events (One bi-monthly)
- Summer reading program, book discussions and other activities
- Resources for homework assistance

For adults:
- Adult Speaker Programs and/or workshops on using online databases, getting the most out of the library catalog, using commercial databases, and presentations on the special collections and resources in neighboring libraries, such as Stanford's Green Library, the Health Library, the County Law Library, etc. (One bi-monthly)
- Local history programs are offered in partnership with the Palo Alto Historical Association.

Children's Library
- Trained staff members who have particular expertise in the area of children's literature are available to help children, parents, and teachers.
- Twice-per-week toddler storytimes
- Once-per-week preschool storytimes
- Once-per-week baby storytimes
- Weekday evening programs for children and families (One per month).
- Homework assistance
- Summer reading program for youth

College Terrace Library
- Trained staff is available to help people find what they need and access system-wide resources effectively.
- Once-per-week family program(volunteer-presented, coordinated by staff)
- Summer reading program for youth
- Neighborhood driven activities for adults

Downtown Library
- Trained staff is available to help people find what they need and access system-wide resources effectively.
- Once-per-week family programs (volunteer-presented, coordinated by staff)
- Summer reading program for youth.

Outreach: The Library operates a delivery van for outreach services to senior residences, schools, child care centers, special programs and events. It is painted with the City and Library logos, making it a mobile billboard for library services.

City/School Partnerships: PACL builds on existing partnerships with PAUSD to provide seamless library services to students in support of their educational needs. Enhanced partnerships enable both institutions to improve delivery of library services and, in some cases, improve efficiencies. With the support of City Council and the School Board, stronger collaborations are developed in the areas of:
- Collections
- Technology
- Programs
- Facilities
- Staffing

Hours of Service

All branches provide hours that are convenient to customers' busy lives, including more evening and weekend hours. Hours are standardized across the system where possible to make it easier for people to remember opening and closing times. Additional staff time will be required for current hours and to augment library hours of operation. Hours of service could be phased in, in order to reduce the number of new staff positions.

	Proposed:	Current:
Mitchell Park		
Monday	10am to 9pm	11am-9pm
Tuesday-Wednesday	10am to 9pm	same
Thursday	12noon to 9pm	12noon-6pm
Friday-Saturday	10am to 6pm	same
Sunday	1pm to 5pm	same

Total proposed hours: 62 - gain of 4 hours per week

	Proposed:	Current:
Main		
Monday-Wednesday	10am to 9pm	same
Thursday	12noon to 9pm	same
Friday-Saturday	10am to 6pm	same
Sunday	1pm to 5pm	same

Total proposed hours: 62 - no gain in hours

Children's

Monday-Tuesday	10am to 6pm	10am-6pm
Wednesday	10am to 6pm	12noon-8pm
Thursday	12noon to 6pm	12noon-8pm
Friday	10am to 6pm	12noon-5pm
Saturday	10am to 6pm	10am to 5pm
Sunday	1pm to 5pm	same

Total proposed hours: 50 - gain of 2 hours per week

College Terrace

Monday	10am to 8pm	11am-6pm
Tuesday	closed	11am-6pm
Wednesday	10am to 8pm	11am-6pm
Thursday	12noon to 6pm	closed
Friday-Saturday	10am to 6pm	11am-6pm
Sunday	1pm to 5pm	closed

Total proposed hours: 46 - gain of 11 hours per week

Downtown

Monday	closed	same
Tuesday-Wednesday	10am to 8pm	11am-6pm
Thursday	12noon to 6pm	12noon-7pm
Friday-Saturday	10am to 6pm	11am-6pm
Sunday	1pm to 5pm	closed

Total proposed hours: 46 - gain of 11 hours per week

Altogether this represents an increase of 28 hours per week, for a total of 266 service hours per week once the Children's Library reopens.

Technology

Technology plays a key role in the delivery of library service and information, including providing the means to provide service to remote users of the Library. While it is hard to predict how fast things will change related to online access and digitized materials the Library should take advantage of innovations in technology wherever possible to increase accessibility and efficiency, and to connect the community to the Library. A core focus should be continuing to build the website as a virtual branch, offering online reference materials, online registration for library cards and e-commerce, podcast-storytimes and other downloadable data, RSS feeds, online workshops and training, reference assistance by Instant Messaging (IM), and a library blog.

It is recommended that the Library undertake a technology planning process to consider technology innovations that accommodate the future and puts processes in place to insure that the Library continues to adapt to new technologies as they become available. Recommended improvements that should be evaluated for incorporation into a multi-year plan include:

- Link+ or an equivalent resource sharing system.
- Increased number of desktop and/or loaner laptops to meet public needs at all facilities.
- The incorporation of e-commerce into library systems used by the public.
- Upgraded voice mail and telephone system.
- Videoconferencing between branches with live reference librarians.
- Incorporation of social networking tools to allow personalization of individuals' use of and participation in enhancing library service.
- A plan to introduce new system modules or functionalities such as media dispensing kiosks, or other future technologies.

Additionally, sufficient funds must be made available in the City's Technology Fund to ensure that future upgrades to equipment, and proprietary library systems and software are possible. All facility upgrades should include planning for adequate infrastructure support for new technologies. Training funds for technology staff should be enhanced.

Staffing

Staffing is the most essential component of the public library. Staff develops and presents the programs and services, evaluates them in light of changing needs, and assists the public in getting the most out of library resources. Existing staff will be reorganized, cross-trained, and redeployed to better meet the changing needs of library customers, such as proactive customer service, new reference models, technical processing, web-based services, and volunteer management. The restructured management staff will enable an Assistant Director for operations to be established. To insure libraries stay current, staff will participate in development and training including conferences, workshops, safety training, and updates on essential policies.

In order to upgrade programs and services, sufficient staffing will be needed in the following areas:

- Staffing for expanded service hours and programming including a higher focus on teen programs. Staff will also be required for an expanded Mitchell Park.
- Staffing to effectively support current and future technology including the website, catalog and commercial databases, and public computing. Staff should be trained and available to offer technical customer training and support within a defined program scope.
- Staff focused on community outreach and relations to insure that the Library cultivates effective partnerships, develops collaborative programs rendering service to seniors and homebound residents, promotes services and programs effectively, uses media well, and takes advantage of public speaking opportunities.
- Staff focused on expanded collaboration with Palo Alto Unified School District, such as shared programming, technology, database subscriptions, catalog, and training.
- Staff focused on more aggressive volunteer recruitment and placement, and to support the effective use of volunteers in new areas such as delivery of programs for youth and adults and technology services.

- Staff allocated for grant-writing and collaborative fund development with Friends of the Library and the Library Foundation.
- Staffing for expanded collections and more frequent inter-branch deliveries based on needs and use patterns.
- Staff for minor maintenance tasks and a higher level of custodial service.

Facilities

All library facilities are in need of updating and it is recommended that resources be allocated to insure:

- Implementation of Library components in the City of Palo Alto Infrastructure Management Plan (IMP);
- Completion of Library capital projects and needs outside the IMP; and
- A regular schedule of Library facility upgrades and maintenance.

Planned infrastructure improvements at the College Terrace, Mitchell Park, Main, and Downtown locations between 2007 and 2012 will provide much-needed upgrades to the mechanical and electrical systems, seismic retrofitting where necessary, and accessibility. The scope of these projects should be expanded to include updates to public and staff spaces in the form of fresh paint, carpeting, new furniture, better lighting, and improved shelving. Some operational space will likely be lost as full accessibility standards are implemented, requiring, for example, wider aisles and larger restrooms. This will vary from location to location, depending on the degree to which each facility complies with current accessibility codes.

Existing city funding does not support regular upgrades to library buildings, furnishings and fixtures. Therefore, it is recommended that a funding plan be developed so that each facility gets at least a minimal renovation every 15 years. A source of funding for new furniture, shelving, equipment, and minor repairs and improvements should be included in this plan. The Children's Library, Main Library, and College Terrace Branch Library are each historic buildings to different degrees. Each will need, and deserves, a higher level of maintenance and care than is currently received.

Specific Facility Needs

Mitchell Park: The Mitchell Park Library is the most overcrowded facility in the system, and needs significant infrastructure improvements. It is also poorly situated for pedestrian and vehicular access. The book return units require staff to wheel bins back and forth across the parking lot, and there is no drop-off/pick-up spot. The Commission has determined that building an expanded Mitchell Park Library is a top priority.

This facility needs to be sufficient to meet the needs of the entire south of Oregon Expressway area now and in the future. It must house expanded collections and the staffing that will make possible the requisite hours of service and programs. All spaces should be

designed with maximum flexibility in mind, so that the Library can adapt to changing community needs. Recommended features include:

- A facility built on the existing footprint of the current library or the current community center and library that is fully accessible and meets current and future program needs.
- The building is "green", reflects the architecture of the surrounding neighborhoods, and capitalizes on the natural setting of the park.
- Space is allocated for automated materials check-in and handling in order to achieve maximum efficiency in handling circulating materials.
- The children's area is adjacent to dedicated program space.
- The building includes adequate space for public services staff. During planning, the feasibility of locating administrative and/or Technical Services staff at this site is explored in order to improve operational efficiency and increase public space at the Downtown Branch.
- Bookstore-style display and merchandising are emphasized here.
- A Friends of the Palo Alto Library store is part of the design.
- The facility is well designed to improve customer access including: a pick-up and drop-off zone, sufficient parking, a loading area for inter-branch deliveries, and a convenient method to handle book returns.
- Pedestrian, cyclist, and vehicle access and parking, circulation, and safety problems are resolved by relocating sidewalks, walkways, and parking spaces.

Main Library: The Main Library should be renovated in keeping with its historic and architectural significance. Current work is underway to reduce the circulation and reference desks to free up floor space and improve traffic flow, create a new periodicals reading room, upgrade the public restrooms to meet accessibility standards, and reconfigure the staff workroom to move check-in operation of returned materials to the backroom. Additional upgrades are recommended to position the library to meeting current and future demands:
- Public restrooms are expanded and all areas of the building are made fully accessible.
- The building is scheduled to get air conditioning, a better air circulation system, and additional power outlets, but additional improvements should also be implemented, particularly lighting.
- Shelving and display furniture are upgraded as necessary.
- The system for handling returned materials is overhauled so that returns made curbside or inside the building move automatically to the sorting/check-in area.
- Adequate space is provided for quiet and group study as well as programs.
To optimize utilization of the Main Library, it is recommended that the Council assess providing additional public space at this location.

Children's: This library continues to serve the needs of children.
- There is special emphasis on this historic heritage library and its Secret Garden.
- Augmented funding for maintenance is in place once the building reopens in 2007-08.

College Terrace: This library remains a vibrant library and community/neighborhood gathering and meeting place. College Terrace is scheduled to receive a major systems upgrade and seismic retrofit.

- This building has great natural light. A renovation, including fresh paint, capitalizes on the ambience of the existing building.
- The facility is made fully accessible and computers are moved to the sides.
- Air conditioning, an improved heating system, and more electric outlets throughout the public area are installed.

Downtown: This library is a dynamic center for recreational and informational resources for the local community and the greater downtown area.

- The building is made fully accessible.
- The interior space is refreshed and brightened with new paint and better lighting.
- Electrical outlets are incorporated throughout the public areas. The patios are enhanced with lighting and electrical outlets.
- If administration and technical services functions are relocated to the Mitchell Park or Main Libraries, the recaptured space should be made into a multi-purpose area that could be used for programs, events, and meetings.

Section 2 - Analysis and Development of the LSMAR Report

Review of Library Advisory Commission's Planning Process

The Library Advisory Commission (LAC) was formed in 1999. Appointed by the City Council, the LAC consists of seven Palo Alto residents who serve three-year terms. The role of the Commission is to make recommendations to the Council on Library policy and budget matters.

The first task for the newly formed LAC was to review the Library Master Plan that had been presented to Council by staff. The response was the New Library Plan (NLP), presented to Council in 2000. The NLP called for maintaining six facilities: resource libraries at Main/Children's and Mitchell Park, and branch libraries at Terman Park, Downtown and College Terrace.

The Council endorsed the NLP in concept, which resulted in Measure D, a $49 million bond issue to renovate and expand the Children's Library and build a new Mitchell Park Library and Community Center. Renovation and expansion of Main were to be postponed. In November 2002 Measure D failed, receiving 61.5% of the vote with 66.7% needed to pass.

At a joint study session with the Council in September 2003, the LAC presented its Plan Status Report and Recommendations. This report discussed progress made on service upgrades and concluded that the city needed to downsize the Library in order to bring service levels in line with existing resources: specifically, it recommended retaining Main and Mitchell Park plus the Children's Library, and closing the Downtown Branch. (The Terman branch had been closed in July of that year when the middle school was re-opened.) The possibility of needing to close the College Terrace branch in the future was also posited. This plan was not supported by the Council or the community.

In February 2003 an anonymous donor started a fund to renovate and expand the Children's Library. In March 2004 the Council approved a partnership with the Library Foundation and FOPAL for this project.

In January 2004 three new members joined the LAC and in March 2004 a new Library Director was hired.

In November 2004 the new Director presented her assessment of the PACL, highlighting once again the imbalance between high service levels (hours of service per week, number of locations, number of collections) and available resources. She followed her assessment with recommendations to the Council in December of 2004 for bringing service levels in line with resources by establishing either the Main or Mitchell Park Libraries as Palo Alto's full-service library, maintaining the Children's Library, and turning over the College Terrace and Downtown Branches to other community uses while maintaining a library service element in each location, based on the needs of the surrounding neighborhood.

The Council rejected the Director's recommendations, and in December 2004 the LAC asked them to refer the matter of a long range plan to the Library Advisory Commission. The Council passed a motion that directed the LAC to "recommend a strategy for creating a full-service library at the existing or another site, a strategy to include maintaining neighborhood facilities and distributed services; to maintain collection services, and to direct the LAC to recommend a redefinition of branch services."

After discussing the parameters of the motion and exploring various approaches to the Council's direction, the Commission crafted a planning process reflecting widespread community input and active participation by Library stakeholder groups including the Friends of the Library and the Library Foundation. The Council agreed to fund a community survey as one data element in the plan. That survey was completed in January 2006.

This report, based on the input from the survey, community meetings, interviews with staff and other research, was developed in response to the Council directive.

City Council top three priorities for 2006. In January 2006, the City Council tentatively determined their top three priorities for the year, and the Library was included in these priorities under the heading of infrastructure. In March they agreed to remove the Library from the umbrella heading of infrastructure, and they directed the LAC to bring their recommendations back to the Council sooner than the planned presentation in June 2006. They also directed staff to put a Library tax measure on the same track as a bond issue to fund a new building to house the Police Department.

Community Survey

A key set of data for this plan is a community library survey. With the approval of the Council, the Library commissioned a random-sample survey of the community to assess priorities and preferences for library services and service delivery methods. The survey was conducted by Godbe Research of Half Moon Bay, California. Principals from Godbe conducted a town hall meeting in November of 2005 to solicit community input about the survey content and methodology. The questionnaire was developed by Godbe staff with input from three members of the Library Advisory Commission. The questionnaire was reviewed by a representative of the Palo Alto Library Foundation Board of Directors and two representatives of the Board of the Friends of the Palo Alto Library, and they each suggested revisions. The final report was received in early March 2006. The Godbe presentation can be found in Appendix D of this report.

At the outset of the survey project, Library Commissioners and staff and representatives from Godbe Research identified several research objectives for a community survey. Godbe was asked to:
- Gain better understand of library use, specifically which branch(es) of the PACL and other libraries residents use, and why
- Gauge user satisfaction with the PACL to understand better the Library's strengths and areas for improvement; and
- Gather feedback on potential programs, service delivery options and service configurations.

Godbe conducted approximately 600 interviews between January 9 and January 17, 2006, and each interview lasted approximately 18 minutes. Respondents were selected using random digit dialing (RDD), which randomly selects phone numbers from the active residential phone exchanges within Palo Alto. The maximum margin of error for all aggregate responses in the survey is between 2.47% and 4.11%. Questions were randomized to avoid the problem of systematic position bias. This means several of the questions in the survey were not consistently asked in the same order. Some questions within the survey were presented in a multiple response format, meaning respondents were given the opportunity to select more than one response option. Thus response percentages will typically sum to more than 100%.

Overall, the Commission agreed there were four important take-aways from the community survey. The survey showed that having *a strong and comprehensive collection of books and other materials* is of critical importance to Palo Altans. Also receiving high ratings were *convenience and access*, including more convenient hours of operation, and *more services and programs for children and teens. Comfortable and convenient facilities and maintaining the branch library system* were also emphasized.

Proximity to library. Overall, 84% of the residents surveyed considered their residence close to a public library. When asked to state approximately how far they were from the nearest library, 63% reported one mile or closer. Additionally, 90% of those who reported living within one mile of the nearest library considered themselves close to the Library, compared to 77% of lower for those who reported living more than one mile from the nearest library.

Those who have lived in Palo Alto for three or more years were also more likely to consider their residence close to a public library (86% to 89%), compared to respondents who have been residents of Palo Alto for less than three years (71%).

Frequency of library use. Most respondents stated they visited the library "less than once a month" (29%), followed by "once a week" (18.6%), and "few times a month" (16%). Fourteen percent reported that they "never" visit a public library.

Libraries visited. Of the PACL branches, the most frequently visited was the Main Library (63.5), followed by Mitchell Park (55.4%), Children's (33.4%), Downtown (23.9%) and College Terrace (12.9%). Since respondents were able to report more than one library, the percentages do not add up to 100.

Libraries used by Palo Altans mapped closely to where they reported living. For instance, College Terrace was most used by northwest Palo Altans. Mitchell users were more likely residents from southern Palo Alto. Outside of the PACL, more northern Palo Altans visited Menlo Park (19% for northeast and 25% for northwest) compared to those in southern Palo Alto (5% for southeast and 9% for southwest). Mostly southwestern Palo Altans go to Los Altos (32%) and southeastern residents go to Mountain View (18%).

Motivations for library use. By a wide margin, the most cited primary reason for visiting public libraries was to "check out books and magazines" (51.1%). This was followed by "research/reference materials" (22.2%) and "check out multi-media materials (18.9%).

When asked why they visit libraries outside of Palo Alto, respondents who reported doing so said the non-PACL library had materials that Palo Alto did not have (42.4%), followed by more convenient hours/location/familiarity (24.1%) and the other libraries having nice or newer facilities (10.2%).

Satisfaction with PACL. Overall, 87% were satisfied with the library (55.9% "very satisfied" and 31.3% "somewhat satisfied"). A total of 8% were "somewhat dissatisfied, and 3.4% were very dissatisfied." Age made a difference. Specifically, those between the ages of 18 and 29 had a significantly higher representation of "very satisfied" library users (75%) than their older counterparts of 50 years or older (43% to 55%). Those who reported having lived in Palo Alto for 3 to 10 years were significantly more likely to be "somewhat satisfied" (40%) than residents of the city for 10 to 20 years (24%).

All PACL branches garnered the same satisfaction ratings, with one exception: Downtown and Mitchell Park users were more likely to be "somewhat satisfied" (34% and 32%, respectively) than those who use the College Terrace branch (19%). In addition, significantly more northwestern Palo Alto respondents reported being "very satisfied" (72%) than those living east of El Camino Real (54% for both northeast and southeast).

Reasons for satisfaction and dissatisfaction. By a wide margin, the most common theme of the positive comments offered was around good library collections (60.1%), followed by helpful staff (27.6%), and the library being close or convenient (16.4%). The most common theme weaving through the negative comments was around inadequate collections or programs (44.7%), followed by cramped facilities/bad environment (29.1%) and inconvenient hours (14.5%). Significantly more respondents residing east of El Camino Real cited "inadequate collections/programs" as a source of dissatisfaction (48.2 % to 50.3%) than northwestern Palo Altans (8%).

Potential programs and services. Potential programs and services that garnered the largest percentages of "very important" respondent ratings were "more children's services" (44%), and "better access to the collections of other local libraries with your Palo Alto library card (43%. These were followed by "more services and programs for teens" (38%), "more web-based licensed databases and reference resources" (37%), "outreach programs for preschools and daycare centers" (35%), "homework centers (34%) and "information about Palo Alto community events" (31%).

Not surprisingly, parents and guardians of children were more likely than those without children in the household to consider more services and programs for children and teens to be "very important". Aside from "more children's services" (60% vs. 27%) and "more services for teens" (54% vs. 22%), "outreach programs for preschools and daycare centers "45% vs. 25%), "homework centers" (42% vs. 26%), and "information about Palo Alto community events (36% vs. 25%) were the other attributes that respondents with children at home were more likely to consider "very important" than those without kids at home.

Library design options. "Bigger and broader collections of books, media and other materials" garnered the highest percentage of "very important" responses (50%), followed by "a library close to where I live or work (43%), "the library to be open longer hours 39%),

"a more robust library website that allows me to do more online" (38%), and "more copies of books and other items immediately available for me to check out (37%).

Delivery options. By a wide margin, "outreach services to deliver materials to people that cannot physically visit the library" garnered the highest percentage of "very important" responses (52%).

Multiple vs. single locations. As part of the "library design options" battery of questions, respondents were asked to rate how important the following were to them:
- Library collections and services divided among multiple locations, with services at each site, like it is now;
- Library collections and services based in a single location, with limited services and collections in smaller branches; and
- Library collections and services based in a single location, with limited services and collections in branches and alternative service points, such as kiosks in coffee shops.

With 32% rating the first item being "very important", compared to 18% for one location plus limited service in smaller branches, and 12% for one location plus smaller branches and alternative service points, there was a clear preference for keeping the current distributed PACL system.

A series of possible library service options were also tested for user preference for single or multiple locations. Respondents expressed strong preference for the following to be available in multiple locations: "homework centers", "trained staff" and "children's programs and events". Between 65% and 67% of respondents wanted these options available in multiple locations, compared to 15% to 24% preferring a single location. "Longer, more convenient hours (54%) and "a larger, more comprehensive collection of books and other materials" (52% garnered preferences for multiple locations, but not as strong as the first three items. Finally, residents showed a slight preference for a single location for "cultural and literary programs for adults (47%), "technology resources and training programs (46%) and "meeting rooms" (40%).

Need for improvement. To wrap up the survey, respondents were first asked to state any needs they would like the PACL to address, followed by whether they thought the current PACL system met their needs or needed improvement. A total of 48.9% of the respondents did not have anything to add beyond what was addressed in the survey. Another 11.8% of residents wanted to see bigger collections of books and other materials, while 9.6% wanted to see more updated library facilities.

Improvement needed or not. Of the total number of respondents, 56.2% thought that the current library system is adequate but that there is some room for improvement. Eighteen percent considered the PACL facilities outdated and felt they no longer met their needs. Seventeen percent responded that no changes were required for the current PACL system.

Significantly more Main Library users than Mitchell Park users thought that no changes were required of the PACL. More parents and guardians thought that the PACL no longer meets their needs (23%) when compared to respondents without children at home (15%). This

latter group was more likely to consider the current system adequate with some room for improvement (60%).

Length of residence made a difference in opinions. The longer someone has lived in Palo Alto, the more likely s/he would want to see the current PACL improved. Specifically, those who have lived in Palo Alto 20 years or longer were more likely than the 3- to 10-year residents to consider the facilities adequate with some room for improvement (64% vs. 50%). Those who have lived in Palo Alto for 3 to 10 years were also most likely to report no changes were necessary to the current PACL system (28%).

In terms of age, those between the ages of 18 and 29 were least critical of the PACL than their older counterparts. Thirty one percent reported no changes needed, compared to 11% to 18% of the older respondents.

Top drivers of library use. Library collections, consisting of books, magazines, media and other materials, appeared throughout the survey as a priority in which the PACL should invest. In particular, library collections represented the top motivator of library usage – at both PACL branches and non-PACL libraries. It was also a top reason for satisfaction and dissatisfaction with the library. In addition, collections consistently emerged as some of the most important program and service improvements tested, including access to other library collections with a Palo Alto library card, and access to web-based references and electronic databases.

Outside of library collections, other drivers of library use include the condition of the library's facilities, (such as the available space, lighting and technology employed), and convenience (in terms of the location, hours and the library website). Last but not least, Palo Alto residents surveyed wanted to see more teen and children's services, especially among those library users with children in the household.

Satisfaction with the library. Overall, 87% of residents are either somewhat or very satisfied with the library. At the same time, 17% thought no changes were needed for the current PACL, which 56% thought the library was adequate, with some room for improvement. About one in five respondents thought the current system is outdated and no longer meets their needs. On the whole, these results are strong, though clearly showing room for improvement. Making improvements in the areas that are most important to Palo Alto residents will enable the PACL to serve its constituents more effectively.

Library system configuration. Results in this study show residents like the current distributed configuration of the PACL. In general, there was strong preference for homework centers, trained staff and children's programs to be available in multiple locations. Users also wanted better hours and larger/more comprehensive collections in multiple locations. Users also wanted better hours and larger/more comprehensive collections in multiple locations. There was a slight preference for a single location when it came to cultural/literary programs, technology and meeting rooms.

Analysis of Existing Service Model

Palo Alto City Library is an important part of community life in the City of Palo Alto. Its services include a collection of books, media and other materials for checkout, reference assistance, and programs and events for children and teens. All facilities offer public computers with Internet access and a free WiFi (wireless Internet access) network. Services are provided through a distributed service model. The Main Library serves people above 5th grade. It does not provide collections or services for children. The Mitchell Park Library offers collections and services for all ages. The Children's Library serves people through the 5th grade. The Downtown Branch has materials for adults and children, but does not have a teen collection. The Library's administrative offices and technical services operations are in the Downtown Branch. The College Terrace Branch also has materials for adults and children, but not teens. The Main and Mitchell Park Libraries loan laptop computers to customers for in-house use. There is no headquarters library. The Main Library has the largest collection and the Mitchell Park Library checks out the most items.

The intent of this section is to use available statistical and budgetary measures of PACL, regional comparisons, interviews with neighboring library directors and PACL staff to assess strengths and limitations of the existing service model.

Visits to the Library (customer count)

	2005/06	2004/05
Children's*	57,708	129,022
College Terrace	59,902	61,981
Downtown	83,789	71,303
Main	323,919	276,528
Mitchell Park	360,247	334,760
Total	**885,565**	**873,594**

* Children's Library closed December 17, 2005 for renovation; programs and 2/3 of the collection were moved to Main Library.

Library circulation

	2005/06	2004/05
Children's*	124,615	272,130
College Terrace	89,146	95,819
Downtown	49,962	42,012
Main	488,656	386,919
Self-service check-outs	*218,034*	*153,078*
Mitchell Park	525,105	484,754
Self-service check-outs	*238,330*	*153,441*
eBooks	3,063	1,254
Total	**1,280,547**	**1,282,888**

The loan period on most materials increased from 3 weeks in 2004/05 to 4 weeks in 2005/06.
* Children's Library closed December 17, 2005 for renovation; programs and 2/3 of the collection were moved to Main Library.

Reference questions handled

	2005/06	2004/05
Children's	7,514	21,255
College Terrace	6,591	8,805
Downtown	8,021	4,225
Main	51,389	58,435
Mitchell Park	49,530	43,433
email	473	463
Total	**123,518**	**136,616**

* Children's Library closed December 17, 2005 for renovation; programs and 2/3 of the collection were moved to Main Library.

Collections. When measured against similar public libraries in California, in terms of items-per-capita and other standards, the Library has a good basic collection, suitable for a medium-sized public library. The quality materials in the collection tend to be overlooked because of crowded shelves and a number of old, outdated materials still being held. Limited staff time and the lack of rigorous weeding standards mean the Library has been slow to dispose of older, more dilapidated items. Weeding needs to be made a higher priority.

The materials budget is approximately $570,000 per year. This total amount includes reference materials including electronic databases, as well as magazine and newspaper subscriptions and digital books, or eBooks. The Library subscribes to some collection development services, including materials in languages other than English, travel guides, children's and teen paperback series, and reference materials. Through these services, staff time is not required to select the materials, but rather pre-selected titles are sent automatically according to established criteria and quotas.

The Library provides media in addition to print materials. Media include DVDs, CDs and audio and video cassettes. The audio and video cassette collections are no longer added to, and they are gradually being replaced by CD and DVD formats.

Collections	Total Cataloged Items		Books	DVDs	CDs	Other
	2005/06	2004/05	2005/06			
Children's*	12,064	36,786	11,894	50	35	85
College Terrace	18,928	19,991	15,718	1,195	1,169	846
Downtown	12,212	12,566	10,082	828	480	822
Main	138,099	117,597	125,344	5,171	4,422	3,162
Mitchell Park	79,165	77,571	69,564	5,106	2,993	1,502
Total	**260,468**	**264,511**	**232,602**	**12,350**	**9,099**	**6,417**

* Children's Library closed December 17, 2005 for renovation; programs and 2/3 of the collection were moved to Main Library. The remainder of the Children's collection was put into storage.

The materials budget covers essential duplication of resources across the five branches. For example, basic adult materials must be purchased for the Main and Mitchell Park

libraries, and basic children's materials must be acquired for the Children's and Mitchell Park libraries. Some duplication is also required to stock the College Terrace and Downtown branches. This means the collection has less breadth than it might otherwise have.

The materials budget of $580,000 per year, or almost $10 per capita, compares favorably to other public libraries in California, and in particular those in the Bay Area.

Collection expenditures (FY 05/06)

	City funds	Friends grants [1]	Total
Books			
Adult	$178,340	$1,070	$179,410
Children's	$44,764		$44,764
Teen	$15,434	$7,661	$23,095
Language	$232	$3,565	$3,797
Leased Books	$0	$24,128	$24,128
Total Books	*$238,770*	*$36,424*	*$275,194*
Media			
Audiobooks			
Adult	$27,822		$27,822
Children's	$2,487		$2,487
Teen	$991		$991
Subtotal Audiobooks	*$31,300*		*$31,300*
Music CDs			
Adult	$6,291		$6,291
Children's	$3,143		$3,143
Teen	$2,779		$2,779
Subtotal Music CDs	*$12,213*		*$12,213*
DVDs			
Adult	$26,788	$16,482	$43,270
Children's	$14,615		$14,615
Teen	$4,006	$520	$4,526
Subtotal DVDs	*$45,409*	*$17,002*	*$62,411*
CDROMs			
Children's	$516		$516
Total Media	*$89,438*	*$17,002*	*$106,440*
Periodicals	**$49,512**		**$49,512**
Microfilm	**$18,774**		**$18,774**
Serials	**$101,918**		**$101,918**
Databases	**$59,922**	**$24,142**	**$84,064**
TOTALS	**$558,334**	**$77,568**	**$635,902**

[1] Includes grants spent in FY 05/06 and carry over of some funds given in 04/05

Services and programs. The Library offers a regular calendar of programs and events for children, including storytimes for infants, toddlers and preschoolers, family storytimes, and special afterschool and evening programs for school-age children and families.

Teen services are also being increasingly emphasized, with special attention to summer reading and collaborative programs (such as book discussion groups) with local schools.

Reference service is available for adults, teens and children for customers who visit the Main, Mitchell Park and Children's Library in person, and also by telephone and email.

Library staff works with customers on an individual basis to provide specialized instruction in using library resources. Volunteers offer basic Internet training on a one-on-one basis.

Interlibrary loan is available, although the $7.50 per item charge is a deterrent to widespread use. The Library does not participate in a customer-initiated interlibrary loan service such as Link+.

All library facilities offer indoor and outdoor places where people can sit, study and read.

Cultural and literary programs for adults are not offered by the Library, nor are literacy tutoring programs. The Mitchell Park Library hosts visits from ESL (English as a Second Language) classes.

The Library offers a volunteer-based program that delivers books and other materials to customers who are disabled or for other reasons are unable to travel to the Library. The program, called Operation Homebound, has a very small number of clients. It would benefit from being more actively promoted in the community.

Partnerships and cooperative endeavors. The Library is currently developing a closer working relationship with the Palo Alto Unified School District. The staff at the Mitchell Park Library works with Recreation and Community Services staff to provide services to teens. The staff at Main Library works with the Palo Alto Historical Association, including the PAHA's historian, to maintain the Guy Miller archives and to provide access to this collection to the public.

Hours of service. The Main and Mitchell Park libraries are open seven days per week, with a variety of morning, afternoon and evening hours. The Children's Library also maintained a seven-day-per-week schedule, and will resume that schedule when it reopens in 2007/08. The College Terrace and Downtown branches are open five days per week: four weekdays and Saturdays. They are not open before 11am, and generally not after 6pm, although on Thursday nights the Downtown Branch is open until 7pm. They are not open on Sundays. In general, hours of service are not consistent enough from branch to branch and from day to day, making it difficult for customers to remember operating schedules. This was remedied somewhat when the service hours were adjusted in July 2005, but further improvement is needed.

Hours of service	Mon	Tues	Wed	Thur	Fri	Sat	Sun	Total hrs/wk
Children's [1]	10-6	10-6	12-8	12-8	12-5	10-5	1-5	48
College Terrace	11-6	11-6	11-6	closed	11-6	11-6	closed	35
Downtown	closed	11-6	11-6	12-7	11-6	11-6	closed	35
Main	10-9	10-9	10-9	12-9	10-6	10-6	1-5	62
Mitchell Park	11-9	10-9	10-9	12-6	10-6	10-6	1-5	58

[1] Hours of operation until closure for construction in 12/05.

Technology. By the end of calendar year 2006, all four open libraries will offer the option for self-service check out, wireless Internet access, and PCs for public use. In 2005, the Library upgraded its SirsiDynix Horizon Integrated Library System (ILS), which provides the operating applications for acquisitions, cataloging and the public catalog, database management and circulation function. When the Children's Library reopens in 2007/08, it will have wireless Internet access and several express check-out stations.

Funding was received in FY 2005/06 to study the possibility of Radio Frequency Identification (RFID) and automated materials handling (AMH). If implemented, RFID has the potential to streamline the handling of check-outs and check-ins and improve staff efficiency in the check-in process. Automated materials handling has the potential to reduce the staff time required to check-in and sort returned materials, thus freeing staff time for other priorities. It appears the even the three larger branches, Main, Mitchell Park and Children's Libraries, lack sufficient space to implement AMH, and a centralized handling/sorting facility would be prohibitively expensive.

Staffing. Staffing at the Library is comparable in numbers and configuration to other public libraries in the Bay Area and California. There are 8 FTE managers including the Library Director, 18.34 FTE librarians (including full-time and part-time employees), 6.15 FTE Pages, 23.87 FTE support staff (Clerks, Library Assistants, Specialists and Associates) and 1.5 FTE administrative office staff.   Librarians maintain the collection by selecting and weeding materials, maintain the bibliographic database by cataloging and organizing the items in the collection, assist customers in using the Library and handle reference questions. Library Associates, Specialists, Assistants and Clerks maintain the customer database, handle circulation transactions such as issuing library cards, collecting fines, checking materials in and out, and they process new materials and de-processing discarded materials. This translates into a staffing complement of 56.86 full time equivalents (FTEs). The Library is open a total of 238 hours per week (including the regular hours of the Children's Library). While the staff count equates with other libraries of similar size, the number of hours open is significantly higher than comparable libraries.

Existing PACL staffing.

		Main		Mitchell Park		Children's [5]		College Terrace		Downtown		Technical Services		Administration		TOTAL	
		Pos	FTE	Pos	FTE	Pos	FTE	Pos	FTE	Pos	FTE	Pos	FTE	Pos	FTE	Pos	FTE
Library Page - H	hourly (represented)	10	2.61	3	0.76			2	0.44			1	0.10			16	3.91
Library Page - I	hourly	3	0.58	5	1.12					2	0.28	1	0.26			11	2.24
Library Clerk - H	hourly (represented)	8	2.42	4	1.21			2	0.58	2	0.71	3	1.20			19	6.12
Library Clerk - I	hourly	1	0.09	1	0.16											2	0.25
Library Assistant	full time or regular part-time	1	1.00	2	2.00			2	1.50	1	1.00					6	5.50
Library Specialist	full time or regular part-time	3	3.00	2	2.00			1	1.00			2	2.00			8	8.00
Library Associate [1]	full time or regular part-time	1	1.00							1	1.00	2	2.00			4	4.00
Librarian [2]	full time or regular part-time			4	4.00							1	1.00			5	5.00
Librarian -H	hourly (represented)	1	0.20	1	0.20											2	0.40
Librarian - I	hourly	6	0.41	3	0.17							2	0.11			11	0.69
Senior Librarian	full time or regular part-time	7	6.25	2	1.50							2	1.50			11	9.25
Coordinator, Programs [3]	full time or regular part-time	1	1.00	1	1.00							1	1.00			3	3.00
Supervising Librarian	management	3	3.00	1	1.00							1	1.00			5	5.00
Manager, Main Library	management	1	1.00													1	1.00
Office Specialist	full time or regular part-time													1	0.50	1	0.50
Administrative Assistant	management													1	1.00	1	1.00
Director	management													1	1.00	1	1.00
TOTAL [4]		46	22.56	29	15.12	0	0.00	7	3.52	6	2.99	16	10.17	3	2.50	107	56.86

[1] The Library Associate at Downtown is a shared position between College Terrace and Downtown.

[2] Does not include a Librarian position unfilled and frozen since 2003.

[3] Coordinator positions, while based at a single location, perform duties serving the entire library system. For example, the Volunteer Coordinator is based at Mitchell Park and the School Liaison Librarian is based at Main, but they provide services for all libraries.

[4] Actual totals for positions and FTEs may fluctuate depending on vacancies and work schedules, particularly for hourly employees.

[5] Children's Library is closed for renovation/expansion. Staff are temporarily reassigned to Main and Mitchell Park until Children's reopens in 2007/08.

Staff dedicated to Library technology has not kept up with changing needs and evolving opportunities. The City of Palo Alto's Information Technology (IT) Department provides valuable support for basic hardware and software, but they do not have as much expertise as the Library staff in the many unique systems used by the Library, including the Integrated Library System (Horizon), the public PC time and print management system (SAM), the security software and other applications. The Library's website is maintained by one person, whose duties also include oversight of the other systems, liaison with vendors, staff orientation and training, troubleshooting, and the staff Intranet. This sole position also has primary responsibility for the wireless networks in the libraries, the digital book collection, liaison with IT etc. Although her time has been supplemented with other staff, the situation is far from ideal. Too much knowledge rests with this one individual. She is called during evenings and weekends to troubleshoot problems, and she lacks support staff that could handle such tasks as routine web page updates, production of statistics, etc. More staff time would need to be dedicated to library technology if this is identified as a priority.

The Library also lacks designated staff to develop and provide outreach services beyond the walls of the existing library facilities. It is common in public libraries to bring library services to senior residences and nursing homes, to forge partnerships with nonprofits and other agencies, and to present programs to service clubs, business associations and other groups. Such outreach knits the library into the fabric of the community, insuring that its services are relevant to that community's needs and also maximizing the public's library dollar. A position was recently reconfigured in order to do outreach to local schools on a part time basis. Given the importance of education in the city of Palo Alto, and the possibilities that exist for partnerships between the city library and the school district, more time could be devoted in this area if it is identified as a priority.

Like many public libraries today, PACL has been slow to shift its reference service model from the traditional one, which emphasizes staffing a reference desk with librarians who answer questions for people and help them find information, to a newer one that is more responsive to the way people obtain and use information today. The new model features well-trained staff who move freely about the library to assist customers where they are. This is a change from the traditional model of positioning staff, generally reference librarians with master's degrees in library science, at reference desks or stations, where they wait for customers to approach them. These specially trained staff can orient and assist customers to find the information they need on their own terms, and help customers make the most of available library and information resources.

The Library has recently developed a public communications team, which works to inform the community about library services and programs, as well as library news, in the most effective manner. The team has been very effective in communicating news and information about the Library to the community.

The Library's budget includes approximately $16,000 for staff training and development. Staff would benefit from an enhanced training program; however, it has been difficult to devote enough time to develop and implement a comprehensive program. The City Manager's priority on staff development for succession into upcoming management vacancies adds to the need for more staff training.

Volunteers. The Library currently used about 5,800 volunteer hours in FY 2005/06, the equivalent of 2.8 FTE. The existing volunteer program has informal in nature until last year. Each facility has a volunteer site supervisor who functions as trainer and supervisor for the volunteers at that location. The Library received permission to reconfigure an existing position to be the system-wide volunteer coordinator. Goals for this position are to formalize the volunteer program, create job descriptions for existing and new volunteer opportunities, develop and implement recruitment, retention and reward procedures, and study and implement best practices learned from other organizations.

Facilities

The Main Library is situated near the corner of Embarcadero and Newell Road, in a mostly residential neighborhood. It is across the street from Rinconada Park and next door to the Palo Alto Art Center. Designed by architect Edward Durrell Stone and opened in 1958, it has been only slightly modified since that time. An expansion and renovation in 1981-82 expanded the staff work area and a remodel in 1996 made the public restrooms handicapped accessible. Its collections consist almost entirely of materials for adults, as the Children's Library is only about four blocks away. While the collection would benefit from a major weeding, limited staff time to do so presents a challenge. There is a variety of seating at study tables and in reading chairs. Computer stations are too close together and thus afford little privacy. Modern public libraries frequently provide quiet study areas, group study rooms and community meeting rooms, but these amenities are not available at Main. Many contemporary public libraries also offer cafes and Friends of the Library stores, but these are not available at Main, either. The lighting is insufficient in most public areas. Aisles do not meet current accessibility standards. While the building offers wireless Internet access, there are not enough electrical outlets to meet demand. There were no designated areas for teen services or children's services until the closing of Children's Library for construction.

Parking is generally sufficient, although at peak times, particularly when the adjacent community garden is busy or there is an event at the Art Center, there are not enough parking spaces to meet demand. Similarly, at peak times there are not enough seats to meet demand.

The 26,000 sq ft building includes a 5,000 sq ft basement underneath a portion of the existing first floor space. The basement cannot be used for any purpose other than storage unless it is brought up to building codes and an elevator is installed. The cost of this would exceed the cost of adding a small wing on ground level,

There are spacious patios at both ends of the building. They are available for use by customers during Palo Alto's many temperate days.

There are two public entrances to the building. One is accessible from the Library parking lot and the other leads to the Art Center parking area next door. The dual public entrances make security, way finding and orientation difficult.

The Children's Library is on Harriet Street, near the Lucie Stern Community Center complex. Although treasured by the Palo Alto community since it opened in 1940, the building has remained basically unchanged and unimproved since that time. Thus up until its scheduled renovation and expansion starting in 2006, it featured outdated mechanical, electrical and plumbing systems, seriously undersized public and staff spaces, and shabby furnishings. The limitations of the building site, the historic nature of the building and lack of sufficient funding mean the construction project will not result in enough square footage to meet demand. However, all systems including seismic bracing will be upgraded and a wing to the north and a small addition to the south will be added to alleviate the worst of the overcrowding. The original building consists of about 3,400 sq ft. The additions will expand the space by about 2,600 sq ft, for a total of 6,000 sq ft.

The Children's Library serves children through the fifth grade, although the primary clientele is children through the 3rd grade and their parents.

The Mitchell Park Branch is located near the corner of Middlefield and East Charleston Roads. It is on a "super block" with a recreation center and park, schools, daycare centers and a senior residence. Like the Main Library, it was designed by E.D. Stone and opened in 1958. It is situated in the Mitchell Park complex, adjacent to the Mitchell Park community center. Access is challenging, requiring drivers to wend their way either from East Meadow Drive or Middlefield. The building is not readily definable as a library. It is surrounded by a latticed cinderblock wall which prevents passersby from seeing what goes on inside.

It serves most of south Palo Alto, generally defined as the area bounded by the Oregon Expressway to the north. It offers collections and services for all ages, and is the library system's busiest outlet. The collection is severely overcrowded and would benefit from a heavy weeding, although limited staff time makes this a challenge. Extreme overcrowding exists, particularly during the afterschool hours when children from the surrounding schools use the Library. It is not uncommon for every seat to be taken, and adults regularly complain about the number of children and the stir they create. A recent architectural study, commissioned because the facility and its systems are seriously outdated, showed that if current building standards were applied to this building, it should consist of a minimum of 16,000 sq ft, simply to house the collections, seating, staffing and other resources now in the building. The existing building is approximately 10,000 sq ft in size. It is frequently suggested that the patios on either side of the "breezeway" area in the Mitchell Park Library be enclosed to gain much needed space. If these spaces were enclosed, along with enclosing the long patio space under an overhang at the west end of the building, the Library could gain up to 1,600 sq ft of additional space. However, this would still fall far short of meeting current needs and would eliminate outdoor seating areas.

There is a variety of seating at study tables and in reading chairs. Because of limited space, computer stations are situated close together afford little privacy. Modern public libraries frequently provide quiet study areas, group study rooms and community meeting rooms, but these amenities are not available at Mitchell. Many contemporary public libraries also offer cafes and Friends of the Library stores, but these are not available at Mitchell, either. Aisles do not meet current accessibility standards. While the building offers wireless Internet access, there are not enough electrical outlets to meet demand. While there are designated areas for teen services and children's services, they fall far short of meeting current needs.

There are two public entrances to the building, one from a walkway between the Community Center and the Library, and the other from the north side of the building. The dual entrances make security, way finding and orientation challenging.

The College Terrace Branch is located on Wellesley between College and California Avenues, near the Stanford University campus and the Stanford Research Park. It is the library system's smallest branch, but the building has a great deal of charm, pleasant natural light, and a lovely setting in a little park. The branch offers small collections for adults and children. In an effort to provide a variety of materials, the collection is overcrowded and difficult to browse. It would also benefit from a very heavy weeding, although limited staff time and community concerns about shrinking library services make weeding a challenge. It shares a building with a childcare center run by Palo Alto Community Child Care. The building was constructed in 1935, and is scheduled within the next 3-5 years for a project to upgrade its electrical, plumbing, mechanical and seismic systems, and to improve its handicapped accessibility. It consists of about 2,400 sq. ft.

The Downtown Branch is on Forest Avenue, between Bryant and Ramona Streets. Designed by architects Spencer, Lee and Busse and opened in 1971, the branch offers small collections for adults and children. The children's area was recently expanded in both space and collection size. A limited number of children's programs is being held here while the Children's Library is closed for construction. Services to unhoused customers would benefit from a partnership with one or more community service organizations. The Downtown Branch houses the Library's administrative offices and the Technical Services staff, relocated from Main in July 2006. The building consists of about 8,700 sq ft.

PACL square footages	
Children's [1]	5,960
College Terrace	2,392
Downtown	8,774
Main	26,313
Mitchell Park	9,478
Total	**52,917**

[1] New square footage once Children's Library reopens

The City of Palo Alto has identified a series of five capital improvement projects, tentatively scheduled over the next five years, to upgrade the mechanical, electrical, plumbing and other systems in the Library buildings. In terms of priority and need, the Children's Library was the first project on the list, and this project is already underway. Thanks to a funding partnership between the City of Palo Alto, the Friends of the Palo Alto Library, and the Palo Alto Library Foundation, the Children's Library will also receive a modest expansion and complete renovation. The scopes of the remaining projects do not include any expansion of space or renovation of public spaces or staff work areas. It is also important to note that in

meeting accessibility requirements in each of the buildings, it is quite likely that floor space will be lost. Larger restrooms require more space, as do wheelchair-accessible aisles. Architects doing cost estimates for planned Mitchell Park infrastructure improvements estimate that between 10% and 30% of the collection would need to be eliminated to allow sufficient space for the building to fully meet federal and state accessibility standards.

2005-2010 Library capital improvement projects		
CIP #	**Title**	**Amount budgeted**
PE-04010	Children's Library [1]	$1,999,825
PE-05010	College Terrace Library improvements [2]	$1,283,000
PF-09001	Downtown Library mechanical and electrical upgrades	$325,000
PE-07011	Library Service Model Analysis	$400,000
PF-07010	Main Library improvements	$1,073,000
PF-07010	Main Library Reconfiguration	$428,874
PE-04012	Mitchell Park Library and Community Center [3]	$1,497,454
	Total	**$7,007,153**
[1] Project already underway; this figure represents City funding only; additional funding provided by PALF, FoPAL, grants, other		
[2] Estimate is most likely about 50% of what actual costs will be		
[3] Estimate is for Library and Community Center; initial design work indicates budget is about 50% of anticipated actual costs		

PACL budget. The Library, as a department of the City of Palo Alto, draws most of its support from the City's general fund. Some costs and charges, such as insurance, building maintenance and other internal services, are not reflected as separate line items in the general fund budget but rather are deducted from the budget as inter-departmental transfers. Costs associated with computer hardware, software, networking and other Information Technology services are also treated as inter-departmental transfers. One-time capital projects, such as the Children's Library renovation and expansion or the purchase of self-service check-out stations are part of the City's annual Capital Improvement Program (CIP) budget.

Budget		
Revenues	**2005/06**	**2004/05**
State grants and reimbursements	25,449	34,786
Fines, fees and charges	141,673	146,779
Other	34,563	51,682
City general funds	5,712,221	4,881,618
Total	**$5,913,906**	**$5,114,865**
Expenditures	**2005/06**	**2004/05**
Salaries and benefits	4,613,174	4,007,282
Operating expenses	742,398	528,289
Books and other materials	558,334	579,294
Total	**$5,913,906**	**$5,114,865**

Assessment by PACL Staff

Staff considers their greatest strengths to be their dedication and support of the public and each other.

In recent years, changes in several areas have had positive impacts:
- Self-service model has increasingly allowed staff to assist customers with needs that cannot be addressed through technology
- Space reconfiguration, with removal of large circulation desks, is giving more space for display of collections and other needed areas.
- The addition of children's services to Main has improved full service capabilities.
- Realignment of staff responsibilities has provided for a part-time coordinator of volunteers, a part-time school liaison librarian, and a public relations effort.

To fully implement certain strategic initiatives, such as increased outreach to teen and adult users, further improvements needed. These include:
- more space – this was considered one of the most pressing needs, in many contexts: public and staff space is inadequate in square footage and condition to support services, programs and collections
- increased programs and outreach to teens and adults
- better collections: more new materials, fewer obsolete ones

- more staff time for planning, implementing programs, for support of technology
- more paraprofessionals for routine library tasks
- ability to promote and communicate more broadly the available library resources

Despite the breadth of the current model, PACL staff note deficiencies in their ability to serve the public. PACL staff is proud of its customer service within these constraints. Staff is pleased with the integration of children's' services into Main Library and happy to provide intergenerational services at the facility. At the same time, staff sees a need to:

a. Update infrastructure to provide adequate working environment – lack of space is a deterrent to improvement in many areas
b. Provide adequate space for programs
    i. Improve teen services
    ii. Improve foreign language collection
    iii. Initiate adult programs
c. Increase professional responsibility of staff
    i. Increase programming (e.g. familiarize library users with purchased data bases, family literacy, familiarize parents and educators with available resources)
    ii. Work with school libraries, for example, to have catalogs and data bases accessed through the schools
d. Provide staff support
e. Allow staff time to promote and communicate more broadly about the available library resources currently available to community

__Best Practices__

In the City of Palo Alto Auditor's *Service Efforts and Accomplishments Report FY 2004-05*, the annual report on city government performance and Palo Alto citizen survey, 80% of citizens rated library services good or excellent. That puts libraries below the scores for overall city services (88%), city parks (91%), and recreation programs (87%). The 80% excellent or good rating puts PACL in the 62nd percentile among the more than 400 cities surveyed.

PACL has unique strengths in its branch system. A scan of best practices in the public library field yielded examples of opportunities to further improve library services. In Fayetteville, Arkansas, a community similar to Palo Alto in population (58,000, 2000 US Census) and area (43 square miles), the community and library jointly strove to design and fund a new library building to meet community interests. As a result, Fayetteville Public Library was designated the *Library Journal* Library of the Year. (2005 Thomson Gale/ *Library Journal* Library of the Year award.) The 88,000 square ft facility was built at a cost of $23.3 million, opened in 2004, and has been recognized for its green design.

The Library of the Year award is based on three criteria, described below. Although the specific attributes may or may not meet the needs of Palo Alto, the criteria have merit in terms of measuring the Library's effectiveness.

- **Service to the community**: Fayetteville was recognized for exciting their community about its library, seeking partnership opportunities and engaging volunteers
- **Creativity and innovation in developing specific community programs or a dramatic increase in library usage**: Fayetteville's success was measured by usage statistics. In the seven years since the executive director and her team began building the collection and considering the possibility of a new facility:
  - *   Checkouts have increased by more two and a half times growing from 271,187 to 718,159.
  - *   Library visits have tripled, growing from 192,179 to 576,773.
  - *   Program attendance has grown from 14,448 to 41,658.
  - *   Cardholders have more than tripled—from 15,662 to 48,419.
- **Leadership in creating programs that can be emulated by other libraries**: The scope of the Fayetteville offering is illustrated by its Spanish Language collection, built with assistance of Community Development Block Grants; its collection of international, independent, classic films; its music collection; the Writers' Center funded in part by state Arts council featuring a writer-in-residence providing writers and readers workshops, readings, and classes; film series; children and teens programming;

Technology has been incorporated to support library customers and enhance staff efficiency. There have been investments including \more than 200 computers; self-checkout; RFID; mechanized return; audio visual equipment to broadcast programs; technology for users with visual, physical, or learning disabilities.

Another perspective is the Hennen's American Public Library Ratings *(HPLR) available at* [*http://www.haplr-index.com/ratings.html*](http://www.haplr-index.com/ratings.html)*.* This is a quantifiable assessment of library service effectiveness according to a number of measures. Palo Alto City Library ranks in the 95th percentile among libraries in comparably sized cities in this 7th annual ranking of 9,027 libraries in 10 population categories based on data compiled by the Federal-State Cooperative System (FSCS). Libraries are ranked and compared to libraries serving comparably sized populations. The comparison is based on 15 measures:

- Expenditure per capita
- Percent budget to materials
- Materials expenditure per capita
- FTE staff per 1,000 population
- Volumes per Capita
- Cost per circulation
- Visits per capita
- Collection turnover
- Circulation per FTE staff hour
- Circulation per capita
- Reference: per capita
- Circulation per hour
- Visits per hour
- Circulation per visit
  - Public Internet terminals per 10,000 residents in libraries

Square feet per capita in population category, Far West region=0.5; nationally=0.6

Santa Clara City Library, Santa Clara County Library and St. Helena Public Library were the only California libraries to rank in the top ten of their comparable population categories.

The Santa Clara City Library serves a city of 18 square mile with a population of 102,000 *(2003 est., based on US Census Bureau).* The Library has two facilities, the Central Park Library and Mission Library Family Reading Center. The Central Park Library has more than 80,000 square feet of floor space, which allows for group study rooms, large community rooms, more than 100 public computers, high speed Internet connection for personal laptops, a computer training facility, a café and bookstore, and several special collections (genealogy, local history collections, adult literacy, art, the Kaiser Permanente Health & Wellness resource center, and many languages other than English). The Main Library is open 64 hours per week. Collection services are supplemented by interlibrary loan and Link+. Equipment for customers with disabilities (computer screens that enlarge print for reading, for example) is available to library users. The staff includes Tech Aides to assist with technical problems encountered by library users.

The Mission Library Reading Center houses a collection of popular books, magazines, and newspapers. It also houses 'READ Santa Clara', an adult reading, writing and math literacy program. This facility is open 45 hours a week.

Regional Comparisons: Interviews with directors of neighboring libraries

There are notable differences in the services neighboring libraries provide to their communities. In an attempt to learn from local experiences, nine directors of neighboring libraries were interviewed between December 2005 and January 2006. The infrastructure, programs and services of each library are tailored to their clientele and may or may not be appropriate to Palo Alto. Nevertheless, it is still instructional to observe the variety of ways neighboring cities address the common problems of providing library services in an environment of economic constraints and changing patterns of technology use.

Two Commissioners conducted face-to-face and telephone interviews with the Directors of the public libraries in Menlo Park (Susan Holmer), Redwood City (Dave Genesy), Santa Clara City (Karen Saunders), Santa Clara County (Melinda Cervantes), Mountain View (Karen Burnett), Sunnyvale (Deborah Barrow), and the Director and Assistant Director of the San Jose Public Library (Jane Light and Ned Himmel). These interviews are summarized below. The Commission is grateful for the time and assistance so graciously and generously offered by these individuals.

Innovative Programs and Services
Neighboring libraries have levels of service and delivery mechanisms which are very responsive to the community needs. These programs may or may not be suited to Palo Alto; what is significant is that libraries are involved in community building, increasing literacy, access to literature and reference resources, lifelong learning, and cultural awareness. They are staffed and equipped to pilot programs and respond to changing and increasing expectations.

Representative programs are:

- o Teen Zone, used by middle school age teens in the afternoon and high school teens in the evening. Teen programming includes Target on the Arts, intergenerational knitting club, mentor/homework assistants, speakers, augmented book and media collection
- o Hosting of community programs, such as independent films, documentaries and community discussion
- o Bilingual story times in Spanish, Hindi, Chinese
- o Senior Mornings, open library early for seniors, 'personal shopping', coordinate transit from senior centers; book discussion groups for seniors.
- o Internet training classes tailored to library users
- o Reading Days, This Community Reads
- o Adequate spaces for active children, adult reading, and expansion of collection
- o Web page expanded to include reading lists, book letters, innovative interfaces to authors, etc.
- o Tech aides on floor, usually young people who provide a needed service and gain good experience
- o Speakers and adult programming, with support of Foundation and Friends

Reference Services

The most dramatic change in the library is in the area of reference services. As users become more and more able to do their own reference work, librarians are focusing on promoting appropriate access to information, literacy, education, and broader cultural contexts. The challenge is for librarians to take a proactive role instead of sitting at the reference desk waiting for someone to ask a question.

This is an area that is in transition, with many of the libraries in the process of adapting their reference services to meet the changing environment in a variety of ways. Some of these are:
- o A staffing goal of one roving technical person, one back-up reference librarian and one para-professional for a 60,000 sq. ft. facility
- o Reawakening patrons' needs for better information service. Difficult research questions cause them to seek out a librarian or use the 24/7 Ask Now online reference service
- o De-emphasize reference service and use resources for other library needs
- o Reference librarians roaming around branch - in the stacks or near computers -and not stuck to the desks.
- o Staff and space are being used for more training of people through classes and community programs.
- o Non-librarians can answer questions; 80% of questions easily answered by lower level of staff; For tough questions, resources are available; reference librarians have time to plan programs
- o Revising reference desk so as not so massive and intimidating

Partnerships

Libraries have successful partnerships with other agencies to extend or enhance community library services. In some jurisdictions, the library is staffed to develop partnerships. In other jurisdictions, that responsibility is shared with other city staff.

Examples of partnerships include:
- o With schools to promote reading and educational success; to order and process texts
- o With Sequoia Hospital, to promote literacy and healthy families to families of newborns and with Kaiser Permenente to sponsor health and wellness collection; funds to purchase materials and expertise for programming provided
- o Partnerships with Parks and Recreation Department, Family Foundation
- o Partner with Montalvo to sponsor a poetry contest at the Fox Theater

Emerging Services
Many directors mentioned community building, the need to create inviting, welcoming space. Changes in their current operation, as anticipated by neighboring libraries, focus on the role of technology to automate repetitive tasks, more community space, and selected outreach services.

Some specifics:
- o RFID for material handling
- o Cafes
- o Community and Program rooms
- o Mobile services, outreach to selected destinations, such as corporations, day care, senior living centers
- o Ecommerce to pay fines and fees on-line
- o Link +
- o "Marketplace" model

Volunteers
The deployment of volunteers in the library varies. Volunteers may complete routine tasks (shelving, office) on a routine or an as needed basis. Volunteers may provide complementary programs (story times). Their use seems to be a function of unions, tradition, and community attitude.

Some of the issues that were mentioned:
- o Volunteers help with homework, teach reading; they do not replace library staff for basic library operations
- o Volunteers well used in Children's area but less successfully used in other areas, such as weeding titles or physical processing
- o Union issues have to be recognized. The institutional challenge is the need to grow in appreciation and use of volunteers.

Staff and Staff Development
Many of the goals for staff development derive from a changing library environment. Many of these are shared among several neighboring libraries.

Topics for staff development include:
- o Technical skills
- o Author and book discussion groups
- o Infrastructure resources

> o "Customer service in challenging times"

Some observations on the changing role of the librarian:
o Consumers prefer to be independent. Professional staff can be used to facilitate that independence. Professional skills, the heart of the profession, can design the library so people can find what they want. There is the skill and knowledge to arrange materials, to arrange the flow of building. In that context, a goal for staff development is to be unafraid of change.

o Librarians have to quit trying to convince people to change their behavior. They can concentrate on Internet literacy – teach customers to analyze and evaluate information, do good searches – instead of giving the message "don't use the internet, come to the library and ask me"

Statistical Comparisons to Neighboring Libraries

PACL can be further evaluated by measuring it against libraries in twelve comparable Bay Area communities. In this section, comparisons are based on measures of population served, service areas, expenditures and library outputs. These cities were selected because they have populations of comparable size and they provide libraries as a municipal service. (County libraries, such as Los Altos (a branch of the Santa Clara County Library, were not included as their funding and governance structure are not comparable to Palo Alto.) The information is based on fiscal year 2003-04 data as reported to the California State Library for publication in the *California Library Statistics 2005* report.

Population and Area Served
Compared to its neighbors, PACL serves a smaller population spread over a wider geography. With a population of 60,000 persons, Palo Alto is among the smaller
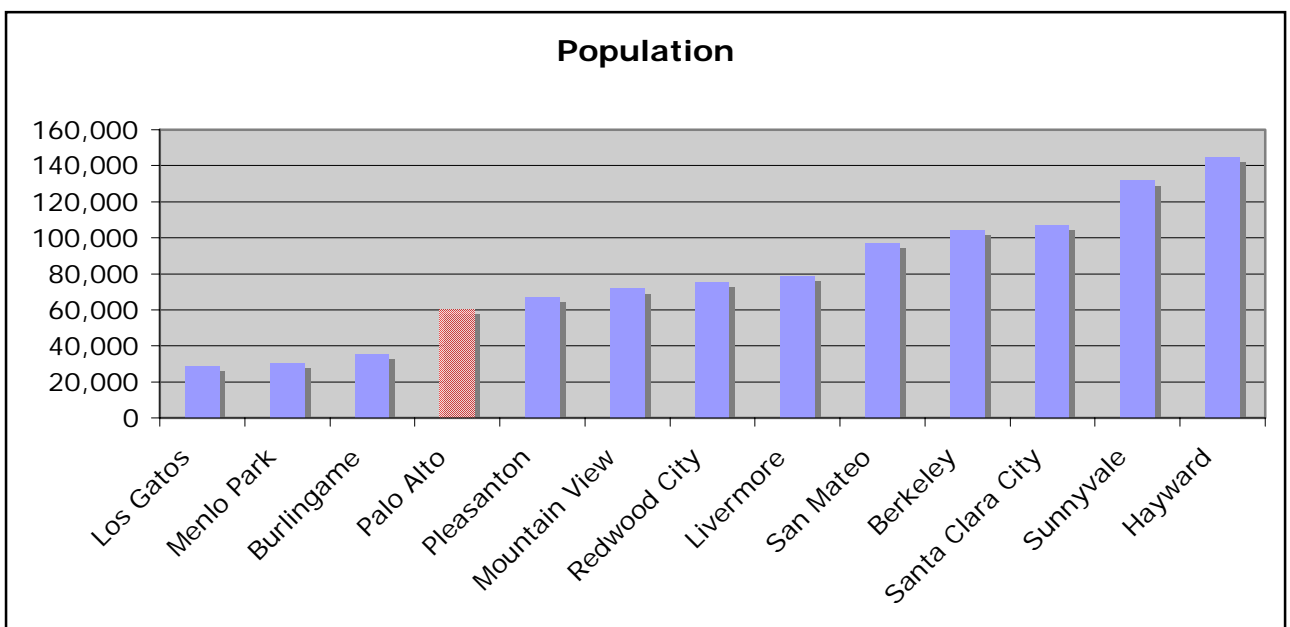
communities, ranking in the lower third of the comparator jurisdictions.

In terms of service area, however, Palo Alto, at 26 square miles, is among the larger communities (although nearly one-third of Palo Alto is open space). Only two jurisdictions, Redwood City and Hayward, are larger in area. Accordingly, population density is lower than 9 of the other cities. Only 3 communities, Los Gatos, Menlo Park, and Redwood City, are less densely populated than Palo Alto.

The population densities, taken as an average, could be distorted. A different picture might appear if the proportion of population and square miles in outlying areas was accounted for separately from population and area in concentrated areas.

Despite having a larger service area, PACL facilities are more accessible than facilities in neighboring communities. Only 3 communities have smaller service areas per outlet than Palo Alto (Burlingame, San Mateo, and Berkeley). Palo Alto, on average, has a facility for every 5 square miles. The average for the thirteen library systems is 12 square miles per facility. The geographic service area served by Palo Alto's four branches north of Oregon Expressway/Page Mill Road is considerably smaller than that south of Oregon/Page Mill, served solely by the Mitchell Park Library.


Service Area

Underline
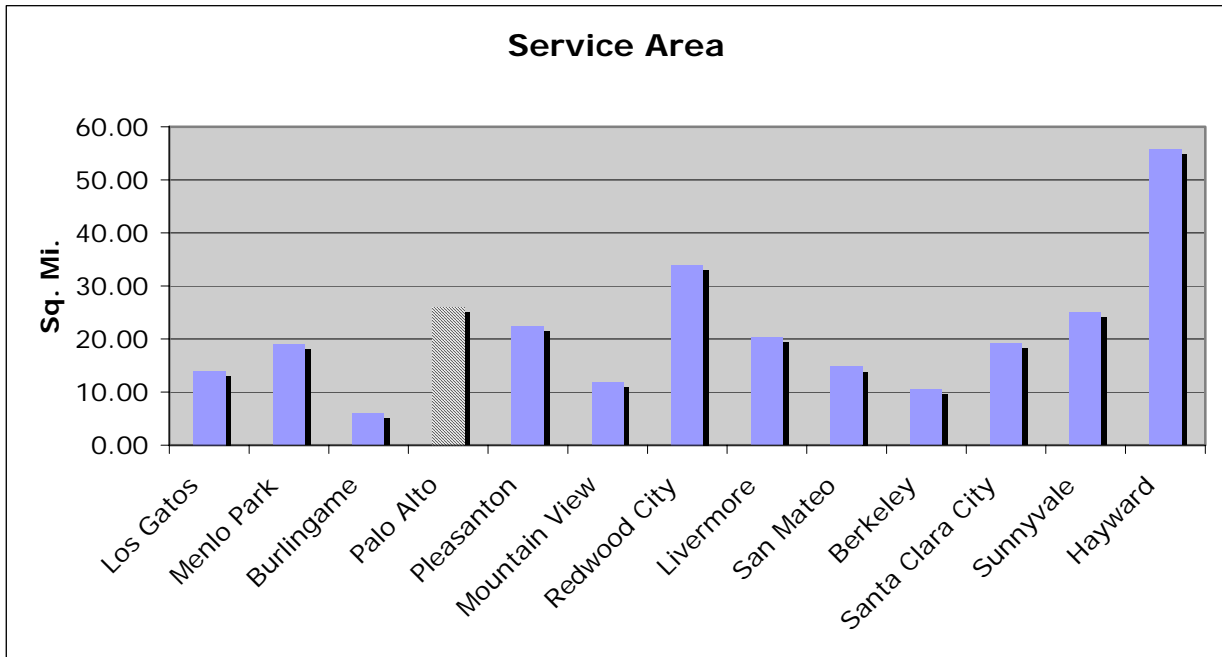
Expenditures
The budget for PACL compares favorably to neighboring communities. Only Burlingame and Berkeley have budgets per capita in excess of Palo Alto's per capita budget. Redwood City's per capita spending is nearly equivalent to Palo Alto's.

The City of Burlingame benefits from the large number of hotels near the San Francisco airport. Burlingame's Transient Occupancy Tax (T.O.T.) is their biggest source of general fund revenue; the second largest is sales tax, and property tax is third. Berkeley has a designated library parcel tax.

Expenditures per Capita
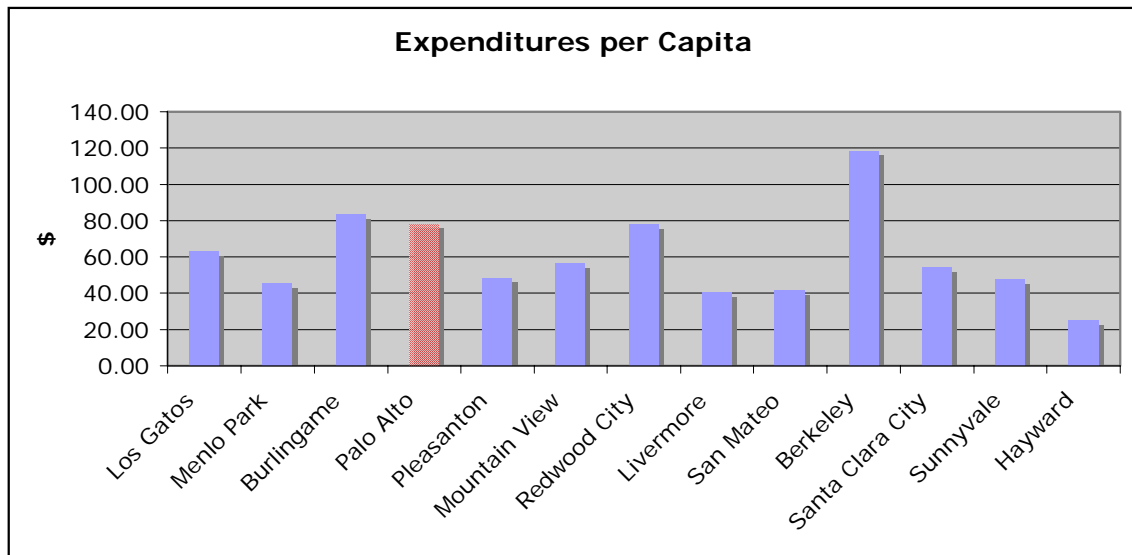
Outlets

In this sample of 13 cities, the number of outlets ranged from 1 to 5. Only Palo Alto and Berkeley support five outlets. Most frequently, communities have one or three outlets. Of the thirteen cities compared, none has more service points for the population than Palo Alto. Assuming that the entire population had equal access to library facilities, on average in this sample, one facility serves 43,000 people. In Palo Alto, again assuming equal access, there is one facility for 12,000 people. However, existing library branches are not distributed equally geographically, so some populations in Palo Alto may be underserved compared to other areas.

Population per Outlet
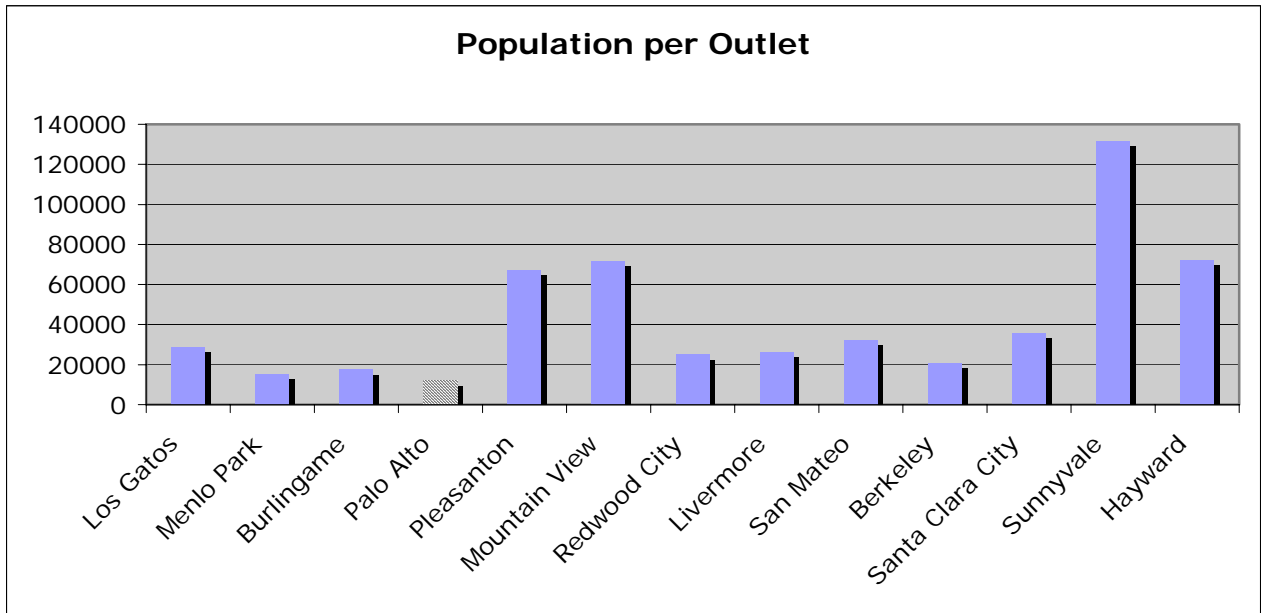
Staff

PACL has 56 FTEs to staff 5 branches and serve 60,000 people. Only Berkeley has more staff relative to population. It also has five service points serving a population 104,300.

Population Per FTE
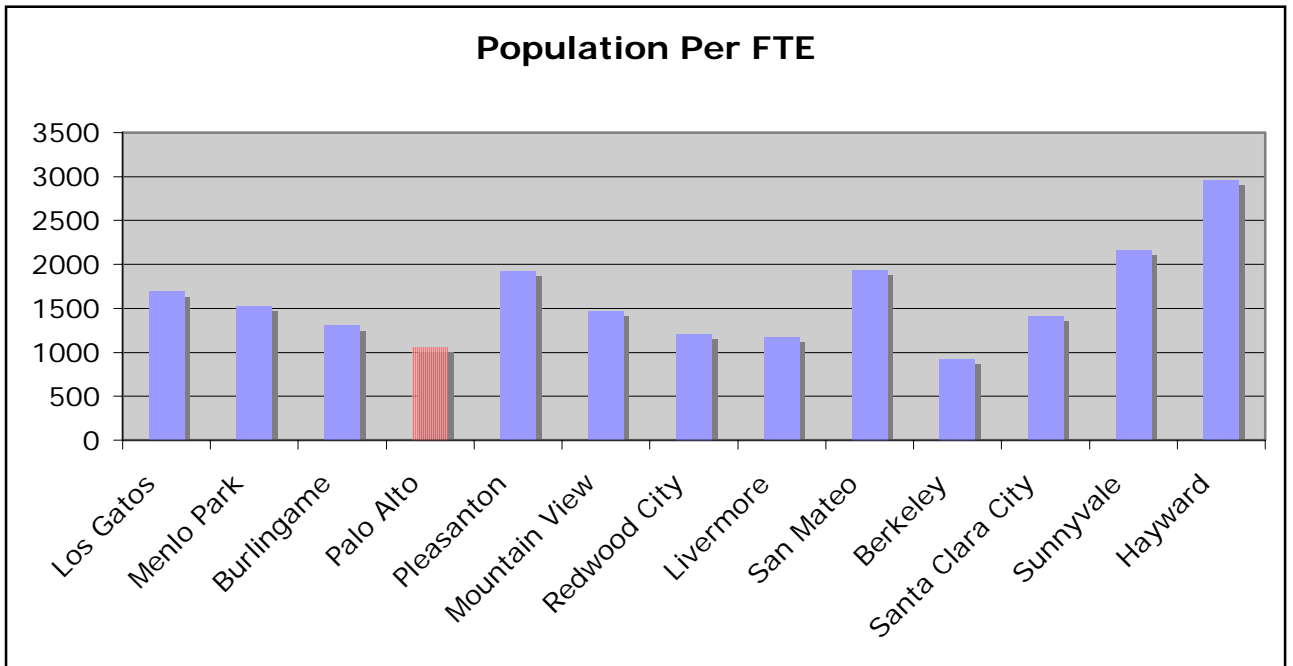
Service Hours

On an annual basis, no community approaches the service hours provided by PACL, 19 service hours per 100 population. Only PACL and Berkeley libraries are open to the public more than 200 hours per week.

Service Hours - Total and per Population
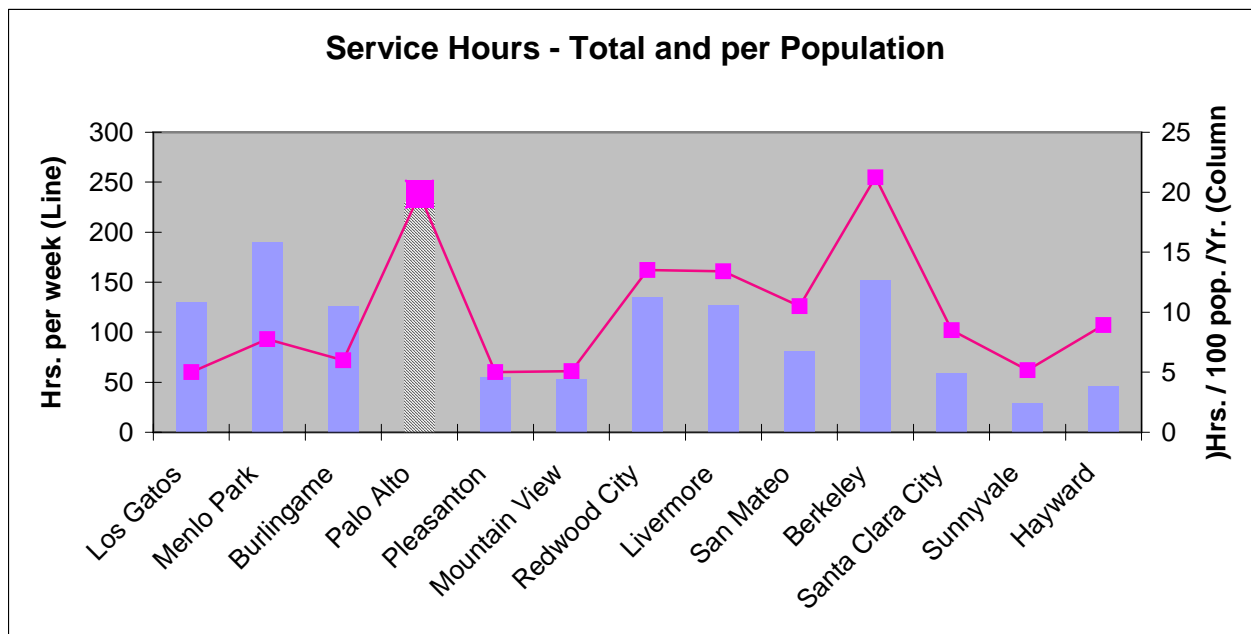
Circulation

In the comparator group, circulation per capita is highest in Palo Alto, approached only by City of Santa Clara.

Annual Circulation and Circulation per Capita
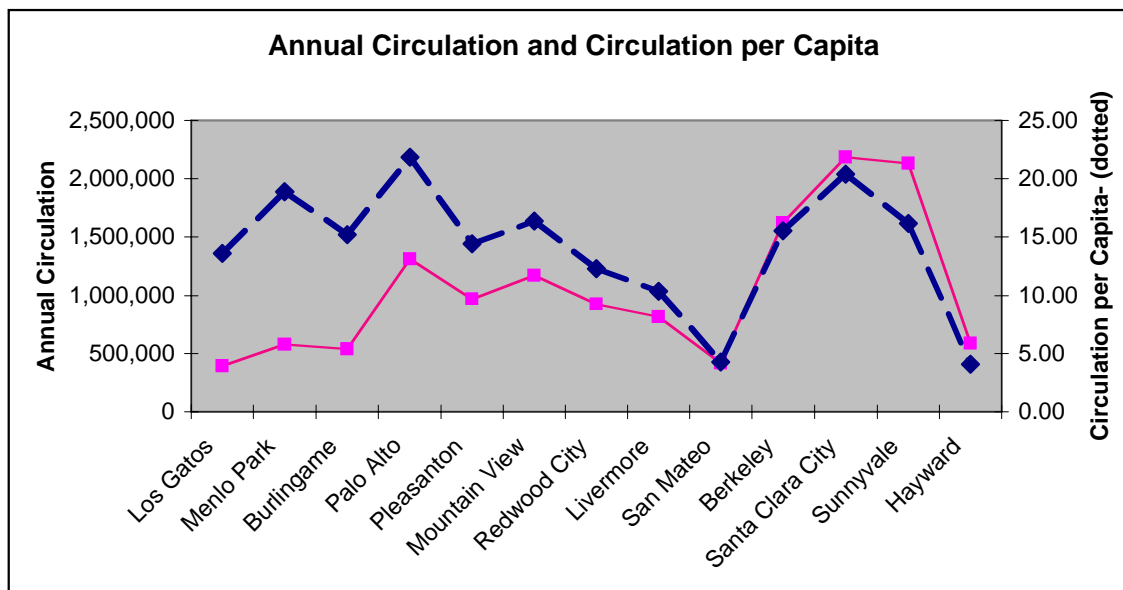
Considering circulation per FTE as a measure of organizational efficiency, Sunnyvale and City of Santa Clara appear to be the most efficient systems.

Palo Alto with a circulation of 23,000 items per FTE ranks sixth among comparator libraries, at about the median point. Demands on staff are highest in multi branch systems. Both PACL and Berkeley show compromised efficiencies with regard to circulation, given the need to staff multiple service points.

Circulation per Capita and per FTE
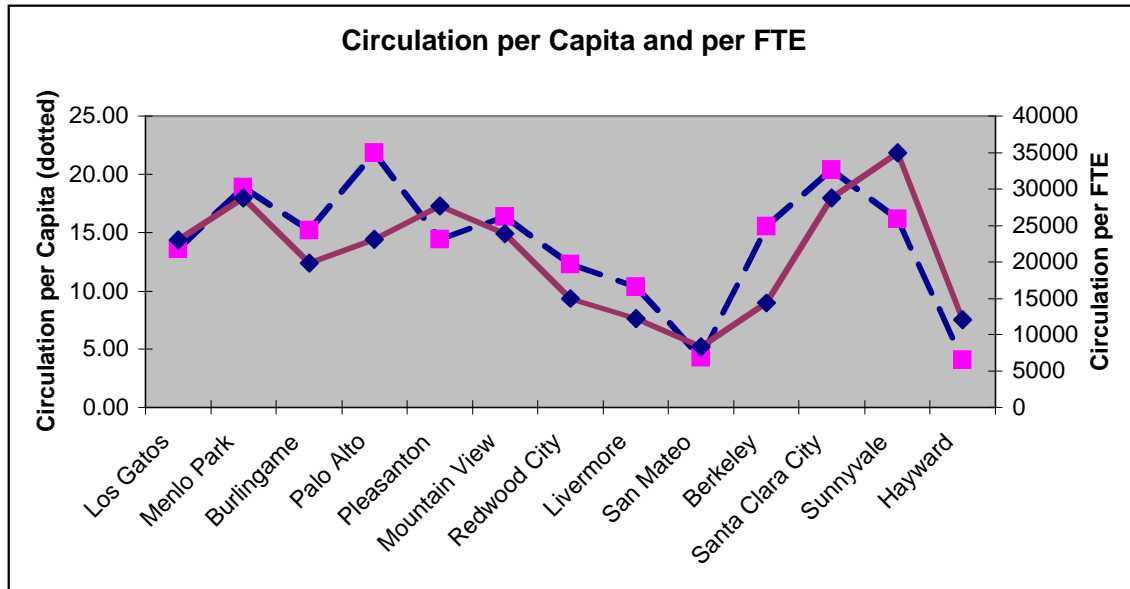
Statistical Comparisons to Neighboring Libraries

Library	Population	Service area (mi)	Expen- ditures per capita	Number of outlets	Service area per outlet	Square footage	FTEs	Service hours per week	Service hours per FTE	Service hrs per 100 pop per year	Annual circulation	Circulation per capita
Berkeley	104,300	10.50	118.18	5	2.10	292,872	113	255	2.26	12.69	1,621,288	15.54
Sunnyvale	131,700	25.00	47.48	1	25.00	60,000	61	62	1.02	2.43	2,130,978	16.18
San Mateo	96,720	14.75	41.52	3	4.92	46,884	50	126	2.52	6.74	414,448	4.29
Mountain View	71,600	11.78	56.28	1	11.78	60,000	49	61	1.24	4.43	1,171,039	16.36
Santa Clara City	107,200	19.23	54.11	3	9.62	87,770	76	102	1.34	4.92	2,187,318	20.40
Redwood City	75,100	34.00	77.67	3	11.33	57,200	62	162	2.61	11.22	925,414	12.32
Palo Alto	**60,200**	**25.98**	**78.09**	**5**	**5.20**	**54,035**	**55**	**238**	**4.32**	**19.17**	**1,314,790**	**21.84**
Burlingame	35,180	6.00	83.45	2	3.00	50,000	27	72	2.67	10.54	535,616	15.23
Los Gatos	28,750	14.00	62.98	1	14.00	13,970	17	60	3.53	10.79	391,543	13.62
Menlo Park	30,400	19.00	45.51	2	9.50	37,846	20	93	4.65	15.85	575,023	18.92
Hayward	144,600	55.80	24.77	2	27.90	33,567	49	107	2.18	3.82	586,913	4.06
Pleasanton	67,200	22.40	48.52	1	22.40	30,000	35	60	1.71	4.61	969,483	14.43
Livermore	78,600	20.28	40.48	3	6.76	59,600	67	161	2.40	10.62	815,150	10.37
Average	**79,350**	**21.44**	**59.93**	**2.46**	**11.81**	**67,980**	**52.38**	**119.92**	**2.50**	**9.06**	**1,049,154**	**14.12**

Source: California Library Statistics 2005, Library Development Services Bureau, California State Library: fiscal year 2003-04 data

Community Input

Public meetings. Another set of data for the Commission's consideration resulted from a pair of community meetings sponsored by Palo Altans for Government Effectiveness (PAGE), with support from the Garden Court Hotel and the City of Palo Alto. At the first meeting, an audience of approximately 125 participated in a facilitated discussion of the advantages and disadvantages of three hypothetical library service models: a single-facility system, a multiple-facility distributed system, and a virtual library. At the second meeting, the audience of about 100 people divided into small groups to explore several themes or roles: the public library as a volunteer opportunity, as a resource for children, as a community partner, and as a destination. One group also discussed how to balance the advantages and disadvantages of a distributed system vs. a single location. The ideas generated at these meetings were reported by a representative of the PAGE Board of Directors to the Library Commission, and can be found in Appendix F of this report.

May LAC meetings. The Library Commission held a series of four community meetings, at each of the four open branch libraries (Children's Library is closed for construction), to share the draft recommendations contained in this report with interested citizens.

Palo Alto Historical Association (PAHA) resolution. The Palo Alto Historical Association is a strong partner with the Palo Alto City Library in the preservation and stewardship of local history materials and resources. PAHA passed a resolution stating their preferences for the Library's local history program, and that resolution is attached to this report as Appendix C.

Parks and Recreation Commission. The success of a library expansion project at the Mitchell Park site depends on a strong collaborative relationship between the Library Advisory Commission and the Parks and Recreation Commission.   Meetings have already been held between Library and Parks& Recreation commissioners who served on the Mitchell Park site study team.

Art Center Foundation Board. The Main Library and the Palo Alto Art Center together form a cultural campus at the intersection of Newell Road and Embarcadero. In order to jointly plan services and programs, the LAC and the Art Center Foundation Board have also met.

Feedback from Library Stakeholders

The Palo Alto Library Foundation issued a letter to the City Council, attached to this report as Appendix A, in support of the LAC's plan.

Friends of the Palo Alto Library provided recommendations to the LAC which are attached to this report as Appendix B.

Palo Alto City Library Management Staff

Diane Jennings, Library Director
Evelyn Cheng, Administrative Assistant
Sylvia Baker, Supervising Librarian for Reference
Marilyn Gillespie, Supervising Librarian, Mitchell Park Library
Mary Minto, Supervising Librarian for Technical Services
Rose Sebastian, Supervising Librarian for College Terrace, Downtown and Circulation
Melinda Wing, Supervising Librarian, Youth Services and Children's Library

Appendices

Appendix A: Letter from the Palo Alto Library Foundation to the City Council

Appendix B: Recommendations from the Friends of the Palo Alto Library to the Library Advisory Commission

Appendix C: Resolution from Palo Alto Historical Association

Appendix D: History of the Library

Appendix E: Godbe report of results of Community survey

Appendix F: Report from PAGE Board on results of PAGE and City of Palo Alto sponsored Community meetings

Appendix G: Analyses of Library Programs & Services
-    Strategies related to City/School Partnerships
-    Library Collections
-    Library Technology
-    Library Staffing & Programs

Appendix H: City of Palo Alto Community profile

Appendix I: Trends in public library service (Executive Summary from 2003 OCLC "Environmental Scan: Pattern Recognition" report)

Appendix J: Conclusion from the 2005 OCLC "Perceptions of Libraries and Information Resources" report

TO: Honorable City Council

FROM: Library Advisory Commission

DATE: December 4, 2006

SUBJECT: Transmittal of *Library Service Model Analysis and Recommendations* Report (LSMAR) and Council Directives of May 15, 2006

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The Palo Alto City Library Advisory Commission (LAC) respectfully transmits the completed *Library Service Model Analysis and Recommendations* (LSMAR) Report to the City Council (Council), previously submitted in draft version on May 15, 2006. Following further analysis by the LAC, the LSMAR has been updated and refined.

Additionally, with this report, the LAC addresses the May 15th, 2006 directives from Council by providing additional information to augment the LSMAR.

This transmittal document includes seven sections:

    I. Background;
   II. Overview of needs;
  III. Recommendations for improvements to library services and facilities;
  IV. Additional cost implications of an expanded Mitchell Park Library;
   V. Recommendations on other Council directives;
  VI. Conclusion; and
 VII. Attachments
          A: Scaled Options for Library Service Improvements
          B: Library Programs – Current and Recommended
          C: Analysis of Strategies Related to City/School Library Partnerships
          D: LSMAR report with appendices.

I. BACKGROUND

Council's original direction to the LAC in December 2004 was to:
>*recommend a strategy for creating a full-service library at the existing or another site, a strategy to include maintaining neighborhood facilities and distributed services; to maintain collection services, and to direct the LAC to recommend a redefinition of branch services.*

The LAC presented a draft of the LSMAR to Council in May 2006 to solicit feedback prior to completion of the final report. The Council conceptually approved the following parameters for the LAC's work:

- Maintain all current library locations;
- Expand and/or improve access to services and collections and seek technological and other efficiencies; and
- Upgrade Mitchell Park library services from branch library resource levels without downgrading the Main Library.

The Council stated that existing general fund revenues shall not grow (other than inflation etc.) to cover the library, but rather, the additional required funding for non-capital and operating costs should come from a parcel tax or another source.

The Council directed the LAC and staff to complete the following work by the end of November 2006:
- Determine methods to reduce operating costs;
- Determine how big Mitchell Park Library would need to be;
- Determine facilities growth requirements (if any) at other libraries;
- Be explicit about service levels at Main; that the Main Library will continue to serve adults, teens and children;
- Maintain 4th and 5th grade services at Children's Library;
- Prepare preliminary cost models/projections/estimates for capital and staffing needs;
- Develop scaled versions of the recommendations with costs;
- Identify strategy and funding for increasing collections;
- Provide more analysis of strategies related to City/School partnerships; and
- Outline what would need to happen at the libraries if no funding for the recommendations can be approved.

In order to meet the Council deadline for addressing these directives, the LAC met eleven times since May and extensively publicized these meetings to seek additional input into the LSMAR planning process. Several meetings were devoted to the analysis of and development of recommendations for the service areas of city/school partnerships, collections, technology, programs and staffing. Summary analyses of these topics are included as appendices to the LSMAR report. At four of these meetings, the LAC also reviewed and provided input on the library facilities study conducted by Group 4 Architecture to evaluate space needs and site options for the Mitchell Park Library and space issues at Main and Downtown libraries.

Based on Council's approval on October 23, 2006, two additional directives originally issued on May 15 will be delayed and are not addressed in the LSMAR or in this transmittal. However, following the release of the City's Auditor's report on library operations, the LAC will work with staff to develop recommendations on these two items:
- Determine methods to reduce operating costs; and
- Outline what would need to happen at the libraries if no funding for the recommendations can be approved.

As this report was being prepared, Group 4 Architecture continued its work to finalize the library facilities study. Without the information on the preliminary cost for all of the LAC's facility recommendations and the City's Public Works Department review of those costs,

it was not possible for the LAC to develop scaled options for library facility improvements.

II. OVERVIEW OF NEEDS

Fifty years ago, Palo Altans passed a bond measure to build a new Main Library and a branch library at Mitchell Park. The successful bond measure in 1956 followed a failed measure in 1949, years of discussion, and the eventual recognition that it was a mistake to put more money into the old Main Library that had been built in 1904. While much has changed over the last 50 years, much has stayed the same.

Today Palo Alto is a world center of higher education, technology, research and business and its Library has evolved to adapt to a more diverse population, and new and ever-changing media formats and technology. The population has steadily grown and is dramatically increased by a larger daytime workforce. Children no longer play in the street and families seek first-rate early literacy and youth programs. There are more hired caregivers for the young and old and more diversity of language and culture both in our residents and visitors from around the world. Accordingly, today's libraries must serve many functions beyond information resources: among them, community gathering places for diverse programs and events, rooms for organizations to host meetings, spaces for people who want quiet study or contemplation, and spaces for small groups to study together.

Work and life styles have also changed. People work in remote locations, demand 24/7 access, and try to keep pace with the abundance of free flowing information. Today Palo Altans are much more accustomed to helping themselves and expect systems and services to facilitate immediate self-service and reference and referral when needed. Palo Altans also have a greater retail orientation – they seek high customer service yet want to browse, explore and learn. They have become accustomed to self-service checkout and web-based services both in the libraries and accessible from work and home. Palo Altans also seek sustainable neighborhood-based services with access to public transportation and safe biking and walking access.

Preliminary data from the 2006 National Citizen Survey presented to the City Auditor's Office for the *Service Efforts and Accomplishment Report, FY 2005-06* found that 78% of respondents rate library service as good or excellent which places Palo Alto in the 60th percentile compared to other jurisdictions, below many other city services.

Despite the advent of the Internet and the increase in home-based and hand-held technology, library visitor counts and circulation continue to increase. The Community Survey conducted by Godbe Research in 2006 about the Palo Alto City Library (PACL) found that 86% of respondents use the Library (see Appendix E of the attached LSMAR report). And over one-third report they frequent the library once a week or a few times a month.

While it is impossible to predict the future with certainty, there are some clear and compelling demographic indicators that should guide library improvements including an

aging population and Palo Alto's continued status as a destination location for families. Between 2000 and 2030, Palo Alto's population of older adults (55 and above) could more than double to over 36,000. The November 2006 white paper on the *Impact of the Aging Baby Boom Population on Palo Alto's Social and Community Services* indicates that 76% of those surveyed plan to stay in or near Palo Alto when they retire and hope to stay in their homes. When asked *of all services, which are the most valuable to you personally, "*Education and Libraries" rated first among services. The survey also indicates that Baby Boomers are strong library users, want neighborhood-based services that enable them to stay in their homes and avoid isolation, and seek new and dynamic programming.

Vigilance towards youth and families will also be needed as Palo Alto Unified School District continues to be a draw for families with school-age children. District growth projections indicate that PAUSD could grow by as much as 1,500 additional students by 2010, and given current housing development, it is expected that most of Palo Alto's new population will be south of Oregon Expressway. It is vital that our libraries actively attract youth, our future library supporters. National research and PACL experience indicate that youth respond to dynamic facilities, services, and volunteer programs that invite their use, support school assignments, provide new technologies and web-based services, have convenient hours and are in close proximity to school and recreational programs.

To meet demographic demands, the Library must evolve to fit customers' lifestyles, needs, and interests. The Library must remain a core component of community sustainability –where individuals can access and share technology and information instead of purchasing books and media and technology. Facilities need to be upgraded and the Library needs to more actively work with community partners to provide a more vibrant adult and youth program including developing collections and technology that are accessible, meet learning needs, and adapt new models for service delivery.

Unlike many neighboring communities, Palo Alto has to date failed to reinvest adequately in libraries as vibrant community destinations. With the exception of Children's Library, the near miss of Measure D in 2002 set us further behind in addressing aging infrastructure, and flat operational funding has meant little time for innovation. When a community invests in a 'library as the third place" it becomes more than a repository of information. It becomes a gathering spot – different from work or home, a place where you don't need to purchase anything to spend the entire day. The Palo Alto City Library could become a network of centers for learning, tourism, civic engagement, technological innovation, and economic and community development. The potential is infinite if we provide a strong collection, excellent staff, innovative technology, and dependable places, where all people regardless of age or economic status, can engage in lifelong learning and community involvement.

The overriding need facing the Palo Alto City Library is to handle increased growth in usage and population, current and projected. Space is inadequate to address the current and evolving demands on PACL. Existing facilities are outdated and deteriorating. Technology has not been optimally integrated into staff or user experience. Neither facilities nor technology are fully adequate to serve existing or future community

demographics or use patterns. Looking forward, it appears that important demographic segments will be underserved in collections and programming. And, because staff is too stretched, it is challenging to plan and implement future vision for PACL.

The LAC recommends that our community invest in libraries for the next 50 years by rebuilding its distributed library system befitting the birthplace of Silicon Valley. This report outlines scaled options for service improvements and facility recommendations that set us on that course.

III. RECOMMENDATIONS

The LAC recommends that the Council adopt the recommended level of service and facility improvements outlined in the LSMAR report to ensure a vision for the City's Library as an institution that:

- Boldly addresses community needs through the provision of collections and services that meet leading edge standards for content, access and connectivity;
- Efficiently and effectively serves all ages and supports life-long learning with a well-supported staff, expanded partnerships, and a vibrant volunteer program.
- Provides safe and inviting facilities with flexible spaces that include areas for quiet study and reflection, small and large group meetings, and spaces for delivery of neighborhood programs and services.

While the LAC was certainly aware of fiscal constraints throughout its deliberations and wherever possible is recommending changes that can be accomplished with the existing operating budget, the Commission placed primary emphasis on proposing a compelling vision and set of programs to sustain the Palo Alto City Library into the future while maintaining its branch structure.

All of the LAC's recommendations for improvements to PACL that appear in the attached LSMAR report are summarized below, presented in the following two sections:

Library Services
- Hours
- Programs
- Collections
- Technology
- Staffing
- Scaled Recommendations – referring to Attachment A

Library Facilities
- Scaled Recommendations

It is expected that community discussion, the City Auditor's Report on Library operations, and technology planning may result in further refinement of recommendations for service improvements in 2007. However, the LAC recommends that the City Council move forward immediately with planning for proposed facility improvements.

Library Services

The LAC spent two months refining its recommendations for improved library services in the areas of hours, programs, collections, technology, and associated staffing needs. Summaries of the analyses of the current status and needs in these service areas are included in Appendix G to the attached LSMAR report.

With the understanding that accomplishing most of the recommendations will require new sources of funding and responding to Council's directive to provide scaled options for investment, the LAC has grouped its recommendations for library services into three tiers:

- Improvements currently planned or possible with existing funds;
- Mid-tier of recommended improvements requiring additional investment; and
- High-tier of recommended improvements requiring additional investment.

Hours

PACL offers many service hours because there are five branches in the system. The Community Survey reported that 71% of the respondents felt it was important to provide longer hours. The lifestyles of many families do limit the times when they can come to the library; so expanded hours should be beneficial, especially to those living closest to the small branches. It is important to note that the LAC agrees with the staff recommendation that hours are added only if staff shortages for current hours are first addressed.

The LSMAR recommendations for improvements in library hours are:
- Increase schedule at College Terrace & Downtown libraries by adding 7 hours per week each plus 4 hours on Sunday
- Increase hours at Mitchell Park from 58 to 62 (same as Main) per week
- Increase hours at Children's Library from 48 to 50 hours per week

Programs

Library programs are important to develop early literary and social development skills in young children, to connect readers of all ages to literature, to promote lifelong learning and cultural awareness, and to enhance community life. As the ratio of staff to service hours at PACL is considerably lower than in most comparable city library systems, most staff activity is dedicated to staffing service desks, thereby reducing staff available to develop and implement programs commonly provided in most libraries. Although volunteers can support the provision of many programs, more staff is needed to plan and oversee increased programming.

As programs and services evolve, partnerships will be an essential component to improve service delivery and operate efficiently. Accordingly, the LAC recommends that

the City Council forge a stronger partnership with the PAUSD School Board to strengthen delivery of services to the school age population. It is also recommended that the Library work more closely with senior providers such as Avenidas, childcare providers such as Palo Alto Community Child Care, and the City Community Services Department, among others.

The LSMAR recommendations for improvements in library programs are:
- Increase children and youth programming (see Attachment B)
- Expand service to teens and increase outreach to schools
- Expand the volunteer and outreach program
- Make deliveries between branches on the weekends to improve access to collections
- Fund routine replacement of outdated furniture and equipment

Collections

The cornerstone of the library is a strong collection. It is through libraries that the public owns a collection and items are purchased on behalf of the community.

Use of PACL's collections, as measured by circulation, has increased 29% since 1987, when the Library's online catalog was first introduced. This increase parallels a trend in public libraries that shows an upswing in library usage despite the widespread adoption of online resources and the Internet.

The Community Survey found that the library collection was the top driver of library use. The survey's conclusion states that:

> *Library collections, including books, magazines, and multi-media materials, appeared throughout the survey as a priority for the PACL to invest. In particular, library collections represented the top motivator of library usage – at both PACL branches and non-PACL libraries. It was also a top reason for satisfaction and dissatisfaction with the libraries. In addition, collections consistently emerged as some of the most important program and service improvements tested, including access to other library collections with a Palo Alto Library card and access to web-based references and electronic databases.*

Preliminary data released by the Auditor's Office found that 71% of residents rated the variety of library materials as good or excellent, which placed Palo Alto only in the 43rd percentile compared to the other jurisdictions that participated in the most recent *National Citizen Survey*.

Despite the widely-expressed perception that PACL's collection should be improved, the City's support of collections is comparable to that of similar communities in California (see Library Collections section, Appendix G of the LSMAR report), and the Friends of the Palo Alto Library make significant contributions to enhance library collections - $135,000 granted in 2006-07.

The 2006-07 adopted budget for the purchase and leasing of print, media, and electronic collections is $579,077, or $9.32 per capita. However, when compared to expenditures for collections in 1987, adjusted for the increase in the Bay Area CPI, it is evident that the purchasing power for library collections has been decreasing. The average spent per capita that year was $7.22 per capita, which equates to $13.14 in today's dollars.

While PACL has an adequate collection for a medium-size library, essential duplication across the branch system means less depth than a collection of its size might otherwise have. The Community Survey found that the principal reason that Palo Altans visited libraries outside of the City is because they have materials PACL doesn't. Although it is clear that access to an improved method of borrowing books from other libraries, such as the Link+ system, is a desired service and will benefit those needing titles beyond the scope of PACL's collection, this should not be seen as an acceptable substitute for improving the Library's collection. A common complaint is that popular items have long waits. In addition, the existing collection is not properly housed or displayed and, in many cases, exceeds standards for shelving capacity.

Successful steps have been taken in recent years to weed items; lease, outsource, and purchase more efficiently; to build collections in new areas such as online reference databases, books in Chinese and Russian languages, media and e-books; and to improve access by facilitating online holds and delivery to library branches.

The collection recommendations build on these successes to provide a more complete overall collection and greater access, variety, and refreshment throughout the system. As previously noted, the Library will explore joining a resource sharing service with other libraries in early 2007 (e.g. Link+). The Library will also work to explore ways to get more materials out to the community, especially those who are homebound.

The LSMAR collection recommendations are:
- Improve the currency of the book collections at all libraries
- Invest in more licensed electronic databases
- Improve the media collections
- Buy more copies of popular titles to reduce the waiting time for holds
- Offer a greater variety of e-books
- Expand collections in non-English languages
- Maintain a small collection of children's books at Main when Children's Library reopens
- Experiment with loaning MP3 players preloaded with audiobooks
- Add sufficient staff to support collection increases – to order and prepare new materials for public use

Technology

In addition to free WiFi access and public computers with access to the Internet in all branches, by far the greatest progress in recent years has been enhanced content in the

web catalog, rich website content, and the Library's multi-server/application environment. The Library works closely with the City's Information Technology Division and allocates 1.5 FTE to focus on technology. A significant change in recent years has been the public's whole-hearted embrace of self-service access of the catalog from home and checkout machines that free staff to assist and serve customers in other ways.

The Library must continue to leverage current and emerging technologies to improve access and efficiency and embrace evolving technology that improves service delivery. While it is difficult to anticipate the changes ahead, Library technology investment must continue to keep pace with the trends and user needs.

The LSMAR recommendations for technology improvements are:
- Develop a multi-year technology plan in 2007-08 (described below)
- Investigate the feasibility and cost to join Link+ or a similar resource-sharing system to facilitate access to collections at other libraries
- Provide enhanced services on public laptop and desktop computers
- Extend the loaner laptop program to College Terrace & Downtown libraries
- Enhance the library website and provide online registration for library cards and online tutorials for learning how to use library resources
- Increase remote access to reference service through technologies such as instant messaging
- Increase staffing devoted to support the increasing use of technology to deliver library service
- Increase training budget for library technology staff

The process for developing the technology plan should include the establishment of a task force of City IT and library staff and citizens (including high tech professionals and youth) to inform and provide direction to the planning process. Among the technologies that should be evaluated are RFID and automated materials and how the Library adapts to them. It is anticipated that such a task force could also explore digitization opportunities, emerging technologies, possible partnerships with Silicon Valley companies to pilot innovations, and more.

Finally, the LAC recommends that facility improvements focus on providing flexible spaces that are adaptable for new technology.

Staffing

The heart of strong library programs and services is a highly trained and innovative staff. The Palo Alto City Library has an excellent and dedicated staff that works hard to present programs and services, evaluate them in light of changing needs, and assist the public in getting the most out of library resources. But additional investment is needed. While circulation and visitor counts have steadily increased over time, staffing and budget have remained relatively constant. Palo Alto's FTE per 1,000 hours open and FTE per 100,000 circulation fall below comparable communities with multiple branches.

With staff focused on basic operation and facility problems, little time is left for the breadth of service libraries should deliver.

The LAC recommends that staff be reorganized, cross-trained, and redeployed to better meet the changing needs of library customers, such as proactive customer service, new reference models, technology-based services, and volunteer management.

The LSMAR recommendations for staffing are:
- Increase staffing to adequately support current schedule of library hours
- Fund staffing increases needed to support recommended improvements in hours, programs, collections, and technology (as previously detailed)
- Hire an hourly custodian to improve the cleanliness of library facilities
- Restructure management organization to create an Assistant Director position
- Restructure staff to provide sufficient time for grant writing and fund development

Scaled Recommendations for Library Services

Attachment A is a list of LSMAR improvements to library services and is presented in scaled versions of enhancements available with existing funds, plus mid-tier and top-tier levels of improvement requiring additional investments. Top-tier items include all recommendations in the LSMAR. The mid-tier was approved by the LAC (4-1, Stinger no, Gerard and Skokowski absent) as a subset of the top-tier recommendations.

<u>Library Facilities</u>

In recent years, City Council has consistently voted to maintain all five PACL branches, further underscoring a strong community preference most recently validated by the results of the Community Survey. Accordingly, the LAC has focused on recommending facility improvements to make all library facilities community-wide resources in keeping with their history and changing needs, and to avoid duplication wherever possible.

With the exception of Children's Library, which is under renovation and expansion, all facilities need to be upgraded to address increased usage and to improve appeal, efficiency, and accessibility. As the only library south of Oregon Expressway, Mitchell Park Library is the most substandard given its high use and circulation rates. It is literally bursting at the seams and space constraints bring the library to a standstill when a program occurs or youth use the library after school. While each library serves the entire community, this plan calls for sustaining Downtown and College Terrace libraries as neighborhood branches, and developing Mitchell Park and Main libraries as the core of the library system, complemented by the historic Children's Library.

The LAC envisions library facilities serving many functions that evolve over time. It is recommended that the City provide spaces for small and large group use, quiet study and conversation, and program rooms. The key is to create flexible spaces. It is also

recommended that as upgrades are made, our Libraries be on the forefront of "green-building" standards.

The facility recommendations call for completion of planned upgrades in the City of Palo Alto Infrastructure Management Plan (IMP) and additional capital improvements outside the IMP. In addition, recommendations focus on ensuring that lighting, temperature controls, and furniture provide inviting spaces. The LSMAR also calls for the development of a funding plan so each facility gets minimal renovation at least every 15 years.

The largest item in the facility recommendations focuses on rebuilding Mitchell Park Library to develop it as a full service library with the capacity to meet the current and future service demands of that facility. The need for significant improvement, best accomplished by building a new, larger facility, has been confirmed by the facility planning study that is nearing completion. The needs include more seating and public computers, a dedicated space for children's programs, group study space, room to grow and properly house the collections, and a meeting room for general programming.

Another priority is the addition of group study space and a program room to Main Library. The space reconfiguration project soon to be underway at Main Library will remove the large public service desks, giving more space for display of collections and an expanded public area. However, these upgrades will not create the needed group study spaces or a program room.

Scaled Recommendations for Library Facilities

On November 16, 2006 the LAC unanimously (5-0, Skokowski and Stucky absent) passed three resolutions concerning library facilities. The LAC recommends that the Council:

- Move forward with Group 4's Option 3 (combined library and community center) for an enhanced Mitchell Park Library recognizing the many advantages and opportunities of a joint use facility. The LAC acknowledges the library program can be accommodated in Option 2 (new stand alone library) but strongly urges the Council to recognize the needs of the community and to plan for the future.

- Expand planned infrastructure improvements for the Main, College Terrace and Downtown Libraries to include updates to public and staff spaces in the form of fresh paint, carpeting, better lighting, and sufficient funds be provided for new furniture and shelving.

- Further analyze the needs at Main Library for group study space and a program room.

The LAC voted (6-0, Stucky absent) not to recommend expanding Mitchell Park Library by building an addition on to the current library (Option 1 of the study by Group 4) as the design would create inefficiencies in the floor plan, would not address current problems

with the site, and would require expensive underground parking. The other options would provide a more efficient library program, seamless outdoor/indoor integration, improved accessibility, and eliminate the need for expensive underground parking, The joint community service/library facility is recommended as it could create opportunities for program efficiencies and economies. The LAC also believes a new facility is an opportunity to leverage future revenue through enhanced rental space.

As it was necessary to complete the LSMAR report before Group 4 finalized its facility study, the LAC determined it was premature to develop scaled options for facilities. Instead, the LAC recommends that both the low and high ranges of sizes for a new Mitchell Park Library or combined library/community center be further evaluated as additional information on the costs and site impacts is developed. More information on the costs to upgrade Main Library and make the additional improvements at Downtown and College Terrace libraries is also needed before an informed recommendation on how to scale or phase in these improvements can be made. The final report by Group 4 will provide preliminary costs for some of these improvements.

IV. ADDITIONAL COST IMPLICATIONS OF AN EXPANDED MITCHELL PARK LIBRARY

Associated with an expansion of Mitchell Park Library are added costs for collection expansion and some additional staff to operate a larger facility. These costs are not presented in the scaled options for service improvements as the latter are independent of any building expansion.

The LAC proposes increasing the size of the collection at Mitchell Park to 120,000 – 150,000 volumes, from the current size of approximately 80,000 volumes. The cost to achieve this growth, if phased in over 10 years, would total $1.5 million at the high end. While the growth could be planned over a longer period, the facility should be planned to accommodate a collection of that size to meet the needs for the next 50 years. Endowments for collection growth and/or grants from library support groups could provide the financial support to reduce the impact on the City's operating budget.

 The need for additional staffing will be driven by the configuration of the new library (1 or 2 story and the number of service points), anticipated increased use, collection expansion, and will be mitigated by the adoption of RFID and materials sorting technologies. The library consultant working with Group 4 has estimated that from 1.75 to 4.5 additional FTE will be needed at Mitchell Park, depending on the building configuration selected. This assumes continued high use of self-checkout machines and the installation of an automated materials handling system. Increases in staffing should be phased in as the need becomes demonstrated.

V. RECOMMENDATIONS ON OTHER COUNCIL DIRECTIVES

<u>Directive</u>**:** <u>Be explicit about service levels at Main assuming that the Main Library will</u>
<u>continue to serve adults, teens and children.</u>

The revised LSMAR continues the current level of services at Main Library.

<u>Directive</u>:   <u>Maintain 4th and 5th grade services at Children's Library</u>

The revised LSMAR maintains 4th and 5th grade services at Children's Library.

<u>Directive</u>: <u>Provide more analysis of strategies related to City/School partnerships</u>

LAC recommends that the City Council forge a stronger partnership with the PAUSD
School Board to provide seamless library services to students. Possible areas of
increased collaboration include collections, technology, programs, facilities, and
staffing.

According to the City of Palo Alto Community Profile (2005) over 17% of Palo Alto
residents are ages five to 19 years. The majority of Palo Alto youth attend Palo Alto
Unified School District (PAUSD) schools. Thus, our public schools provide an
effective vehicle to market and deliver library services, especially those services that
enhance K-12 education. Thanks to the work of the PACL School Liaison and Youth
Services staff, and a tradition of informal collaboration, much is already happening
including library card campaigns, web-based services, school field trips to libraries
and librarian visits to campuses, parent and teacher education, and after-school
homework support (see Attachment C for overview of current collaboration). But
much potential remains for future partnership – especially at the high school level.

To address this directive, the LAC worked with PAUSD and City staff and sought
input from the Palo Alto Council of PTAs to analyze existing and future opportunities
for City/School partnerships. The LAC recommends the following areas for future
collaboration (Attachment C provides a more detailed analysis) should the City
Council and School Board forge a stronger partnership:

<u>Collections Collaboration</u>
- Collaboration on database subscriptions
- High school textbooks available for use in PACL
- Enhanced collections for curriculum and homework support

<u>Technology</u>
- Transparency between PACL and PAUSD online catalogs
- Facilitated methods to enable students to use PACL cards to access licensed
databases from schools
- Increased use of technology to support homework needs

Programs
- Reference staff available by e-mail and phone to students (and possibly adding instant messaging service)
- Homework assistance
- After school programs for youth that bridge the time between school and family
- More author fairs, class visits, talks, and book discussions
- Library-operated delivery van for outreach and service to schools for student use
- Enhanced information research skills for high school students
- Continued Library card campaigns

Facilities
- Flexible spaces for student use in PACL facilities
- Use of School libraries for students after hours

Staffing
- New PACL teen librarian position for 20 hours per week in middle and high schools
- Joint training opportunities for PACL and PAUSD librarians

VI. CONCLUSION

As this report is finalized, there is new momentum in support of the Palo Alto City Library. Now is the time to communicate a vision and make the case to the community. Once the Library audit is complete, it is also essential to ensure the community that the Library is running as efficiently as possible before asking for additional investment. The LAC will work with staff on developing effective means to raise awareness and move community dialogue forward. Additionally, the Commission will support the Council in the consideration of a diverse funding formula for recommended improvements.

The LAC urges the Council to ensure that the Palo Alto City Library continues to be a cornerstone of the community, a vital gateway to information that captures history and commitment to the future, with a stimulating environment that provides inclusive access and a commitment to lifelong learning. To quote one LAC Commissioner,

> *Libraries help us participate in the free circulation of ideas and information. They are its foundation – essential, evolving public institutions deserving of our full social and financial support.*

Today, more than ever, Palo Alto needs a better than average library system.

VII. ATTACHMENTS

Attachment A: Scaled Options for Library Service Improvements
Attachment B: Library Programs – Current and Recommended
Attachment C: Analysis of Strategies Related to City/School Library Partnerships
Attachment D: LSMAR report with appendices.

SCALED OPTIONS FOR LIBRARY SERVICE IMPROVEMENTS IN LAC'S LSMAR REPORT   **11/15/2006**

Level 1: Improvements that are currently planned/funded or do not require additional funding to achieve
Level 2: Mid-tier of improvements recommended by the LAC that require additional annual funding to achieve
Level 3: Top-tier of improvements recommended by LAC that require additional annual funding (includes Level 2 items)

Additional costs are in 2006/07 dollars for comparison against current expenditure levels. Staff costs include salary & benefits.
One-time costs are not included on this chart, nor is funding for large technology projects or costs specific to an expanded Mitchell Park.

Improvement Recommended by LAC		Current Annual 2006-07	Estimated Additional Annual Cost	Additional FTE	Justification/Description
HOURS - Level 1		Any additional hours will require new funding to implement or a reduction in collection services			
HOURS - Level 2					
H1	Provide adequate staffing for current program of 238 service hours per week		$73,034	0.5 Reg. 0.85 FTE Hrly.	This is to fund existing staff shortages at Main/CH/MP under current schedule of hours. PACL has a low ratio of staff to number of hours open resulting in staff pulled from other assignments to cover gaps in desk coverage due to vacations, illnesses, etc. The number of library pages (shelvers) has not kept up with the increase in circulation. To provide 14 hrs/wk of hourly Librarian, 20 hrs/wk. Lib. Specialist ; and 20 hrs/wk hourly Page.
H2	Add 7 hrs/wk (M-Sat) ea. @ College Terrace & Downtown libraries	both facilities are now open 35 hrs/wk. each	$41,125	0.5 FTE Reg. 0.25 FTE Hrly.	Expanded hours will better serve the neighborhoods. Increase 0 .5 FTE Lib. Asst. at CT to 1.0 FTE, add 10 hrs./wk of Pages to Downtown.
H1-H2	**Total Level 2 - Hours**		**$114,159**	**1.0 FTE Reg. 1.1 FTE Hrly.**	
HOURS - Level 3					
H1-H2	All Level 2 Improvements		$114,159	1.0 FTE Reg. 1.1 FTE Hrly.	See above.
H3	Add 4 hrs./wk. at Mitchell Park and 2 hrs./wk. at Children's	Mitchell Park is now open 58 hrs./wk. & Children's was open 48 hrs./wk.	$43,312	0.7 FTE Hrly.	This will increase hours at Mitchell Park (the busiest branch) to match those at Main Library, and add additional morning hours at Children's. All hourly positions. To provide 8 hr./wk. hourly Librarian; 12 hr/wk. hourly Clerk; and 8 hr./wk. hourly page. Increased hours are recommended only if shortages for current hours are addressed first.

Improvement Recommended by LAC		Current Annual 2006-07	Estimated Additional Annual Cost	Additional FTE	Justification/Description
H4	Open College Terrace & Downtown on Sundays (1-5 p.m.)	n.a.	$30,180	0.24 FTE Reg. 0.24 FTE Hrly.	Sunday hours will better serve families and others who can't come to these branches Monday-Saturday. Staffing level on Sundays per facility - 1 Library Specialist, 1 Hourly Clerk.
H1-H4	**Total Level 3 - Hours**		**$187,651**	**1.24 FTE Reg. 2.04 FTE Hrly.**	**Represents 7% increase in total FTE assigned to Public Services in the 5 libraries (not including Admin. or Tech. Services.)**

PROGRAMS & MISC.. - Level 1					
P1	Restructure management staff to create Assistant Director position	n.a.	TBD	0	Library management organization is being restructured to improve span of control, provide enhanced oversight of library operations, and to focus on new priorities. Vacant Manager, Main Library Services position will be restructured to Assistant Director and other duties reassigned to other managers. One position, currently frozen, will be permanently eliminated.
P2	Increased community outreach and relations	current focus is to PAUSD and to the homebound	n.a.	0	The Library has expanded its effort in this area in recent years; however, the new Assistant Director will be assigned oversight and coordination for these functions.
P3	Staff allocated for grant-writing and fund development	current effort is limited	n.a.	0	Obtaining outside funding will become increasingly important to maintain or improve service levels. This will be a priority for the new Assistant Director.
PROGRAMS & MISC. - Level 2					
P1-P3	All Level 1 Improvements				See above.
P4	Increased children's programs & activities at all libraries	see Attachment B	$72,360	1.0 FTE Reg.	Programs connect the community to the Library. Programs support early literacy development of young children. Increasing the number of children's programs should alleviate crowding to create a more positive experience for all. Add 1.0 FTE Library Specialist to support increased number of children's programs at Children's and MP. Programs for families at CT, DO, and Main will be developed by staff, but presented by volunteers. Limited programming for adults will be added.

	Improvement Recommended by LAC	Current Annual 2006-07	Estimated Additional Annual Cost	Additional FTE	Justification/Description
P5	Expanded teen program & cooperation with PAUSD	Approx. .6 FTE of Senior Librarian time is now allocated to teen support	$93,992	1.0 FTE Reg.	Current collaboration with PAUSD has been very successful and helped PACL to reach students. An additional half-time librarian would enable more focus on and better contact with students in the upper level grades. Teen services should be expanded to serve the large number youth using PACL facilities. The recommendation is to add a 1.0 FTE Senior Librarian - half-time focused on support of teen services and half-time to support increased collaboration with PAUSD
P1-P5	**Total Level 2 - Programs & Other Misc.**		**$166,352**	**2.0 FTE Reg.**	
	PROGRAMS & MISC. - Level 3				
P1-P5	All Level 1-2 Improvements		$166,352	2.0 FTE Reg.	See above.
P6	Expand volunteer & outreach program	.5 FTE Coord. Lib. Programs current support - $51,236	$32,271	0.5 FTE Hrly.	Program is now overseen by .5 FTE of Coordinator of Library Program position. Recommend increasing this to full-time by adding 20 hours/week of hourly Librarian time to replace hours current Coordinator spends on other assignments. Full-time Coordinator will also have expanded role in Outreach activities and oversee Operation Homebound program with a goal of bringing library service into the community with the assistance of volunteers.
P7	Vehicle for outreach and delivery	$4,340	$5,000	n.a.	City PWD maintains vehicle fleet, and department budgets are charged for maintenance and periodic replacement. One passenger van is now assigned to the Library. To increase days of intralibrary delivery and deliver materials for outreach, a small delivery van is needed. This will require additional annual cost for the vehicle replacement fund.

Improvement Recommended by LAC		Current Annual 2006-07	Estimated Additional Annual Cost	Additional FTE	Justification/Description
P8	More frequent inter-branch deliveries	n.a.	$7,366	0.15 FTE Hrly.	City delivery system makes daily delivery M-F now to all libraries. Deliveries on the weekends will get requested materials more quickly to customers, even out the handling of returns throughout the week, and get materials back on shelves more quickly. Recommend adding deliveries on Saturday & Sunday using library van and driver from library staff - total 6 hours/wk clerk.
P9	Fund for new furniture, shelving, and equipment	$30.000-$37,000	$50,000	n.a.	Replacement fund for equipment (e.g. loaner laptops, self-checks) not now covered by City's technology fund needs to be developed.
P10	Regular schedule of cleaning of upholstered furniture	n.a.	$3,500	n.a.	Clean and attractive facilities are important to library users. Recommend supplementing Library's budget by $3,500 per year to cover cost of regular cleaning of upholstered furniture.
P11	Staff for minor maintenance and higher level of custodial service	$11,460 0.32 FTE Hrly.	$17,418	0.48 FTE Hrly.	Visitor counts have increased requiring additional janitorial service and light maintenance. City provides daily cleaning of libraries in the evenings. Library employs a 13 hr/wk hourly custodian to supplement this. Recommend adding a 19 hour per week hourly custodian for additional cleaning in all libraries as city contract does not cover work such as regular dusting.
P1-P11	Total Level 3 - Programs & Misc.		$281,907	2.0 FTE Reg. 1.13 FTE Hrly.	

COLLECTIONS - Level 1					
C1	Maintain small children's collection at Main by rotating books from Children's and/or Mitchell Park Library	n.a.	n.a.	n.a.	Families appreciate having a small collection of children's books at Main Library. Plans are to maintain a collection of 2,500 children's books at Main when Children's reopens.
C2	Experiment with circulating audiobooks preloaded on MP3 players by reallocating funds from audiobook on CD budget	n.a.	n.a.	n.a.	Reallocating 10% of current budget for this purpose would fund the purchase of 100 players preloaded with titles.
C3	Increase budget for databases by reducing budget for serials in print format	$58,000 is current City budget for databases	n.a.	n.a.	Continue the recent practice of replacing printed reference resources with online versions that are more up to date and provide access across the library system and from home or office.

Improvement Recommended by LAC		Current Annual 2006-07	Estimated Additional Annual Cost	Additional FTE	Justification/Description
COLLECTIONS - Level 2					
C1-C3	All Level 1 improvements				See above.
C4	Maintain currency of book collections at Main, Mitchell Park, and Children's	$215,000	$27,000	n.a.	Palo Altans want improved library collections. Inflation has greatly outpaced the PACL's budget for collections in the last 20 years. The three largest libraries provide the book collections that support the entire system. This will increase rate of adult/teen/children's book purchases by 10% - approx. 1,500 vols. per year.
C5	Expand language collections	$15,000	$48,000	n.a.	A high percentage of Palo Altans report speaking more then one language at home. Existing Chinese (Main & MP) and Russian (MP) language collections are small yet very popular. The average annual circulation per volume in the collections are 6.2 and 4.0, respectively, in contrast to 2.7 for all adult books. There is no developed media collection in any language other than English, although some DVD's are available.
C6	Staff to support proposed collection increases		$76,569	1.0 FTE Reg.	Additional staff is critical to support proposed increase in collections, and to support collections purchased through grants given by the Friends of the Library. Customers expect that new materials ordered will be quickly processed and made available for circulation. Position will be cross-trained to support Acquisitions, Cataloging, and will assist in overseeing contract services. 1.0 FTE Library Associate in Technical Services.
C7	Maintain level of electronic databases now provided through temporary grant funding	$58,000	$25,000	n.a.	72% of respondents to community survey felt it is important to offer more licensed databases. This proposed increase would cover cost of four databases now funded by a Cable Co-op Grant to the Friends of the Library. These grant funds will end in two years.
C1-C7	**Total Level 2 - Collections**		**$176,569**	**1.0 FTE Reg.**	
COLLECTIONS - Level 3					
C1-C7	All Level 1-2 Improvements		$176,569	1.0 FTE Reg.	See above.

	Improvement Recommended by LAC	Current Annual 2006-07	Estimated Additional Annual Cost	Additional FTE	Justification/Description
C8	Maintain small children's collection at Main	$0	$3,500	n.a.	Supports family use of Main. 2,500 vols. will remain when Children's re-opens, but new titles are needed to refresh the collection. [buy 220 items per year]
C9	Improve currency of collections at College Terrace & Downtown libraries	$25,000	$32,000	n.a.	The collections at College Terrace and Downtown will require a higher refresh rate than larger, more diverse collections, to provide appeal and maintain currency. The small children's collection now at Downtown is stocked with books that will return to Children's when it reopens. [buy 280 books per year for children's collection at DO; and increase purchase rate of new books for adults by 750 vols. each at CT and DO]
C10	Offer greater variety of e-books	$4,000	$4,000	n.a.	Use of the current collection increased 144% from 04-05 to 05-06. This is an effective way to increase access without the added costs - processing, shelving, etc. - associated with physical collections. [double size of current or a similar plan]
C11	Improve media collections	$92,000	$32,000	n.a.	Demand for media exceeds the available funding. Media collections need to be expanded to support the Library's priority to improve service to teens. The audio book and DVD collections at College Terrace & Downtown are not yet sufficient to meet the needs of customers at those facilities. A small children's media collection at Downtown needs to be developed. [increase rate of new adult/teen purchases for Main & Mitchell Park and of adult purchases for College Terrace & Downtown; fund purchase of children's media at Downtown]
C12	Reduce waiting time for popular book titles	$25,000	$25,000	n.a.	Increased loan period (4 weeks) is popular but results in a long - up to 4 months - waiting time for popular books. The Library leases copies of popular titles and returns them when the immediate demand is over. Recommendation is to double the size of the lease plan to reduce average wait by one-half.
C1-C12	Total Level 3 - Collections	8.1 FTE in Technical Services	$273,069	1.0 FTE Reg.	**Adds $196,500 (32%) to budget for collection purchases, and 12% to staff who support collections in Technical Services**

Improvement Recommended by LAC		Current Annual 2006-07	Estimated Additional Annual Cost	Additional FTE	Justification/Description
TECHNOLOGY - Level 1					
T1	Provide enhanced services on public use PCs	in process	n.a.	0	Computer desktop and laptops used by the public are being upgraded to support saving to thumb drives, use of DVD viewing, and CD burning.
T2	Extend loaner laptop program to College Terrace & Downtown libraries	laptops at Main & Mitchell Park	n.a.	0	The Friends of the Library have approved expenditure of Cable Co-op grant funds for the purchase of loaner laptops (4 ea.) at College Terrace & Downtown libraries.
T3	Provide online registration for library cards	n.a.	n.a.	0	Functionality exists in current version of the library software; staff will implement in 2007.
T4	Provide online tutorials for learning to use library resources	n.a.	n.a.	0	Staff has begun to post Powerpoint presentations of computer classes presented in the libraries. This service will be expanded in the next 1-2 years.
T5	Provide reference assistance by instant messaging (IM)		n.a.	0	Library currently supports reference by e-mail and limited support for IM. Will experiment with broadening access to this service.
T6	Enhance Library website			0	City website is in the process of undergoing a redesign, with the Library designated as one of the first areas to be updated..
TECHNOLOGY - Level 2					
T1-T6	All Level 1 Improvements				See above
T7	Join Link+ or a similar resource sharing system to provide access to a wide range of books	n.a.	TBD	TBD	This is a frequently-requested service, and is popular in neighboring libraries. Staff will complete a feasibility study in Spring 2007 for joining the Link+ system to enhance access to collections in other California libraries. A preliminary estimate of annual costs to maintain this service is at least $80,000 per year, not including any additional staff costs. The Friends of the Library have offered to help fund one-time start up costs of approx. $70,000.

Improvement Recommended by LAC		Current Annual 2006-07	Estimated Additional Annual Cost	Additional FTE	Justification/Description
T8	Staffing to support current and future technology	1.0 Coord. Lib Programs + .5 FTE Library Specialist now support technology = $127,952	$36,180	0.5 FTE Reg.	Increasing use of technology to deliver services to the public requires additional support on the library staff. Position needed to serve as "point person" in the field for Library's Technology Coordinator. Based in a major library, person will serve as an on-site resource to oversee public use equipment, assist the public in use of technology, and help to train the staff in use of new and existing technologies.
T1-T8	Total Level 2 - Technology		$36,180	0.5 FTE Reg.	
	TECHNOLOGY - Level 3				
T1-T8	All Level 1-2 Improvements		$36,180	0.5 FTE Reg.	See above
T9	Funding for training of library technology staff	$3,000	$5,000	n.a.	Current funding limited to approximately $3,000 per year which funds attendance for two staff at the annual software users' conference. Additional training is needed by a broader segment of the staff to learn new skills.
T1-T9	Total Level 3 - Technology		$41,189	0.5 FTE Reg.	

Improvement Recommended by LAC	Current Annual 2006-07	Estimated Additional Annual Cost	Additional FTE	Justification/Description
TOTAL COST OF PROPOSED IMPROVEMENTS				
All Level 2 Improvements				
Annual Staffing Cost/FTE	56.86 FTE $4,402,930	$393,260 per year staff	4.5 FTE Reg. 1.1 FTE Hrly.	10% increase in staff FTE (9% increase in staff cost)
Annual Cost - Other Operating	$1,397,376	$100,000 per year non-staff	n.a.	7% increase in annual non-staff costs; doesn't include cost to build Mitchell Park's collection, Link+, RFID, or potential items to be identified in Technology plan
All Level 3 Improvements (including Level 2 costs)				
Annual Staffing Cost/FTE	56.86 FTE $4,402,930	$523,807 per year staff	4.74 FTE Reg. 3.17 FTE Hrly.	14% increase in staff FTE (12% increase in staff cost)
Annual Cost - Other Operating	$1,397,376	$260,000 per year non-staff	n.a.	19% increase in annual non-staff costs; doesn't include cost to build Mitchell Park's collection, Link+, RFID, or potential items to be identified in Technology plan

May 10, 2006

Dear Council Members:

The time has arrived for this City Council to take action on Palo Alto's library.

And the Library Foundation board just wants to say: Go for it! Grab the bull by the horns! Take the plunge! Jump right in! Pick your favorite idiom, but it all amounts to the same thing: The LAC has done its job and now it's the Council's turn to get cracking.

Make the LAC recommendations a reality. Put a plan into action. Leave a real legacy for the City of Palo Alto.

The board of the Palo Alto Library Foundation unanimously supports the LAC's plan for renovating and revitalizing the branches while building a new facility at Mitchell Park, and we believe it is urgent that the City act now to move the agenda forward.

For too long, this City's library has been neglected by our leaders. While other communities have built libraries worthy of our envy, our library buildings have degenerated, hours of service have declined, and collections have grown old and outdated, and the Mitchell Park branch has become an overcrowded insult to this educated community.

Although the LAC survey suggested that some Palo Altans appreciate their current library service, we think the reported level of satisfaction derives from the library's main bright spot: the dedicated staff. But the hard work of wonderful people can only get us so far. Our library cannot be allowed to continue its downward spiral!

We desperately need you to enunciate a vision, and use your leadership to make it a reality. In every other locality that has built a new library in recent years (and there are many that have done so) governmental leaders stepped forward as strong advocates for the effort. This city needs you to do the same: be vocal; build the momentum for improving the library; and invest in the library's future starting now. The city needs to foot the bill for developing a preliminary design and suitable funding strategies. Doing so is a sign of leadership: Put this city's money where its mouth is.

When you act to set a vision and an agenda for this library, you can be confident that the Palo Alto Library Foundation will line up behind you. You'll find us prepared to pitch in by helping to educate the community on the need for the proposed improvements, and by managing and supporting fundraising efforts to supplement City funds.

The LAC has done a terrific job gathering information and putting together a set of recommendations. But it's your job to lead this City to a library of which we can all be proud. We look forward to working with you, as partners, to reach that goal.

So swing for the fences! Hitch up the wagon! Give it your all! And we'll right there with you.

Respectfully yours,

The Palo Alto Library Foundation Board

Officers:	**Board members:**	
Katharine Miller (President)	Jocelyn Alexander	E.J. Hong
Mary Jean Place (Vice President)	Alison Cormack	Mary Jo Levy
Lanie Wheeler (Treasurer)	Michael Hall	Lynne Russell
Colleen Dunn Hall (Secretary)	Alexis Hamilton	Paula Skokowski
John Perkins (Assistant Treasurer)	Michael Hall	Julie Sternfield

TO: Library Advisory Commission

FROM: Friends of the Palo Alto Library

DATE: April 12, 2006

RE: Suggestions for Improving Palo Alto's Library

This final version of suggestions for improving Palo Alto libraries were developed by a committee of our Board and were approved by members of the Board of Directors of Friends of the Palo Alto Library (FOPAL). The suggestions were prepared after the results of the recent survey were made public and reflect a consensus view of programs and projects that FOPAL believes would find broad public support. Without making firm commitments at this time, we believe that a number of these undertakings would attract FOPAL's financial support.

We anticipate that the LAC in conjunction with staff will modify and supplement these suggestions, as you may deem appropriate. We must emphasize that we are offering these ideas in the spirit of cooperation and with the hope they will stimulate useful dialogue among yourselves, staff, and the public.

We have carefully polled our 18 board members to develop priorities for the nine recommendations that we hope will be useful.

The board would especially like to draw your attention to the performance audit recommendation. Results of the audit could help the library in upcoming ballot measures and provide useful information for a new library director. Given the lead time required for city audits, you may wish to make this a priority.

Please do contact us if you believe we can be helpful in following up these suggestions.

Thank you,

Jeff Levinsky
President

Attachment.

SUGGESTIONS FOR IMPROVING PALO ALTO'S LIBRARY SYSTEM

Before looking at specific suggestions, we wish to emphasize six principles that we believe a new library strategy for Palo Alto should embrace.

1. **Support for Well-Educated Community:** Palo Alto is a world center of higher education, computers, biotechnology, research, and business. Half of the respondents in the recent survey have attended graduate school; four-fifths have a college degree. Our library system should provide appropriate resources and opportunities to support this population and their interests.

2. **Fiscal Soundness:** Both existing and proposed library efforts should provide sound value for the cost. This suggests frequent reevaluation of current practices, thorough comparison with alternatives, and increased collaboration with other entities.

3. **Cultural Diversity:** The library should provide appropriate resources for Palo Alto's increasingly diverse population and its many foreign visiting students and researchers.

4. **Children's Programs:** Palo Alto's focus on world-class education requires we maintain our first-rate programs and resources for children within the library system.

5. **Neighborhoods:** Palo Alto has repeatedly expressed its preference for walkable neighborhoods and branch libraries. Preserving and enhancing this approach is essential in sustaining public library support.

6. **Innovation:** Drawing on the enormous local education and technology resources available, our libraries should be at the forefront of trends and new developments in library and information sciences. Active and bold experimentation surrounding the library can provide our city with exciting and significant new benefits. We should select carefully those cutting-edge projects that promise substantial benefits compared to costs incurred and seek outside funding and partnerships.

In offering the following suggestions, we are aware how extraordinarily successful our libraries are. We maintain five exceptionally popular branches. 87% of the randomly chosen respondents to the recent respondents were "somewhat" or "very satisfied" with our library system. Over half gave the library the highest possible rating. We visit our libraries more often and check out more items than in any other city of our size in California. Our collection is among the largest per capita in the state. In short, Palo Altans are devoted to and feel strongly about their libraries.

The following thoughts suggest how the library can maintain this public support and improve yet further.

Suggested Improvements, ranked in descending order of importance

1. **Link+**: FOPAL supports having the Palo Alto Library System join Link+ at such time it is clear that it can be can be accomplished within the limits of available resources. The survey indicates greatest interest in improved collections comes from the most educated

residents, who will be well served by Link+'s university holdings. We support making this a priority and may be able to assist by providing start-up funding.

2. **Facilities:** Take steps to improve the attractiveness and efficiency of library facilities. This may include painting, carpet installations, new furniture, additional seating and power access in outdoor areas and automatic door openers. Some of this refurbishing is now underway. Although some may view these as simply cosmetic changes, they can have a positive effect in changing perceptions and attracting new library patrons. For instance, San Jose recently refreshed a number of branches in this way at $100,000 each.

3. **Hours:** Increase number of hours that libraries are open. (Survey Q 13 A). We fully appreciate that this has been repeatedly discussed and that there is no easy solution to without substantial additional funding. FOPAL supports lengthening service hours both via extra city funding and applying savings from efficiency improvements.

4. **Audit:** This appears to be an opportune time to request a City performance audit of our library system. Libraries are a Council priority, and we are in a formative period where all manner of input can be useful. The LAC discussed the possibility of an audit last year, and it was recognized then an audit could provide a helpful perspective. We recognize that it will take some months to obtain the audit, but it is important that the information obtained from an audit be available to those involved in planning the future of our library system.

5. **Mitchell Park:** Both the space and collections of the Mitchell Park Library need to be expanded. This appears to have significant community support. Some $1.5 million is budgeted for a "facelift" of the facility once the Children's project is completed. Thought should be given to a developing a library improvement bond measure that would include expansion of the MP Library. This would allow funds now earmarked for maintenance and repair to be used for more fundamental improvements. We recognize that this is a longer-term process than the other suggestions in this list. A project such as this will require developing public support and involve a great deal of careful planning, well-reasoned and persuasive arguments and concerted effort. FOPAL is prepared to participate.

6. **Collection:** The survey (Q 12) identified the provision of library materials and services to the community as "very important" or "somewhat important." This has ramifications where, once again, cost and feasibility will be limiting factors. Related to this is Q 13 B that calls for, "A larger, more comprehensive collection of books and other materials." Any significant enlargement of collections requires more shelf space, which is presently at a premium. Collections can be "modernized" but, of course, this may require withdrawing older material that continues to be of value to patrons. FOPAL has long supported enriching our collections. Accessing other library collections is the key to improving collections without expanding library facilities. See comments on Link+ above.

7. **Databases:** Survey question Q 13 I reflects a public interest in improved databases. We support efforts to increase public awareness of the library's existing database resources

and in finding ways to assist the public in accessing them. We also support subscribing to more information sources and databases after research to determine which are most needed.

8. **Teen Center:** Should FOPAL consider partnering with the school district and/or City to put more computers in the "new" Mitchell Park teen center to help alleviate noise and confusion in the library? We recognize that this would involve some degree of supervision and may involve issues of "turf" but may be worth exploring.

9. **Schools:** We see a potential for better collaboration with school libraries. While integration of selected public and school library operations and facilities bears consideration, it also poses inherent problems including security and the allocation of school, City, and perhaps FOPAL funds on an equitable basis.

FOPAL stands ready to assist in the exploration of these and other opportunities to improve library services, collections and facilities.

History of the Palo Alto City Library

1896	Palo Alto Woman's Club opened a reading room on University Avenue
1899	City of Palo Alto grants a monthly appropriation to the Library
1902	Library becomes official City service and first Library Board appointed
1904	Carnegie Library opens at the corner of Hamilton and Bryant
1922-24	Original Carnegie building expanded
1925	City of Palo Alto annexes City of Mayfield and assumes operation of Mayfield branch of Santa Clara County Library
1936	Mayfield (now College Terrace) branch opens
1940	Built with funds donated by local philanthropist Lucie Stern, Children's Library opens A second addition added to Carnegie Library
1950	Reorganization of City government results in elimination of Library Board and other advisory bodies
1956-58	City passes library bond issue and opens new Main Library on Newell Road and Mitchell Park Library to serve south Palo Alto
1967	Carnegie Library demolished; Downtown Branch moved to storefront on Ramona Street
1971	Downtown Branch opens in new location on Forest Avenue
1975	Mitchell Park Library expanded and upgraded
1982-84	Main Library expanded and upgraded
1985	Terman Branch opens in former Terman Middle School
1987	Online catalog replaces card catalog
1995	Internet access offered to the public for the first time
1999	Library Advisory Commission established
2002	Library bond issue (Measure D) fails with 61.7% affirmative votes
2003	Terman Branch closes
2005	Children's Library closes for anticipated 2-year renovation and expansion project; children's services temporarily transferred to Main Library

Survey of Palo Alto Residents

Conducted for the Palo Alto City Library

February 9, 2006

Presentation Agenda

- Research objectives
- Methodology
- Detailed Findings
  - Library Use: Locations and Motivations
  - Satisfaction with the Palo Alto City Library
  - Potential Programs and Service Options
- Summary and Conclusions

Research Objectives

- Better understanding of library use
  - Usage of Palo Alto libraries vs. others
  - Motivations
  - What's important to library users
- User satisfaction with the Palo Alto City Library
  - Strengths
  - Improvements needed
- Feedback on potential programs, delivery options and service configurations

Methodology

- **Universe**   **Palo Alto Residents**

- **Technique**   **Telephone Survey**

- **Length**   **18 minutes**

- **Data Collection Timing**   **January 9-17, 2006**

- **Sample Size**   **600**

Library Use:
Locations and Motivations

Proximity to Library

DK/Refused
3.7%

No
12.7%

Yes
83.6%
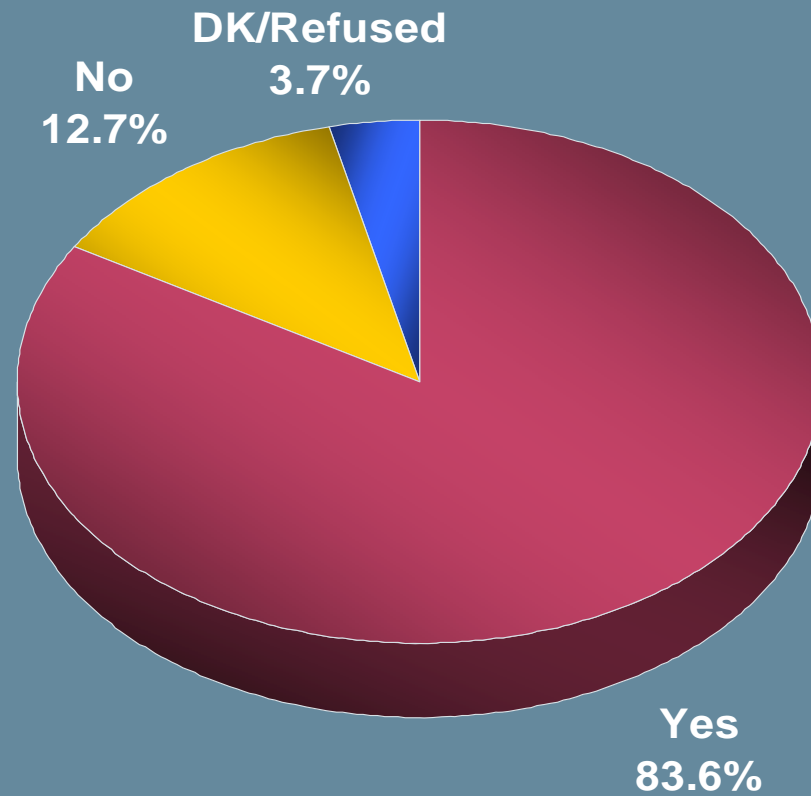
Do you consider your residence "close" to a public library? There is no standard definition-it's how you want to define it.

Distance to Library

0%   20%   40%

Distance	Percentage
Less than 1/2 mile	21.6%
Between 1/2 mile and 1 mile	23.3%
About a mile	18.2%
About a mile and 1/2	7.3%
About 2 miles	13.7%
About 2 and 1/2 miles	1.3%
About 3 miles	5.7%
More than 3 miles	3.9%
DK/Refused	4.8%

90%+ rated library "close"

77% or lower rated library "close"
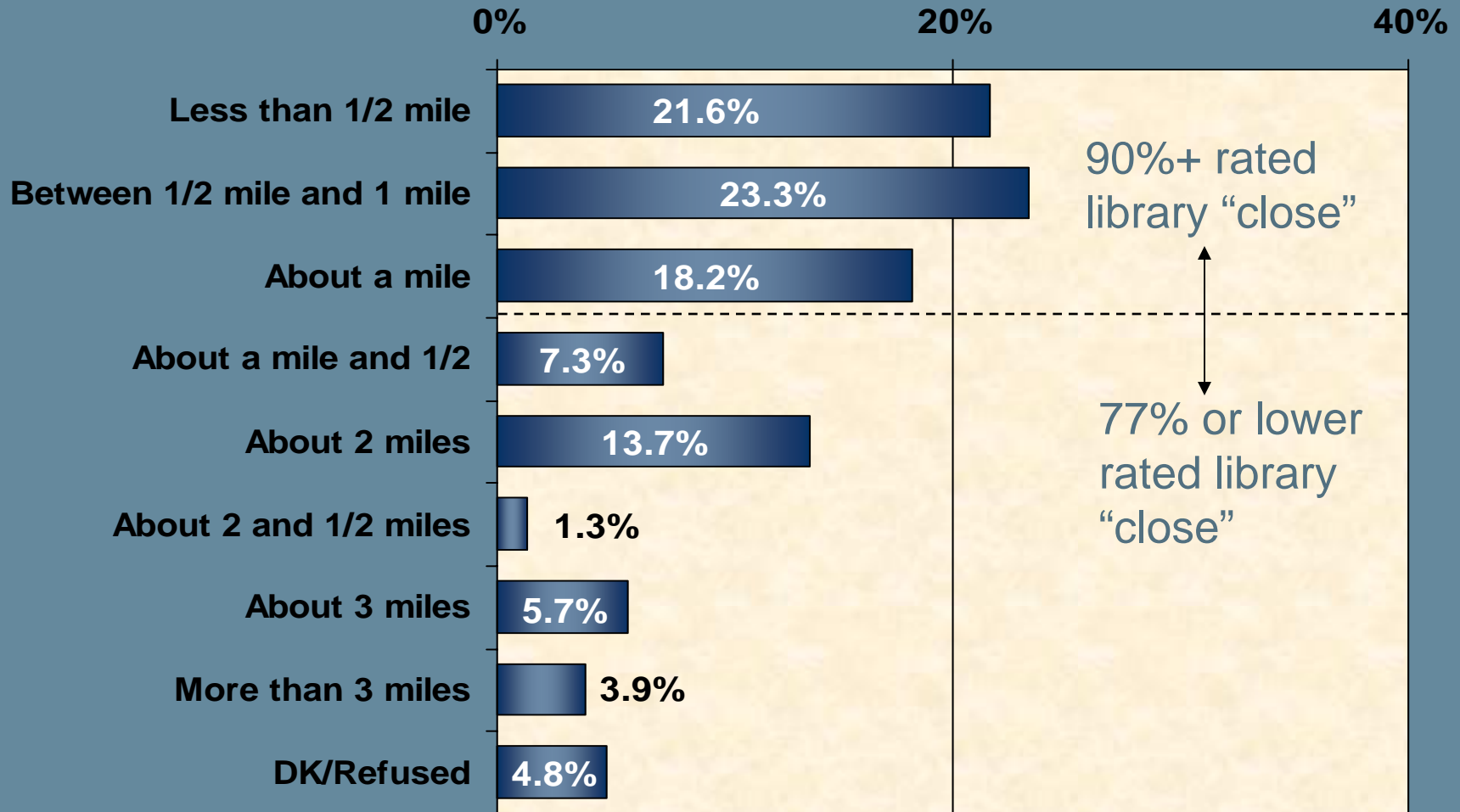
Approximately, how far - in miles - are you from the nearest library?
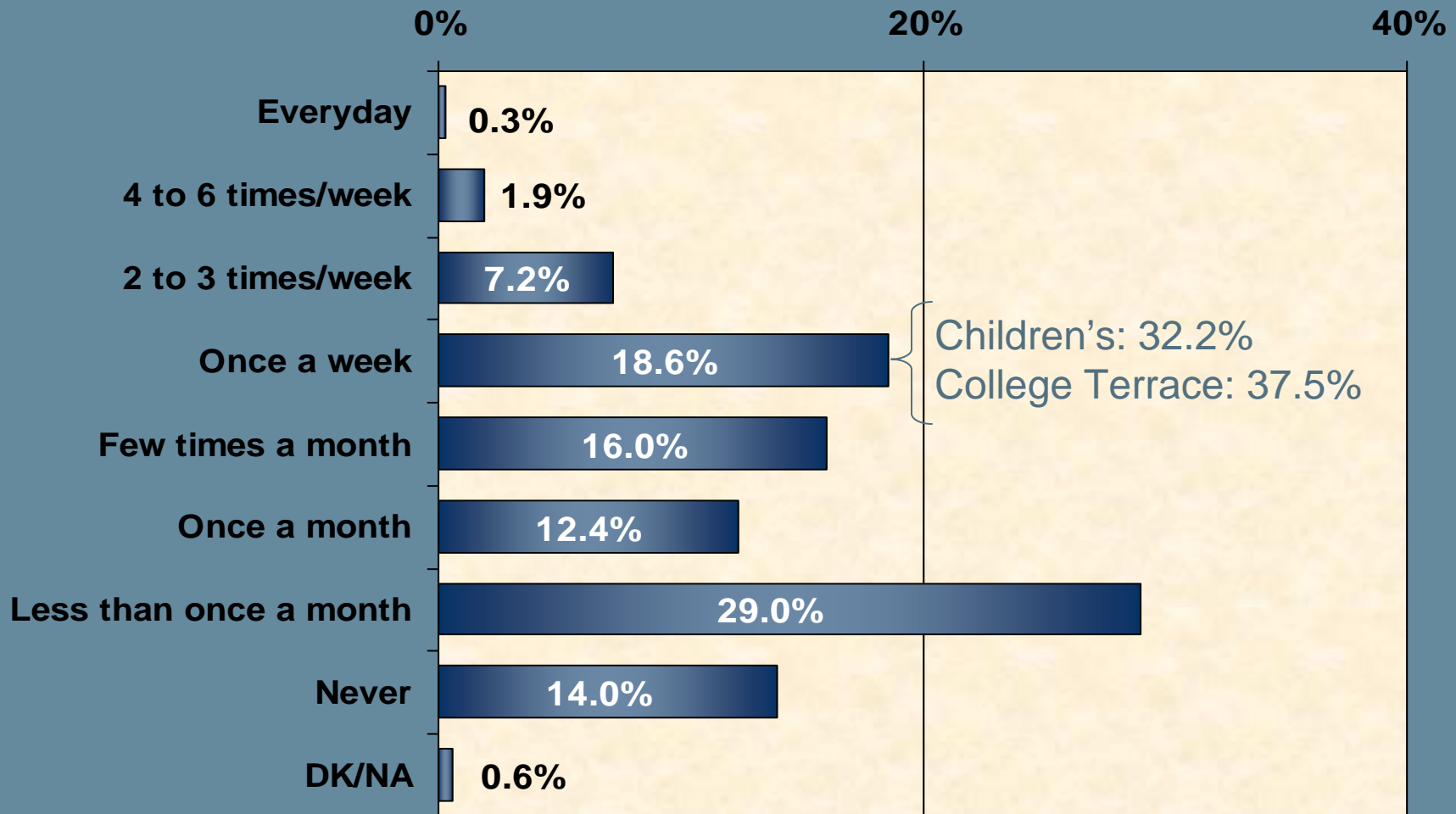
Public Libraries Visited

Library	Percentage
Main Library	63.5%
Mitchell Park	55.4%
Children's Library	33.4%
Downtown	23.9%
College Terrace	12.9%
Mountain View	14.2%
Menlo Park	13.5%
Cecil H. Green at Stanford	12.5%
Los Altos	12.3%
East Palo Alto	2.5%
Other	4.2%
None of the above	3.5%

(Scale: 0% 20% 40% 60% 80%)
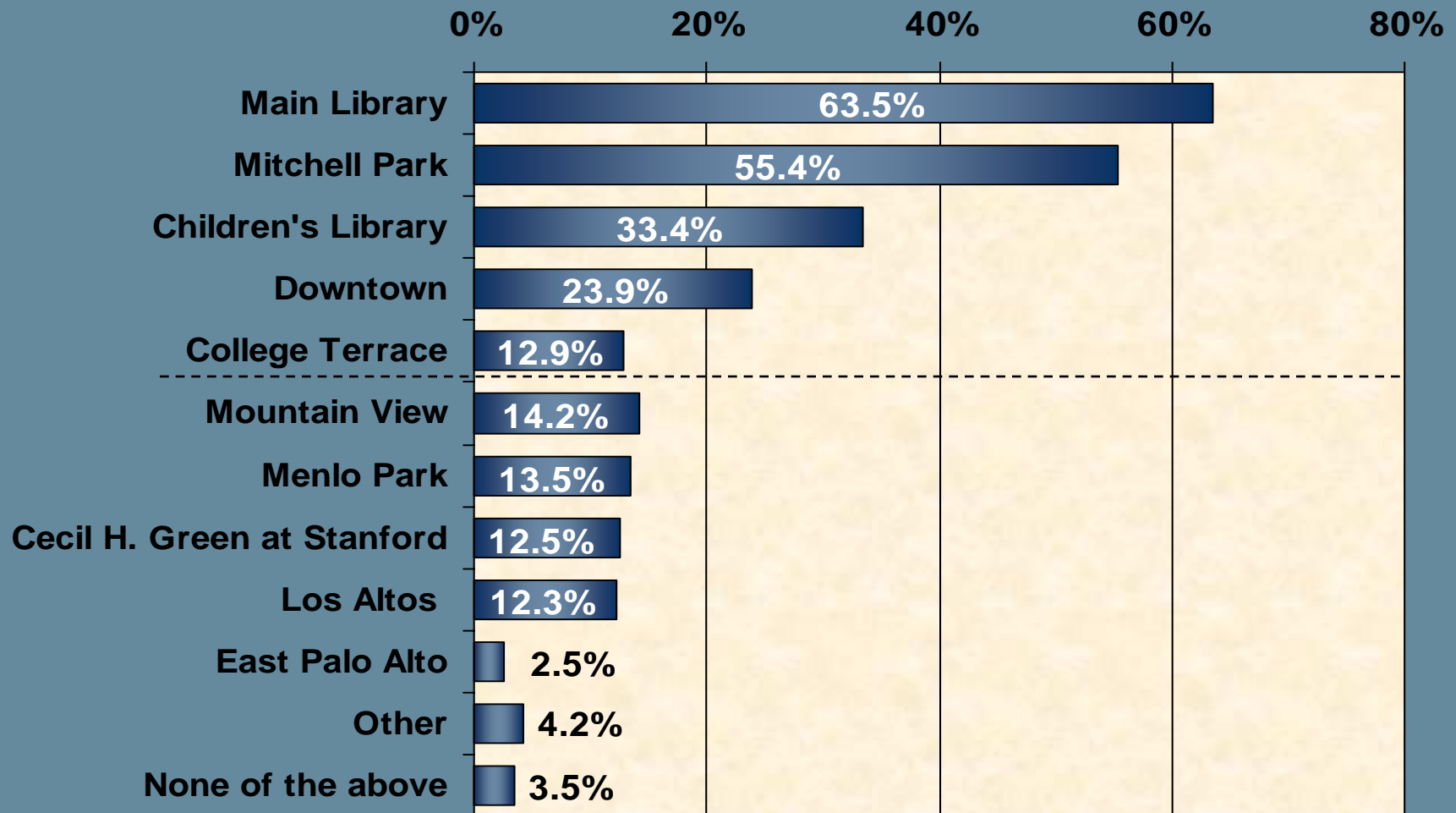
Which of the following local libraries have you visited within the past year?
(READ LIST-ALLOW MULTIPLE RESPONSES)
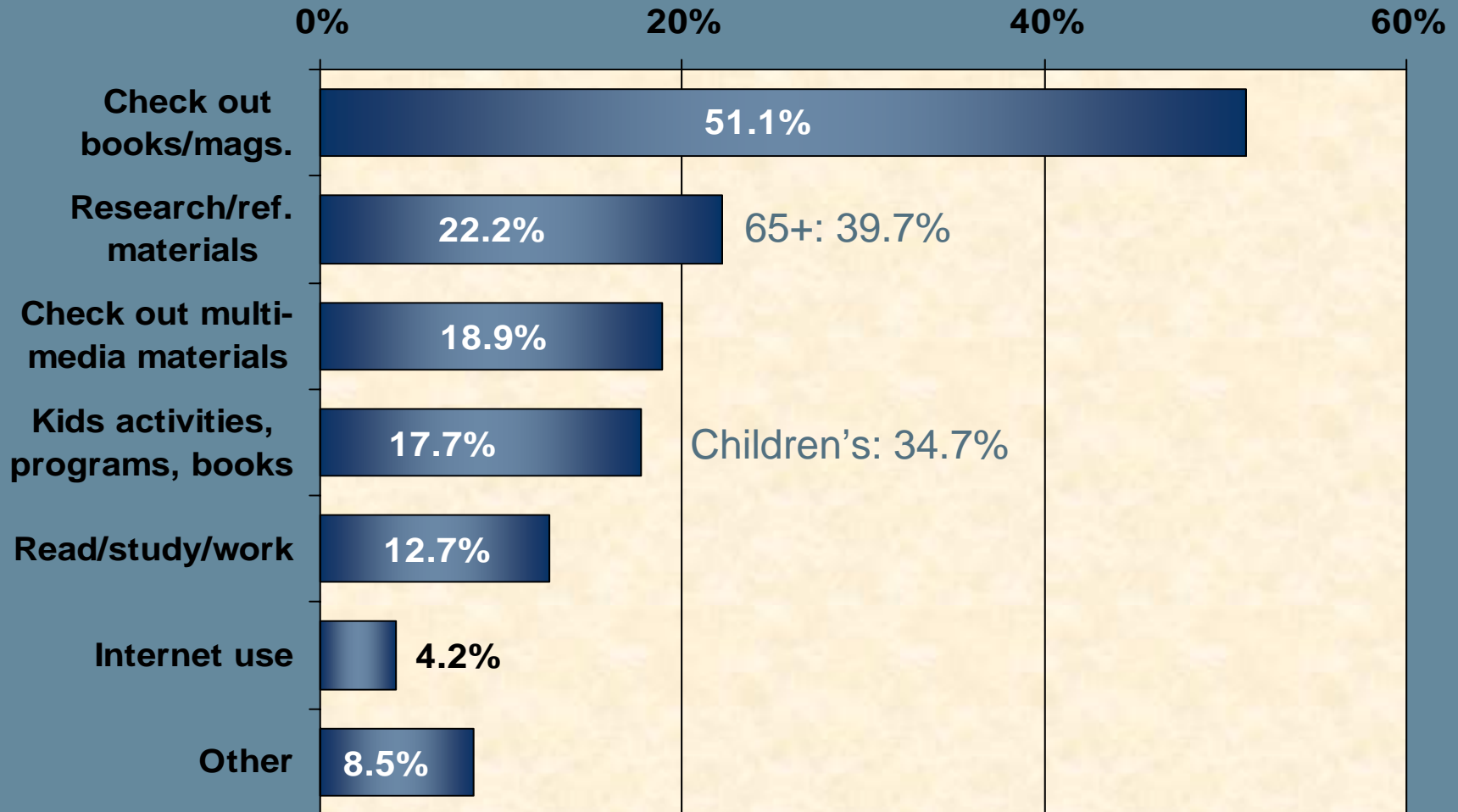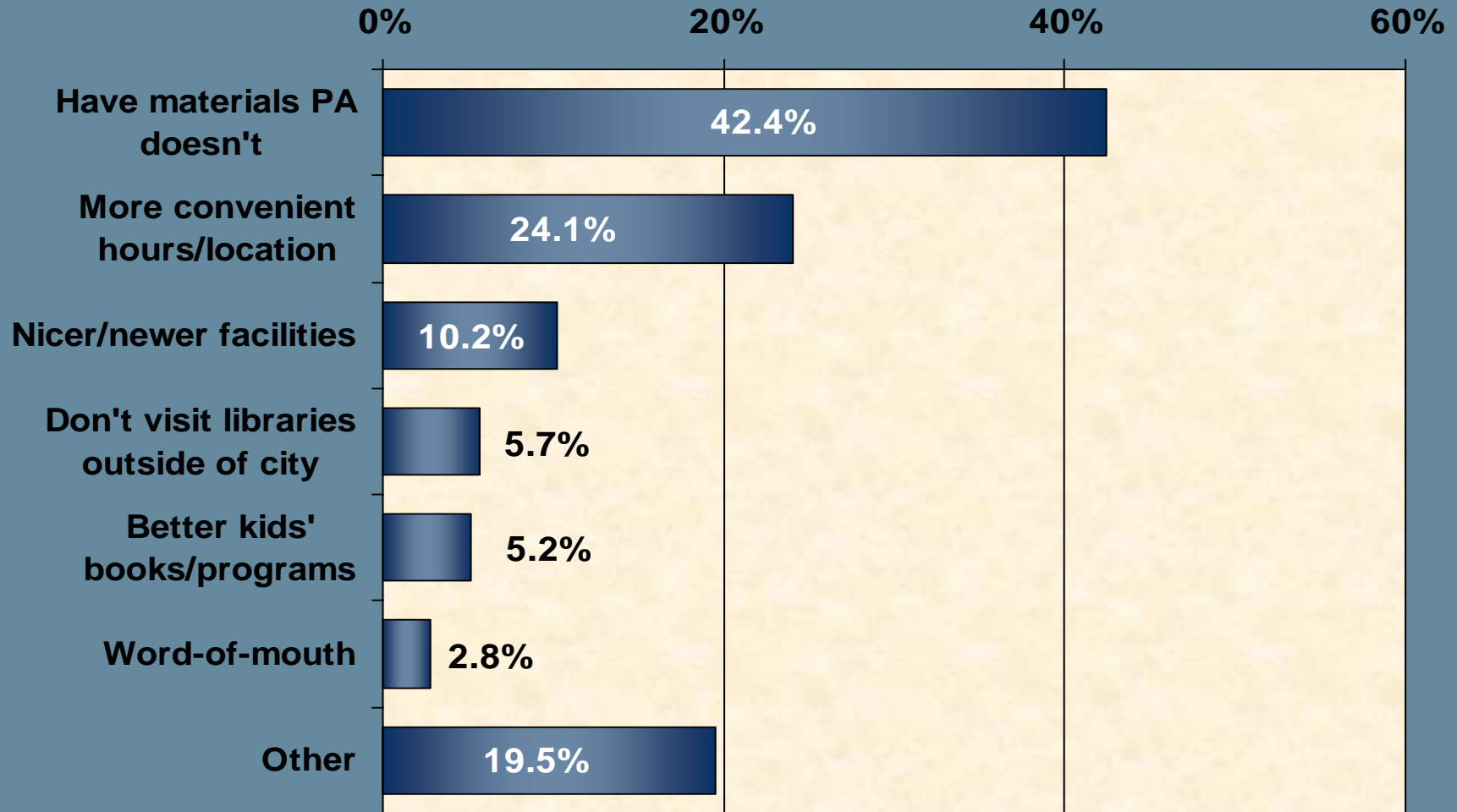
Satisfaction with the Palo Alto City Library

Satisfaction with PA City Library

Somewhat
dissatisfied
8.0%

Very dissatisfied
3.4%

DK/NA
1.4%

Somewhat
satisfied
31.3%

Very satisfied
55.9%

Total Satisfied
87.2%
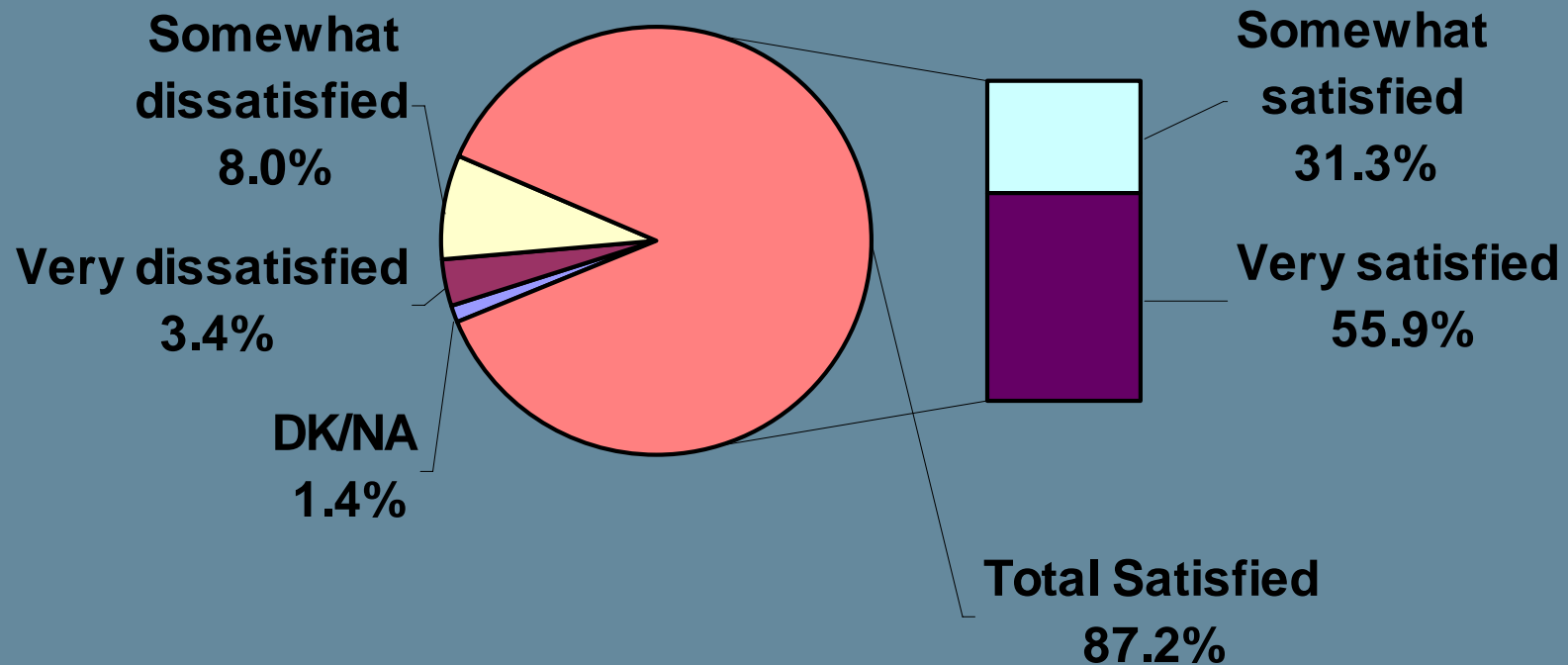
Overall, are you satisfied or dissatisfied with the Palo Alto City Library System? Is that very
(satisfied/dissatisfied) or somewhat (satisfied/dissatisfied)?

Satisfaction Comments - Positive

GODBE RESEARCH
Gain Insight

Good collections	60.1%
Helpful staff	27.6%
Close/convenient	16.4%
Up-to-date technology	15.9%
Easy to use/ modern facility	15.5%
Other	7.7%
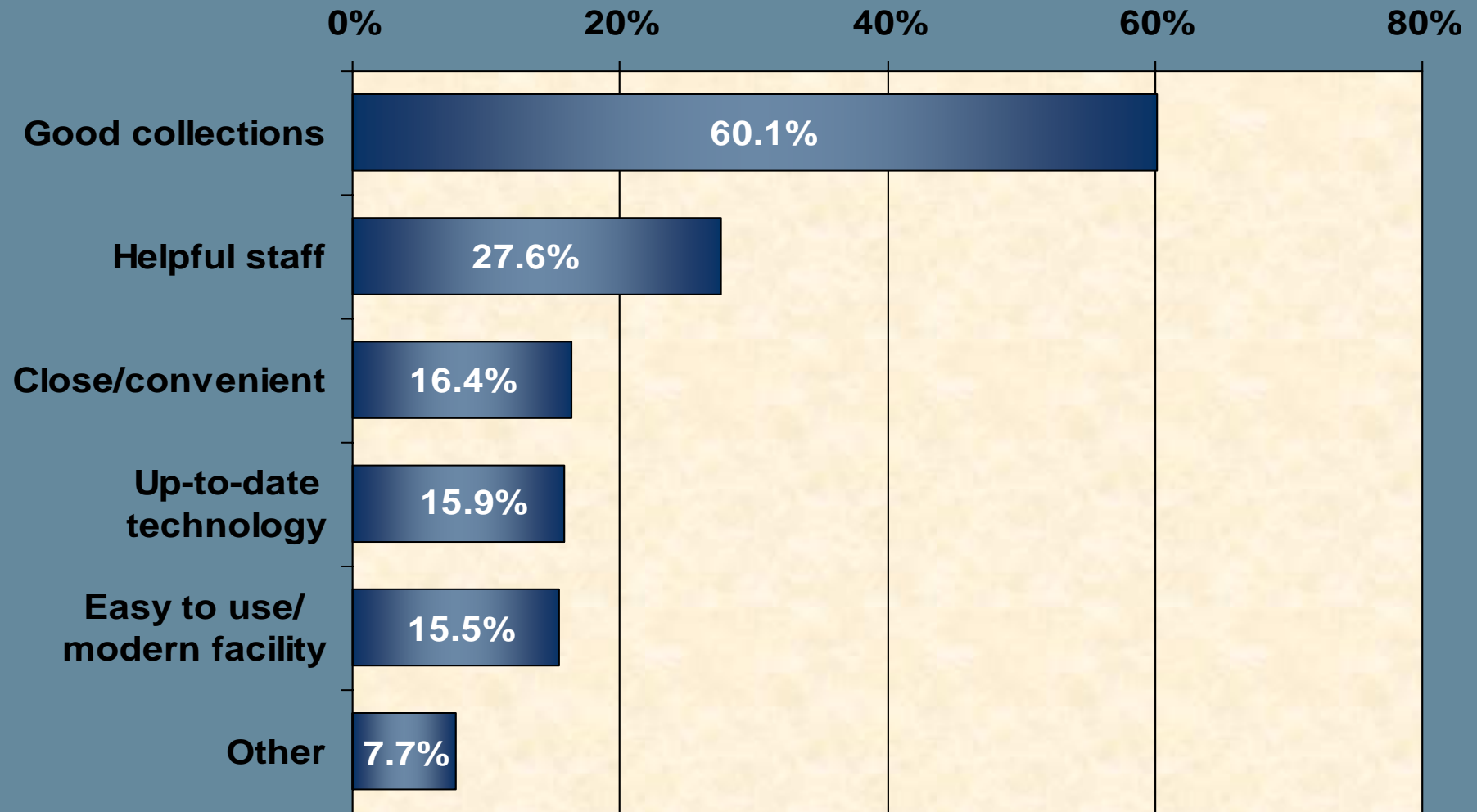
Why are you [somewhat/very] [satisfied/dissatisfied] with the Palo Alto Library System?
(OPEN ENDED RESPONSE)

Potential Programs and Service Options

Potential Programs & Services - I

GODBE RESEARCH
Gain Insight

Program	Very important	Somewhat important	Neither	Somewhat unimportant	Very unimportant
Q10r More children's services	44%	23%	10%	9%	
Q10q Access to other library collections	43%	32%	10%	7%	
Q10j More programs for teens	38%	30%	7%		12%
Q10p More web-based dbs & ref	37%	35%	11%		8%
Q10k Preschool/Daycare outreach programs	35%	29%	10%		14%
Q10b Homework center	34%	30%	11%		15%
Q10d Info. about PA events	31%	45%	9%	8%	
Q10i More outreach programs for seniors	28%	35%	12%	12%	
Q10e Adult literary & cultural programs	28%	40%	12%	9%	

■ Very important □ Somewhat important □ Neither
□ Somewhat unimportant ■ Very unimportant ■ Don't know

Next, I'm going to read you a list of potential programs and services the Palo Alto Library could offer. After I read each one, please tell me how important that particular program or service would be to you. Here's the first one _____. Is that item important, unimportant, or neither important nor unimportant? (GET ANSWER, THEN ASK) Is that very (important/unimportant) or somewhat (important/unimportant)?

Potential Programs & Services - II

Program	Very important	Somewhat important	Neither	Somewhat unimportant	Very unimportant	Don't know
Q10n Adult literacy tutoring	27%	30%		13%	17%	
Q10h More non-English books, materials & programs	27%	32%		12%	19%	
Q10m More digital & downloadable books	25%	34%		14%	17%	
Q10c Technology training	24%	34%		15%	16%	
Q10g Info. on local history	23%	42%		13%	10%	
Q10l Consumer, health, civic, etc. centers	22%	40%		17%	8%	
Q10a Meeting rooms	12%	28%		22%	21%	
Q10f Exhibits and displays	11%	34%		23%	16%	
Q10o Distance learning & videoconferencing center	10%	26%		23%	24%	

0%   20%   40%   60%   80%   100%

■ Very important   □ Somewhat important   □ Neither
□ Somewhat unimportant   ■ Very unimportant   □ Don't know

Library Design Options - I

	Very important	Somewhat important	Neither	Somewhat unimportant	Very unimportant	Don't know
Q11c Bigger & broader collections	50%	35%	4%	2%		
Q11a A library close to home or work	43%	28%	10%		9%	
Q11b Open longer hours	39%	32%	12%		5%	
Q11e More robust library website	38%	32%	10%		7%	
Q11d More copies available for check-out	37%	36%	10%		5%	
Q11f Collections & services in multiple locations	32%	33%	11%		12%	

0% 20% 40% 60% 80% 100%

■ Very important   ■ Somewhat important   ■ Neither
■ Somewhat unimportant   ■ Very unimportant   ■ Don't know

Now I'm going to read a list of statements concerning the Palo Alto Library that will help the City better design the system to meet community needs. After I read each one, please tell me how important that particular option is to you. Here's the first/next one _____. Is that item important, unimportant, or neither important nor unimportant? (GET ANSWER, THEN ASK) Is that very (important/unimportant) or somewhat (important/unimportant)?
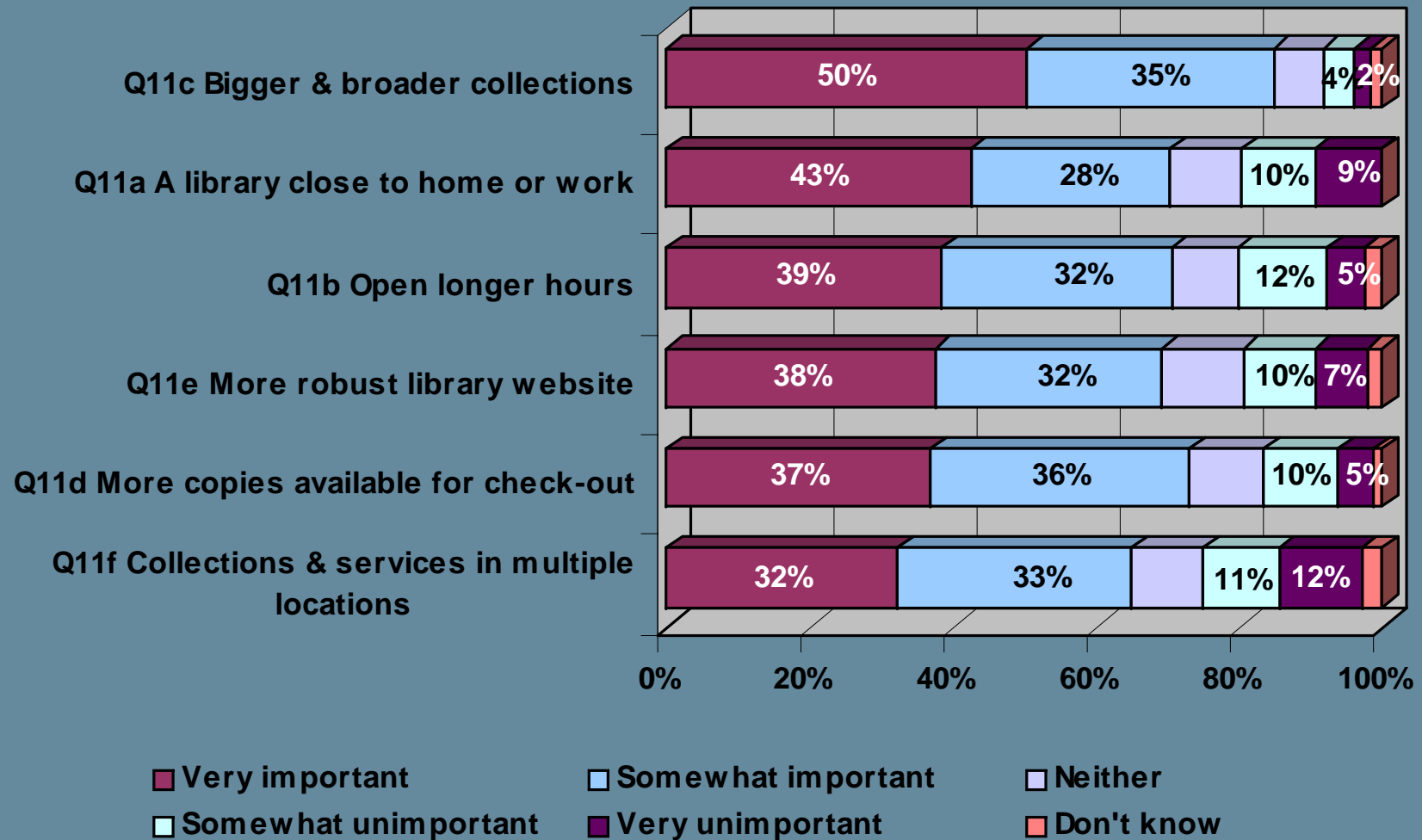
Library Design Options - II

Q11i More self-service options — 26% | 39% | 10% | 9%

Q11h More staff — 18% | 32% | 24% | 10%

Q11g Library collections & services based in one location w/ limited service in smaller branches — 18% | 24% | 17% | 21%

Q11k Functioning as a community gathering place — 18% | 37% | 20% | 11%

Q11j Library collections & services based in one location w/ alt. services points — 12% | 24% | 20% | 29%

0% 20% 40% 60% 80% 100%

Legend:
- ☐ Very important
- ☐ Somewhat important
- ☐ Neither
- ☐ Somewhat unimportant
- ☐ Very unimportant
- ☐ Don't know
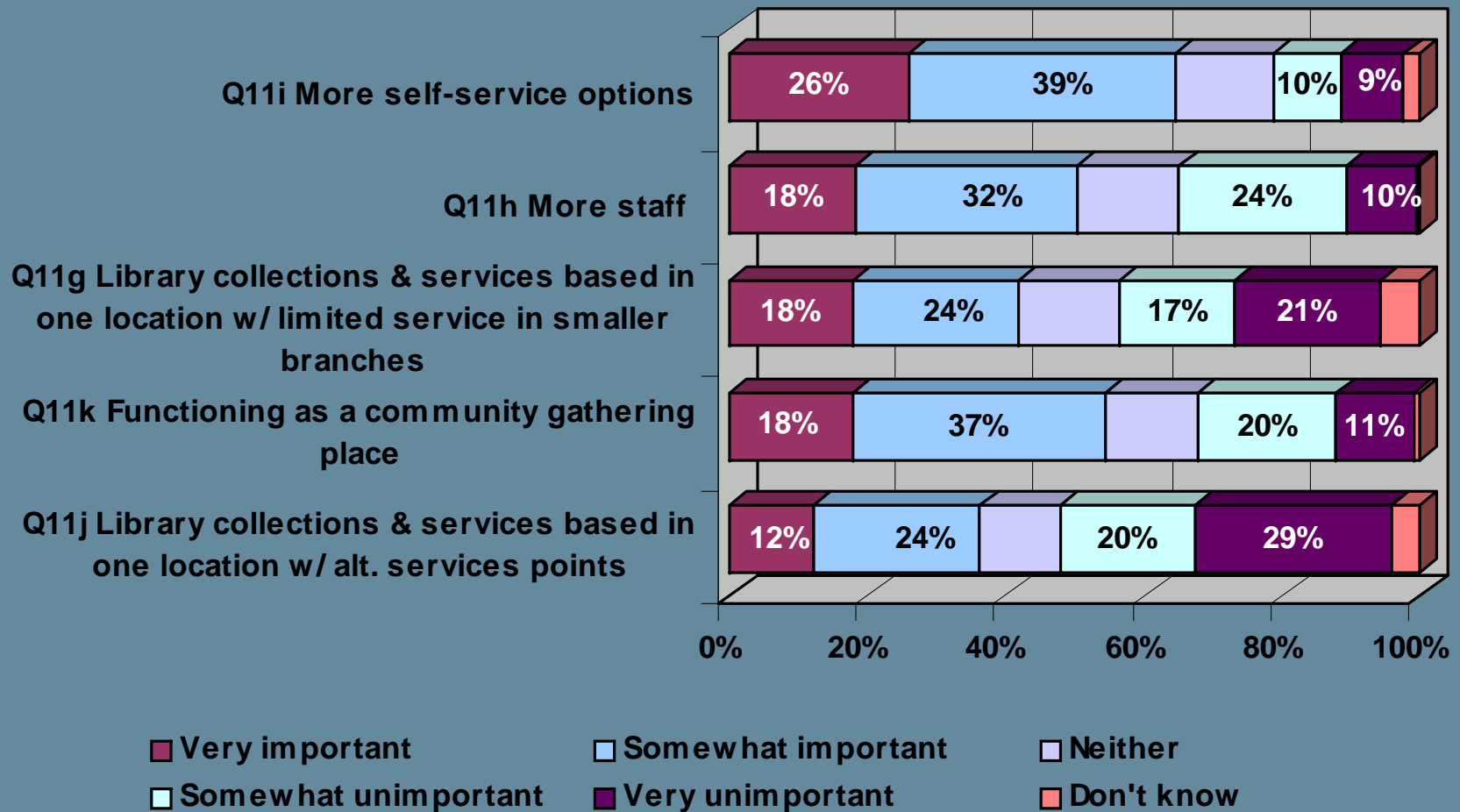
Delivery Options
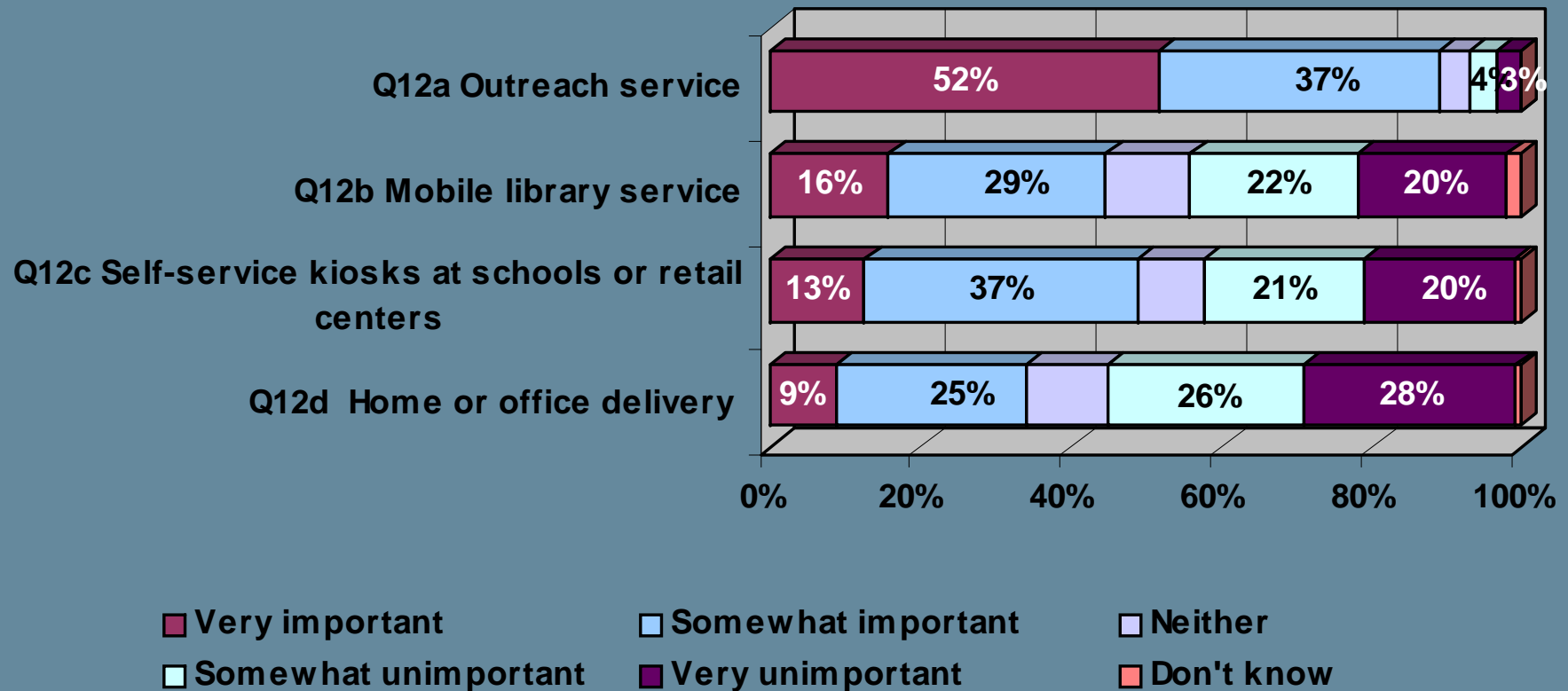
The Palo Alto Library could provide many different ways to deliver materials and services to the community. As I read each one, please tell me how important you feel it is to deliver services in that manner. Here's the first/next one _____. Do you feel that it is important or unimportant?
(GET ANSWER, THEN ASK)   Is that very (important/unimportant) or somewhat (important/unimportant)?
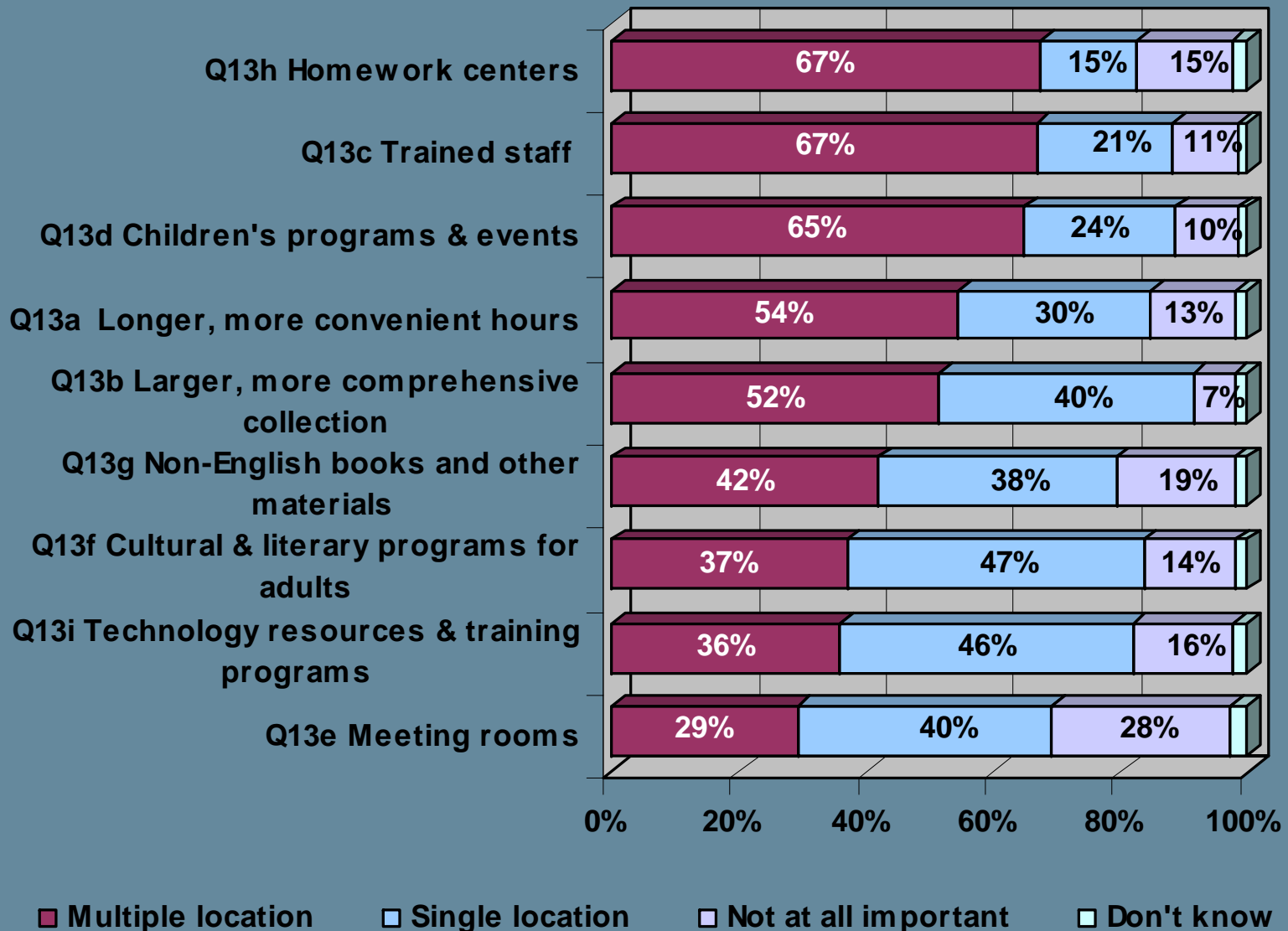
Possible Service Options

Service Option	Multiple location	Single location	Not at all important	Don't know
Q13h Homework centers	67%	15%	15%	
Q13c Trained staff	67%	21%	11%	
Q13d Children's programs & events	65%	24%	10%	
Q13a Longer, more convenient hours	54%	30%	13%	
Q13b Larger, more comprehensive collection	52%	40%	7%	
Q13g Non-English books and other materials	42%	38%	19%	
Q13f Cultural & literary programs for adults	37%	47%	14%	
Q13i Technology resources & training programs	36%	46%	16%	
Q13e Meeting rooms	29%	40%	28%	

Legend: ■ Multiple location □ Single location □ Not at all important □ Don't know

Other Needs to Address

	0%	20%	40%	60%

Nothing/everything addressed in survey — 48.9%

Bigger collections of books, etc. — 11.8%

Remodel/update facilities (bigger, more computers, etc.) — 9.6%

More kids & teens programs/books — 4.4%

Open more hours — 4.0%

Maintain multiple branches — 2.4%

Have fewer branches — 1.7%

More/better staff — 1.3%

Don't know — 9.9%

Other — 12.8%

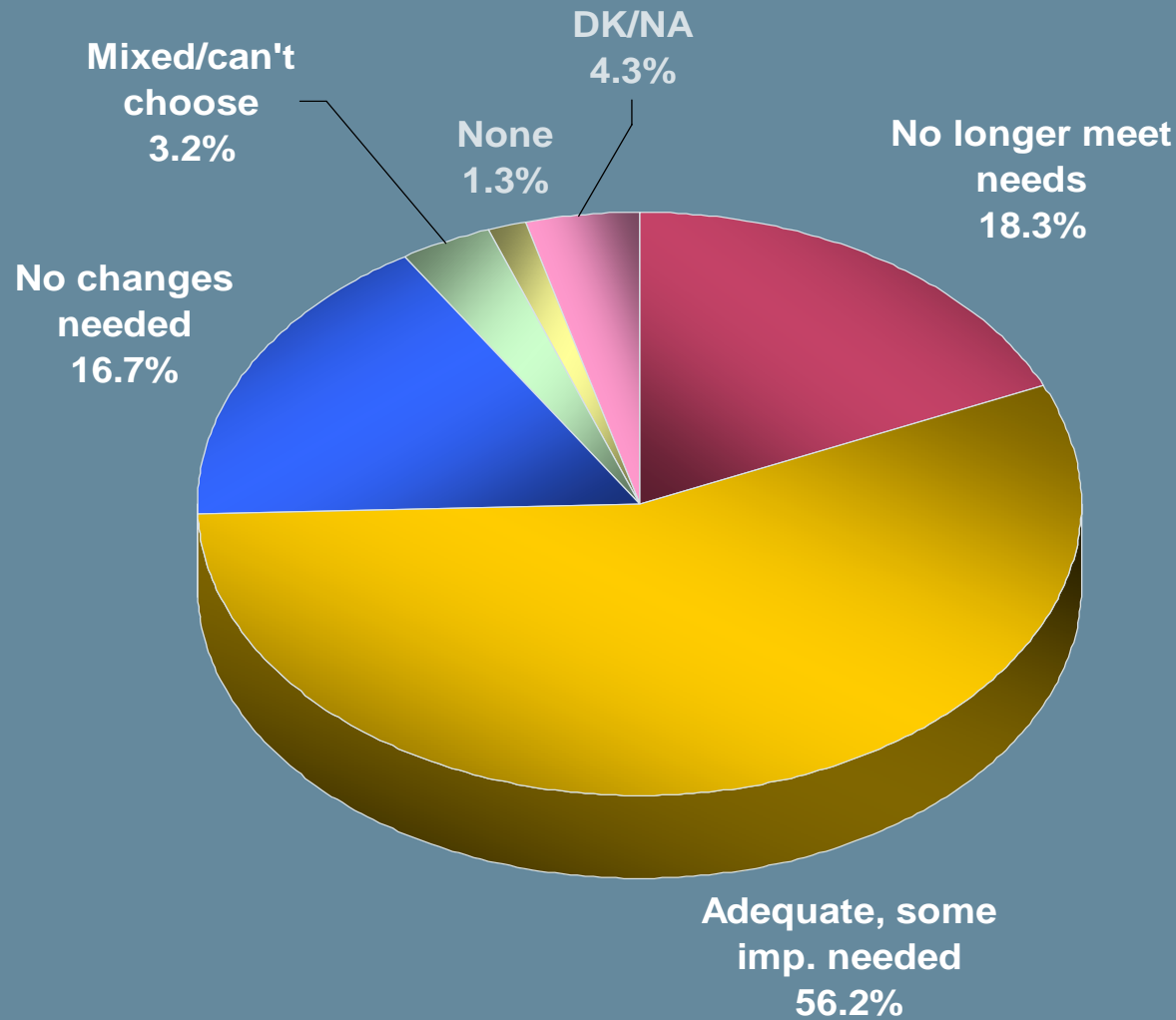We have discussed many potential programs and services that the Palo A lot Library could offer.
What other needs do you have that you would like to see the Palo Alto Library address? (OPEN-ENDED RESPONSE)

Improvement needed?

Mixed/can't choose 3.2%

None 1.3%

DK/NA 4.3%

No longer meet needs 18.3%

No changes needed 16.7%

Adequate, some imp. needed 56.2%

Conclusions - I

Top Drivers of Library Use

- Library collections as primary driver
  - Top reason for using Palo Alto and other libraries
  - Top reason for satisfaction and dissatisfaction
  - Most important potential program and service area (including access to other library collections)
- Condition of facilities & technologies
- Convenience (location, hours & library website)
- Teen/children programs & services

Library System Configuration

- Users like current distributed configuration
  - Strong preference for multiple locations:
    - homework centers, trained staff, and children's programs
  - Preference for multiple locations:
    - better hours, and larger/more comprehensive collections
  - Slight preference of single location:
    - Cultural/literary programs, technology, and meeting rooms
- Overall, satisfied users
  - 87% at least somewhat satisfied overall
  - 73% thought adequate with some or no improvement needed

Survey of Palo Alto Residents

Conducted for the Palo Alto City Library

February 9, 2006

Demographics

Gender

Male
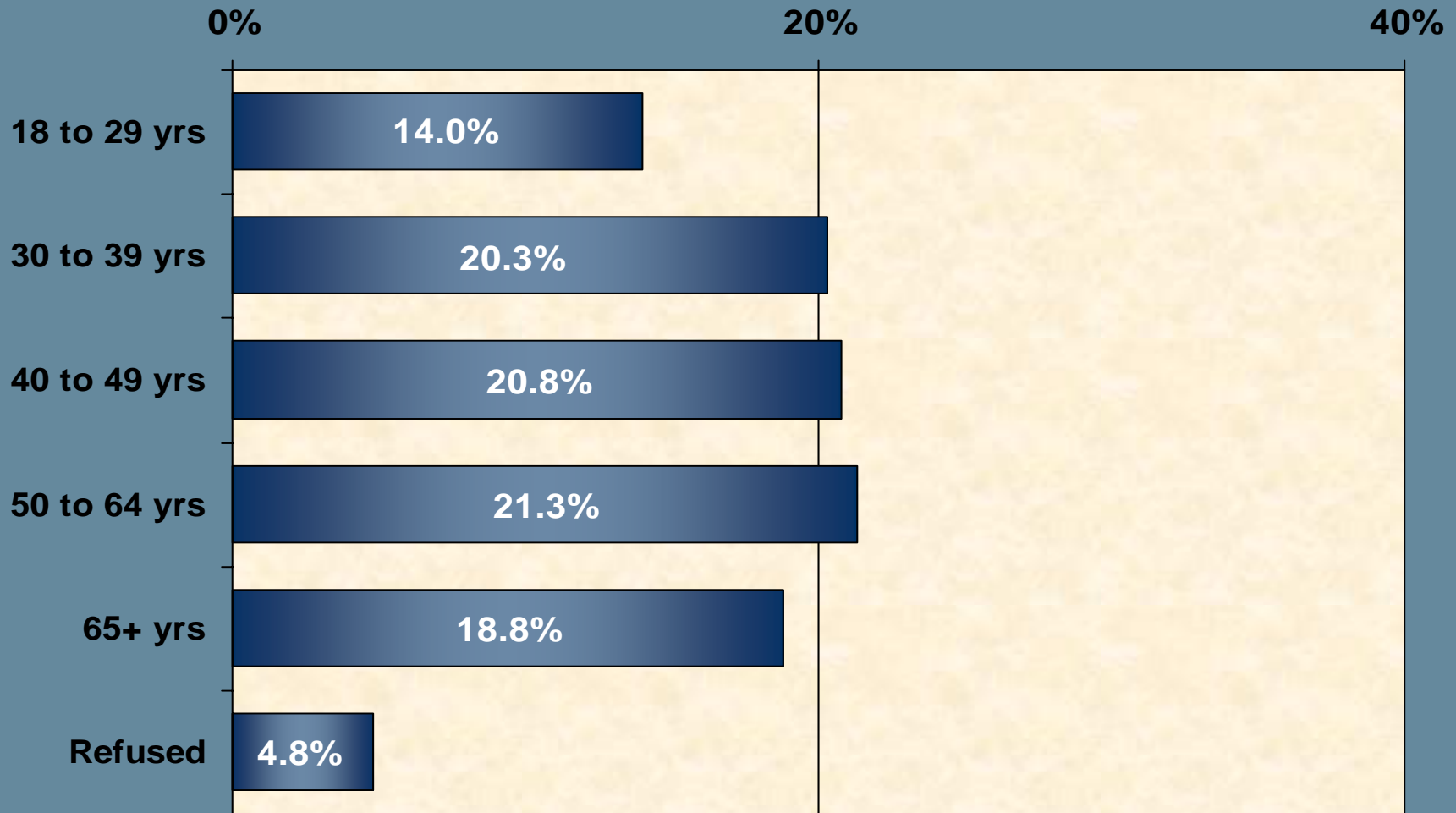47.8%

Female
52.2%

Age

Age	Percentage
18 to 29 yrs	14.0%
30 to 39 yrs	20.3%
40 to 49 yrs	20.8%
50 to 64 yrs	21.3%
65+ yrs	18.8%
Refused	4.8%

Ethnicity

Ethnicity	Percentage
White	65.8%
Latino	5.3%
Chinese-American	5.2%
Black	3.3%
Japanese-American	1.2%
Pacific Islander	1.0%
Korean-American	0.4%
Vietnamese-American	0.3%
Other Asian-American	7.4%
Mixed	1.5%
Other	2.6%
DK/NA	6.0%
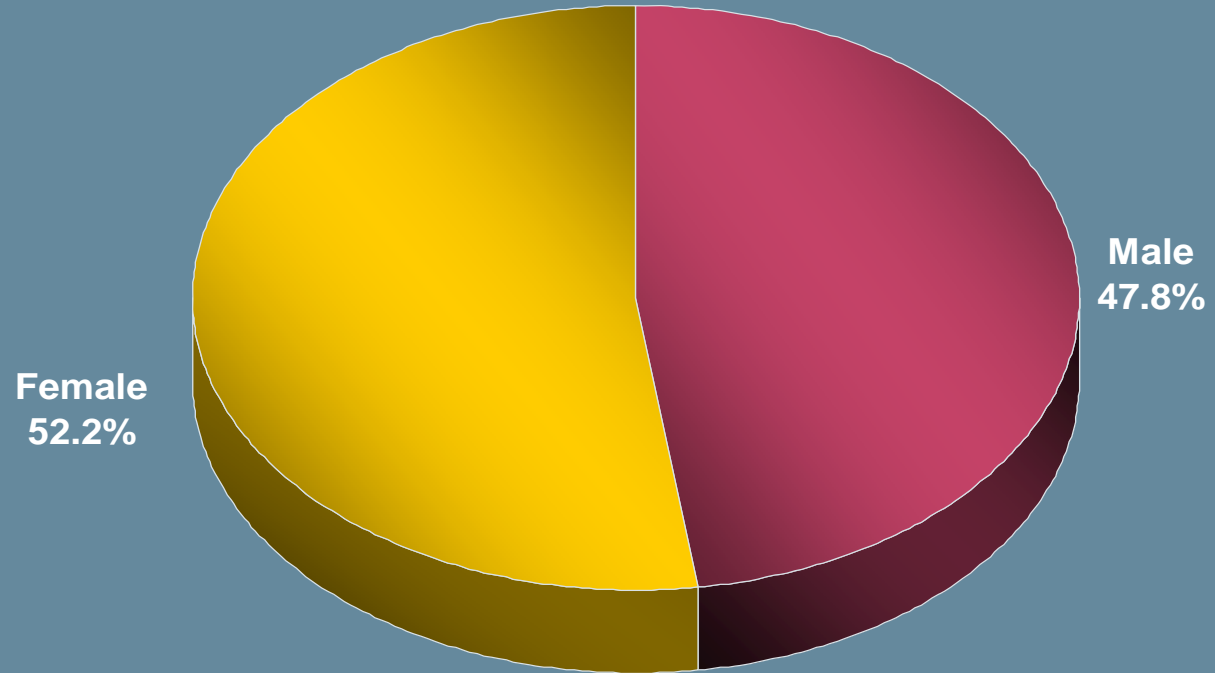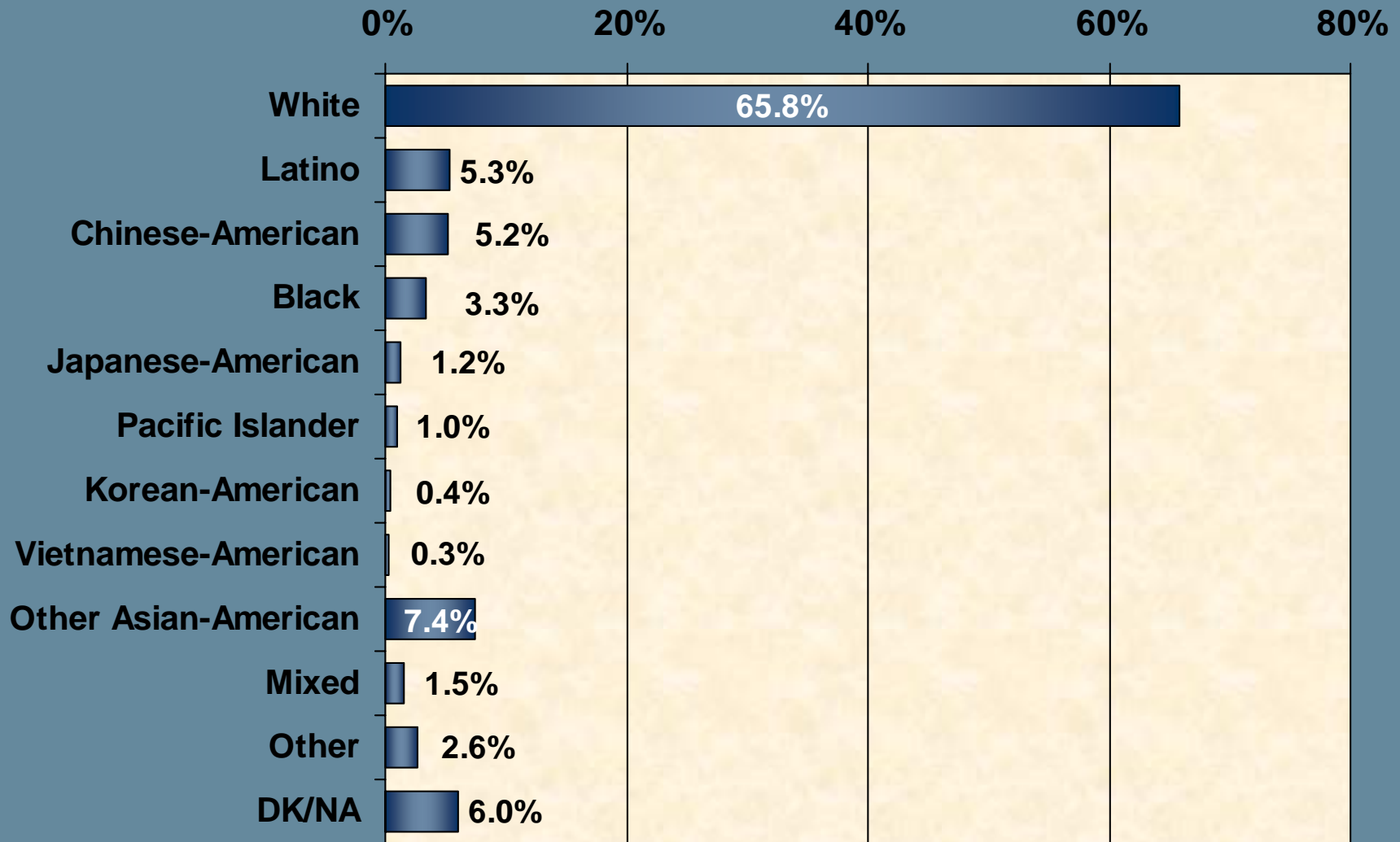
What ethnic group do you consider yourself a part of or feel closest to?

Area of Residence

Do you live North or South of Page Mill Road/Oregon Expressway?
Do you live on the Bayside (East) or Oceanside (West) of El Camino Real?

Children in Household

Children
48.2%

No children
51.8%

Education

	0%	20%	40%	60%
< than 8 yrs	0.1%			
Elementary	0.1%			
Some high school	1.0%			
High school	4.3%			
Tech./vocational school	1.0%			
Some college	10.2%			
College graduate	31.3%			
Some graduate school	5.1%			
Graduate, prof. or doctorate degree	44.5%			
Refused	2.4%			
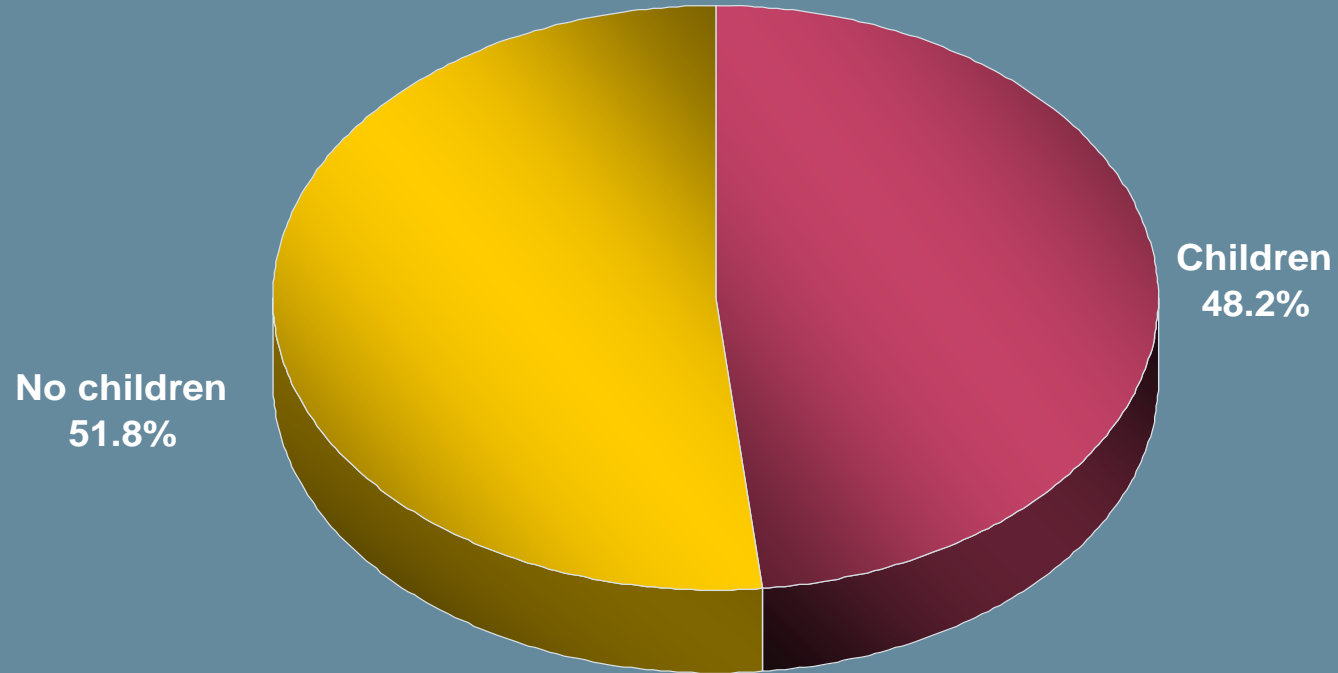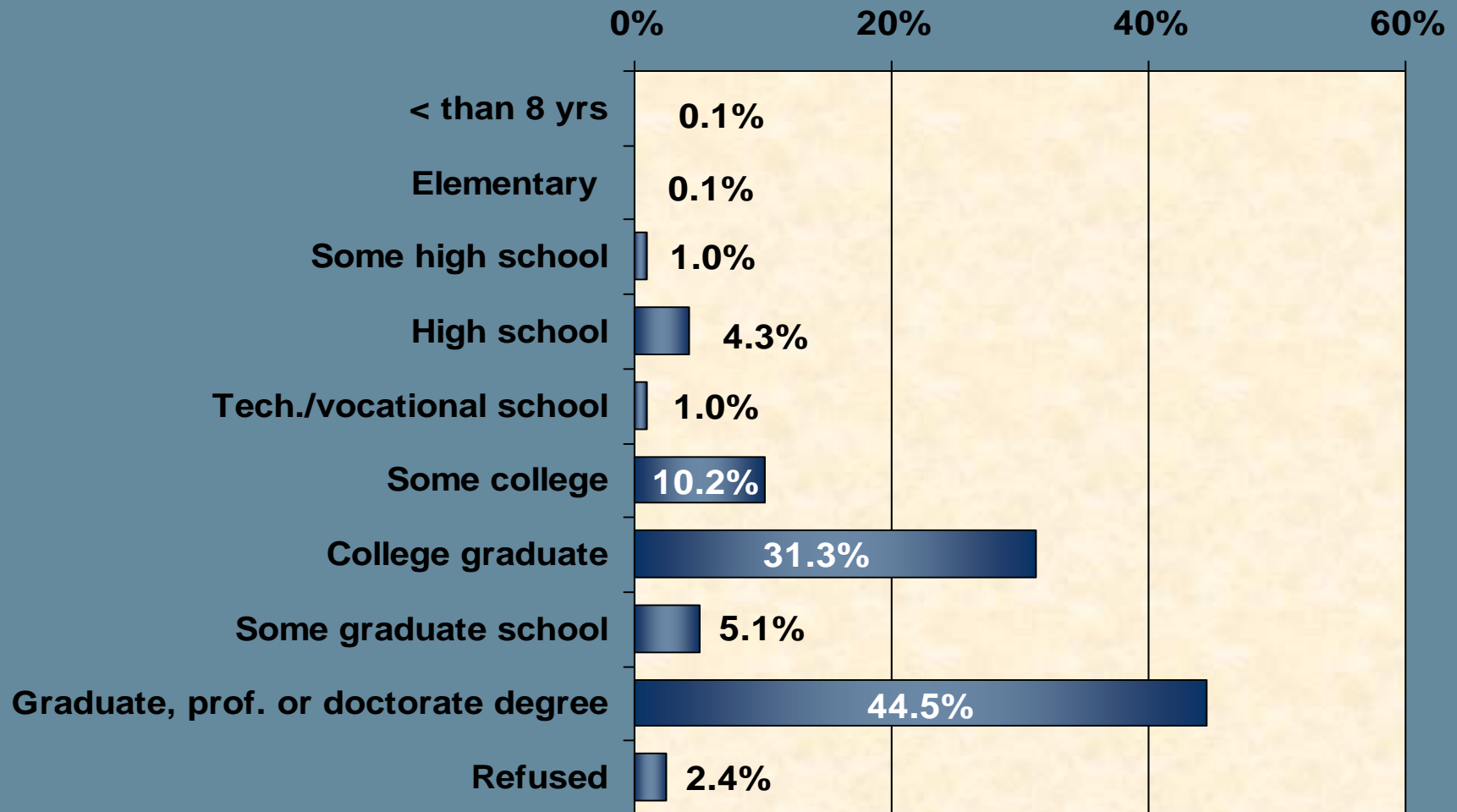
What was the highest grade or level you completed in school?

Languages Spoken at Home

GODBE RESEARCH
Gain Insight

	0%	20%	40%	60%

1 — 55.3%

2 — 30.0%

3 — 9.6%

4 — 1.0%

5 or more — 1.3%

DK/NA/Refused — 2.8%
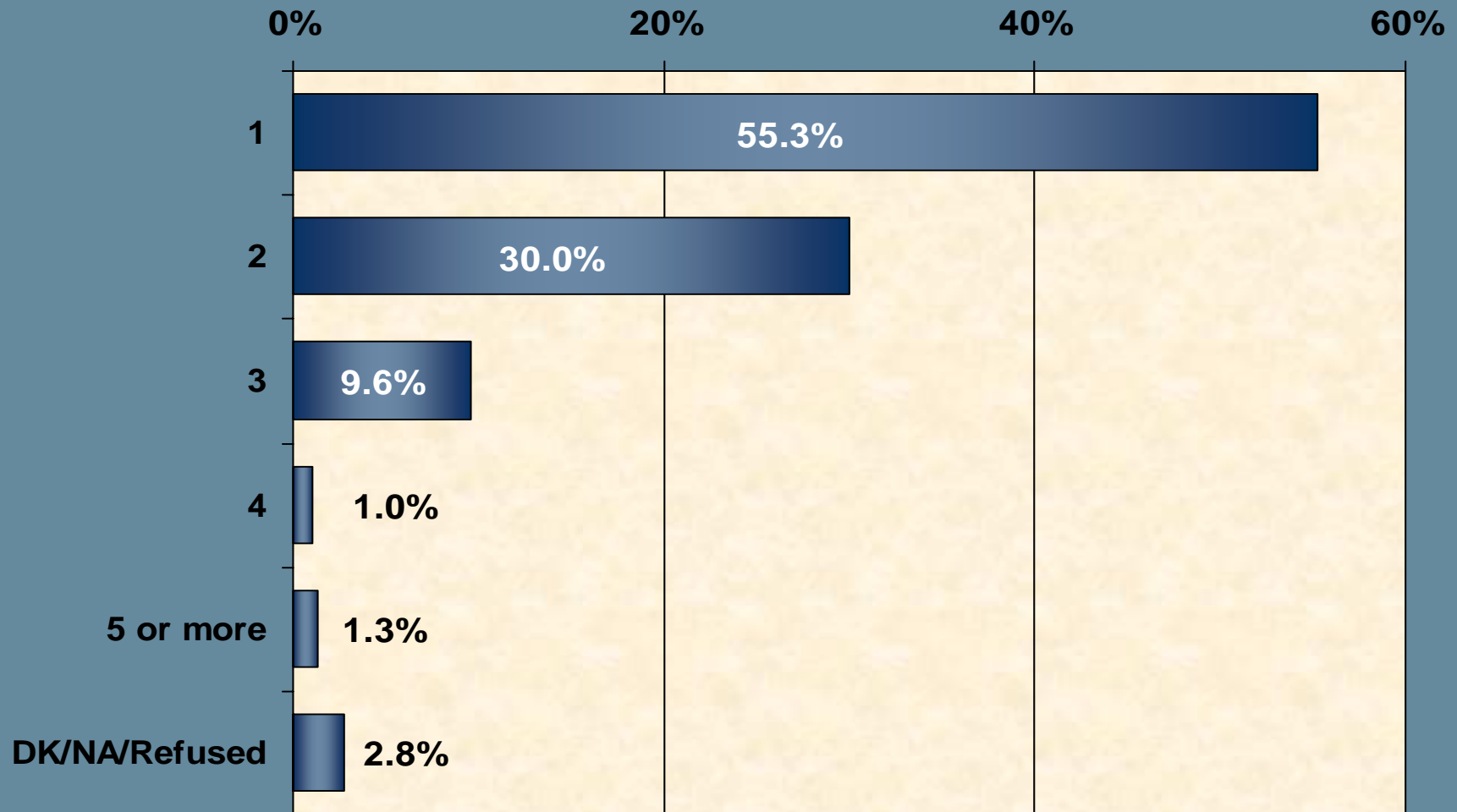
How many languages are spoken at your home?

Length of Residence

GODBE RESEARCH
Gain Insight

0%	20%	40%

Length of Residence	Percentage
< 1 yr	6.7%
1 to 3 yrs	12.8%
3 to 5 yrs	6.5%
5 to 10 yrs	16.2%
10 to 15 yrs	13.8%
15 to 20 yrs	7.3%
> 20 yrs	35.2%
Refused	1.5%
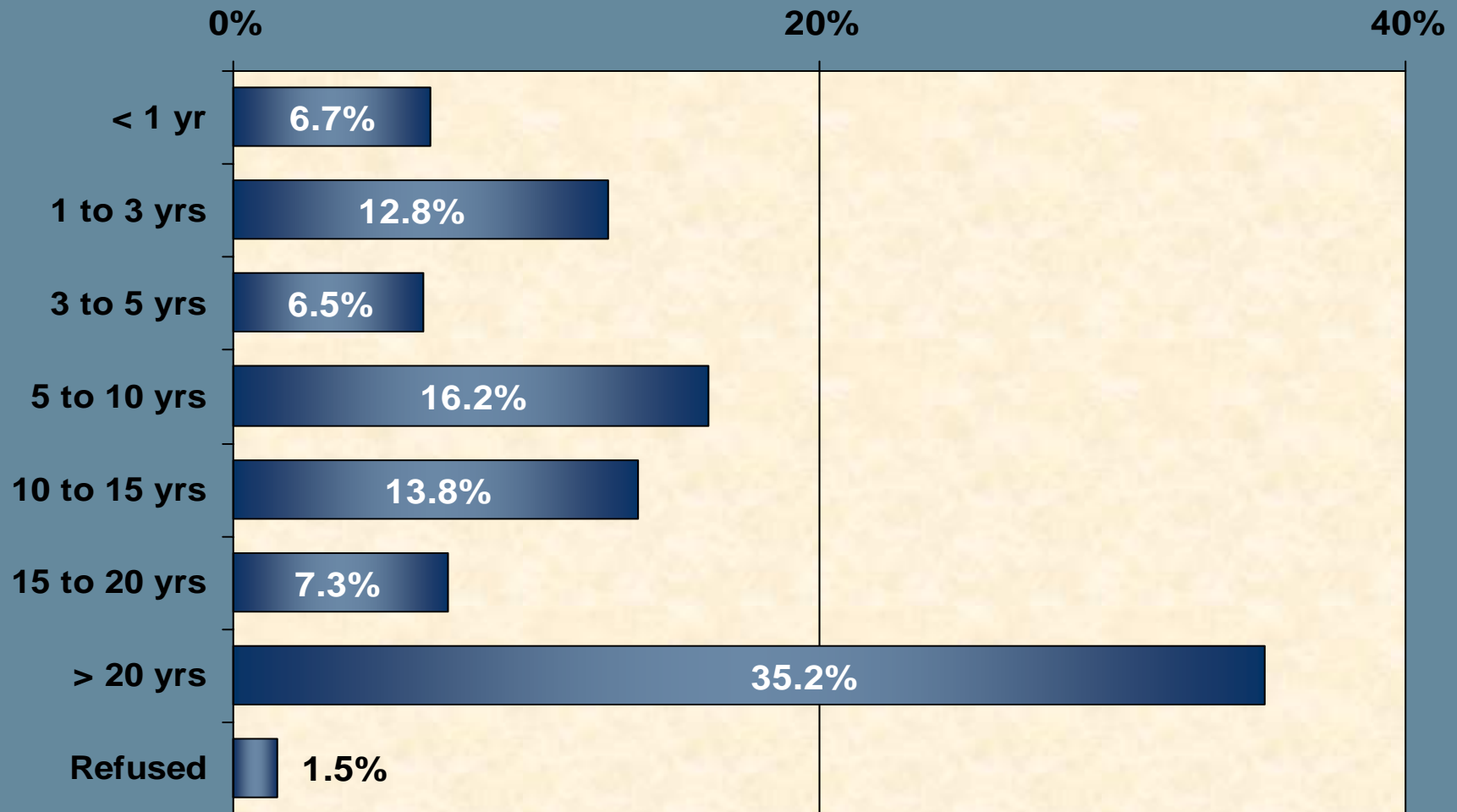
How many years have you lived in Palo Alto?

Adults in Household Over 64

None	68.4%
One	14.8%
Two	14.8%
Three or more	0.5%
Refused	1.5%

0%   20%   40%   60%   80%
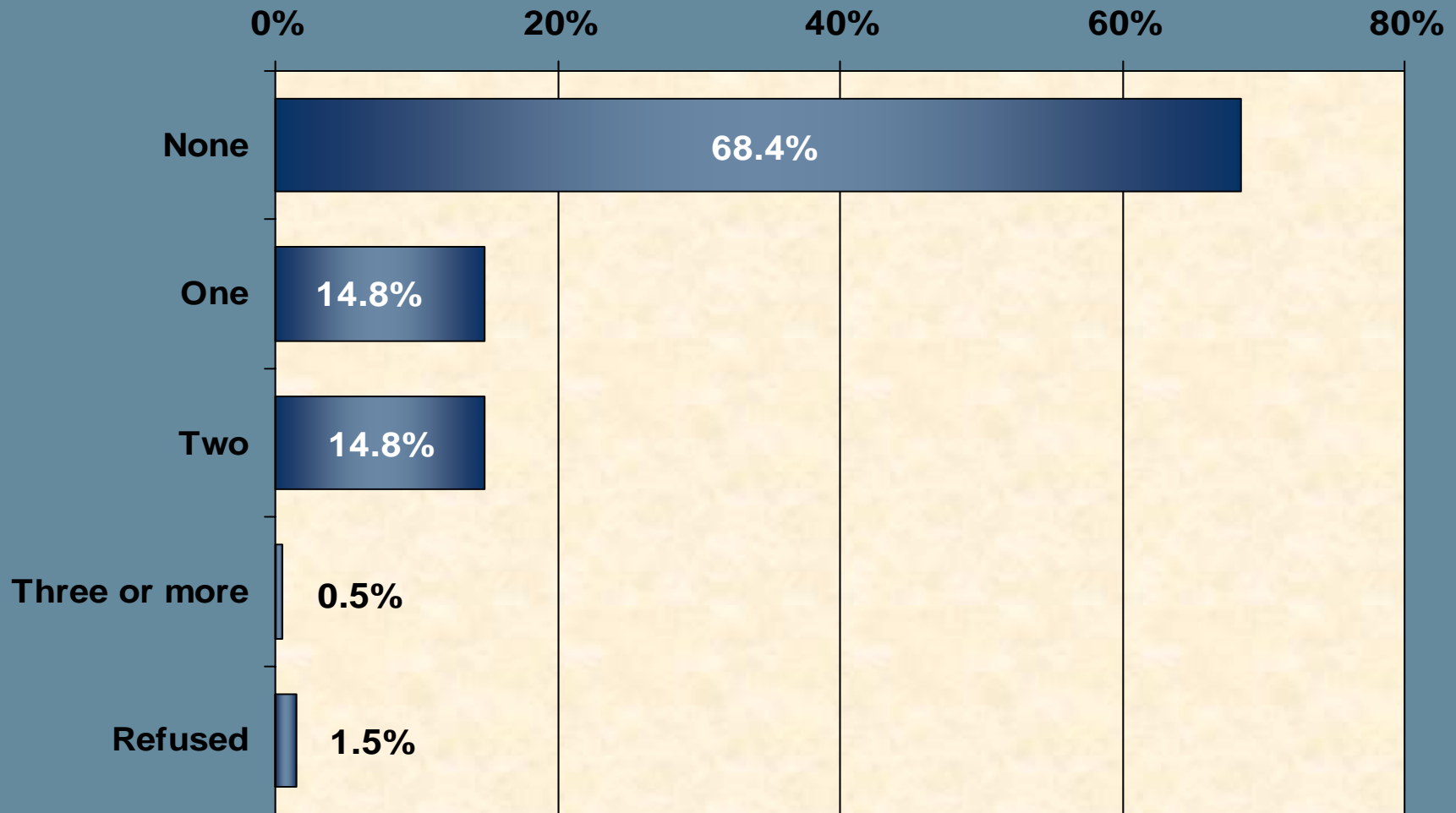
Including yourself, if appropriate, how many adults over the age of 64 live in your household?

Library Card

DK/NA
0.5%

No
21.0%

Yes
78.5%
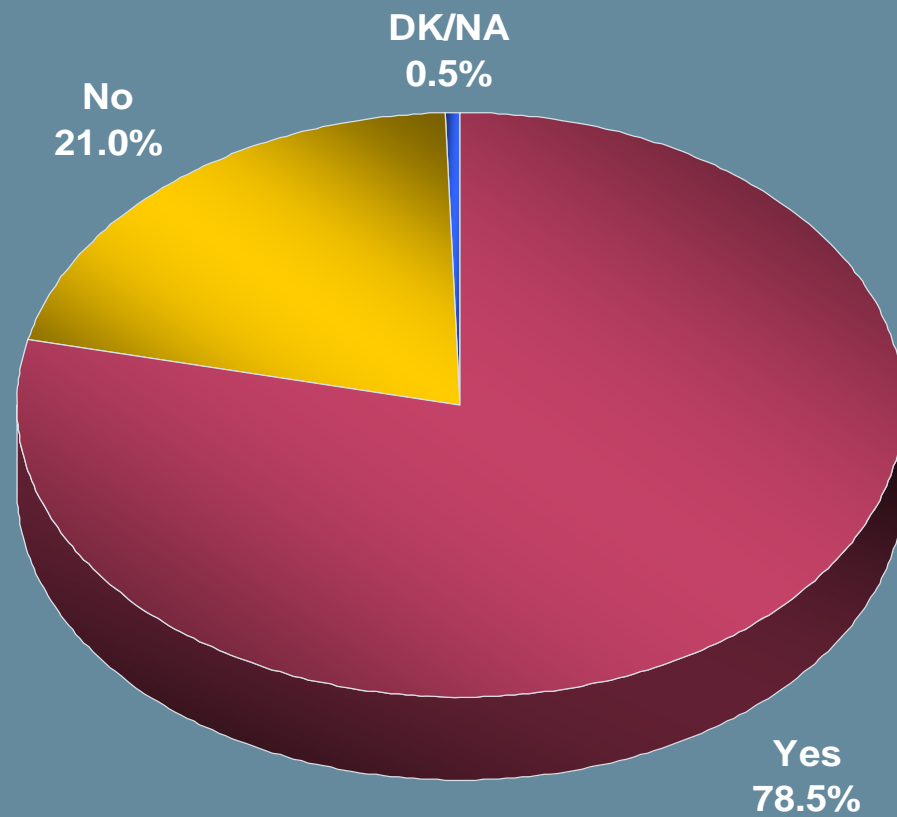
Do you have a Palo Alto Library Card?

Crosstabulation Tables

Public Libraries Visited by Area

	A. Overall	B. Northeast	C. Northwest	D. Southeast	E. Southwest
Base	479	154	49	205	40
College Terrace	62 12.9%	18 12.0% C	17 35.0% BD	15 7.3% CE	8 18.8% D
Downtown	115 23.9%	53 34.5% D	17 35.4% D	27 13.1% BC	10 24.9%
Main Library	304 63.5%	121 78.5% CDE	31 63.0% B	116 56.3% B	18 45.3% B
Mitchell Park	265 55.4%	55 35.5% DE	17 34.4% DE	151 73.9% BC	28 69.1% BC
Children's Library	160 33.4%	58 37.6% E	18 37.1%	61 29.6%	8 20.0% B
Cecil H. Green at Stanford	60 12.5%	20 13.0% C	12 25.1% BDE	21 10.2% C	2 5.5% C
East Palo Alto	12 2.5%	2 1.3%	3 6.0%	6 2.7%	- -
Los Altos	59 12.3%	11 7.4% E	6 11.6% E	25 12.3% E	13 31.8% BCD
Menlo Park	65 13.5%	30 19.2% DE	12 24.9% DE	19 9.1% BC	2 4.8% BC
Mountain View	68 14.2%	16 10.2% D	5 11.1%	37 18.2% B	7 18.3%
Other	20 4.2%	5 3.5%	1 2.0%	13 6.3%	1 2.5%
None of the above	17 3.5%	4 2.4%	2 4.8%	5 2.7%	3 7.3%

Why Visit Libraries Outside Palo Alto by "Other" Libraries Visited

		Other Libraries Visited within the Past Year				
	A. Overall	B. Cecil H. Green at Stanford	C. East Palo Alto	D. Los Altos	E. Menlo Park	F. Mountain View
Base	207	60	12	59	65	68
Have materials PA doesn't have	88 42.4%	29 49.2% C	1 5.7% BDEF	33 56.9% CEF	24 37.5% CD	26 38.6% CD

Satisfaction with Palo Alto City Library by Area and Age

		Area			
	A. Overall	B. Northeast	C. Northwest	D. Southeast	E. Southwest
Base	422	141	42	180	34
Very satisfied	236 55.9%	76 54.3% C	30 71.9% BD	96 53.5% C	18 52.7%

		Age				
	A. Overall	B. 18 to 29 yrs	C. 30 to 39 yrs	D. 40 to 49 yrs	E. 50 to 64 yrs	F. 65+ yrs
Base	422	45	76	105	92	83
Very satisfied	236 55.9%	34 74.8% EF	47 61.3% E	62 59.2% E	39 42.4% BCD	46 54.9% B

Satisfaction Comments-Positive by PA Libraries Visited and Gender

GODBE RESEARCH
Gain Insight

		PA Libraries Visited within the Past Year				
	A. Overall	B. College Terrace	C. Downtown	D. Main Library	E. Mitchell Park	F. Children's Library
Base	284	45	78	206	178	105
Good collection/everything I need	171 60.1%	23 51.5% C	55 70.1% BF	125 60.7%	111 62.2%	59 55.9% C

		Gender	
	A. Overall	B. Male	C. Female
Base	284	139	146
Good collection/everything I need	171 60.1%	97 69.8% C	74 50.8% B
Helpful staff	78 27.6%	31 22.2% C	48 32.7% B

Analysis of Strategies Related to City/School Partnerships

According to the City of Palo Alto Community Profile (2005) over 17% of Palo Alto residents are ages five to 19 years. The majority of Palo Alto youth attend Palo Alto Unified School District (PAUSD) schools. Thus, our public schools provide an effective vehicle to market and deliver library services, especially those services that enhance K-12 education. Thanks to the work of the Palo Alto City Library (PACL) School Liaison and Youth Services staff, and a tradition of informal collaboration, much is already happening including library card campaigns, web-based services, school field trips to libraries and librarian visits to campuses, parent and teacher education, and after-school homework support. But much potential remains for future partnership – especially at the high school level.

Existing Service Levels and Collaborations

I. <u>In-school Cooperation</u>:

School Liaison services
- Monthly newsletter for educators and interested adults
- Presentations at PTA meetings and other parent programs (3 in 2005/06)
- Introduction to library services at New Teacher Training (17 issued in 2005/06)
- Programs for literacy summer school (2 assemblies, one parent event, one awards event, 17 class visits in 2005/06)
- Instant messaging with School Liaison

PAUSD invites PACL staff participation in Read Across America Day at local elementary schools

Special joint programs planned with PAUSD heads of curriculum - examples
- Latina author program
- Diversity event
- Author Jim Trelease parent lecture (scheduled for 2006/07)
- Library database presentations to students, parents and teachers

School-supported library card campaign
- PAUSD provided space in back-to-school packets at middle schools and Gunn for library card promotion in 2005/06   (approx. 900 issued, including an in-house promotion at Paly)
- Promotion continued at book fairs and special events - (3 events in 2005/06)
- Applications were available at kindergarten registration and to new teachers

Collaboration with school library media teachers
- School liaison "week at a school" visits (5 weeks in 2005/06)
- Author programs in schools and library for National Library Week (6 in 2005/06)
- School liaison attends media teachers' meetings (4 in 2005/06)
- Middle and High School book discussion groups (7 in 2005/06)

Collaboration with PTA and PTA council
- School liaison contributes articles to PTA council newsletter
- Co-sponsor programs (Paly PTSA co-sponsorship of Firoozeh Dumas' talk on Oct. 10, 2006)
- Presentations at PTA and other parent programs (3 in 2005/06)

Librarians provide class visits and assemblies to schools for storytimes, book talks, and summer reading promotion – (7 assemblies to promote summer reading, plus visits to Kids' Clubs)

II. <u>Services Accessible to Students in the Library</u>:

Palo Alto City Library offers special programs year-round to encourage reading

Class visits to the library
- Class visits can be oriented toward library tours, library-use instruction, book talks, storytelling, and database orientation
- Visitors include students of all ages and grades, special needs students, after-school programs

After-school homework helpers volunteer at Mitchell Park Library
- Volunteer is available once a week to help students at the library
- Volunteer often engages students by playing chess or cards with them

Materials
- Circulating fiction, non-fiction, picture book, reader, and magazine collections
- A variety of reference materials for use in the library
- Ready reference file includes school reading lists and school project information
- PAUSD loans copies of middle school textbooks for students to use in library
- Readers' advisory bibliographies
- Media – DVDs, CDs, and audio books available for checkout
- Electronic Resources
  - Large number of electronic reference materials and databases available, many are for students *(see list of "Resources Online" in LAC packet)*
  - Extensive development of library web pages geared towards students as well as teachers, school librarians, and parents
  - PAUSD provides link to PACL catalog on webpage
  - Internet access, including loaner laptops, in library

Services for teachers
- Librarians will pull books for teachers on special subjects
- Teachers can let library know when special assignments are coming up
- Books can be set on reserve for classes

Volunteer/community service opportunities for students
- Teen Library Advisory board (T-Lab) meets monthly to advise library on collections and programs for teens
- Each library branch has middle and high school volunteers helping with projects and collections

Additional Strategies for Enhanced City/School Library Partnerships

The LAC worked with PAUSD and City staff and sought input from the Palo Alto Council of PTAs to analyze existing and future opportunities for City/School partnerships. The LAC recommends the following areas for future collaboration should the City Council and School Board choose to forge a stronger partnership. These strategies provide exciting opportunities to serve K-12 students by promoting and bringing PACL services into PAUSD schools and enhancing services provided in public libraries for students. A stronger partnership between the City of Palo Alto and PAUSD will enable both institutions to improve delivery of library services and, in some cases, improve efficiencies.

I. Collections Collaboration

- Collaboration on database subscriptions

PACL has a rich mix of databases accessible to all students with library cards, and staff consults with PAUSD librarians about priorities for new additions appropriate for students. This type of collaboration will continue, and possibilities for joint licensing of new databases can be explored in order to reduce the cost of individual subscriptions. PACL's ability to license additional databases will be limited in a few years, when funding currently provided by the Cable Co-op Grant ends.

- High school textbooks available for use in PACL.

A number of middle school textbooks are available at PACL. PAUSD staff could make copies of high school textbooks (especially math and science) available for in-house use at libraries.

- Collections for curriculum and homework support

PACL Youth Services staff selects new acquisitions that support student homework needs. However, teachers and curriculum specialists could be more directly solicited for purchase suggestions and help PACL secure the right number of copies. In addition, PACL and PAUSD staff could work more closely to purchase other items that address unmet needs of Palo Alto youth (for example: books on tape for dyslexic

students). It does not seem likely that joint purchasing will result in greater discounts for PACL or lead to ordering efficiencies.

II. <u>Technology</u>

- Transparency between online catalogs of PACL and PAUSD

Both PACL and PAUSD use Dynix's Horizon software for their online catalogs. Thus, greater collaboration could insure that links to the catalogs of both organizations are placed on the catalog itself, and not just on the web pages.

- Facilitated methods to enable students to use PACL cards to access licensed databases from schools

PACL and PAUSD could work to employ methods to enable students to more easily access PACL library card numbers at school libraries and thus provide better access to the Library collection. This could be expanded across the secondary schools.

- "Live Homework Help" service (Tutor.com)

This online service, available at an annual charge, matches live tutors electronically with students seeking homework assistance. Students and tutors communicate with each other via a simulated white board and two windows where each types text. This service is available in some libraries in the area, including San Jose. The full annual cost for Palo Alto would be approximately $10,000. Before proceeding, staff would need to gauge the need for such a service.

III. <u>Programs</u>

- Reference staff available by e-mail and phone to students (and possibly adding Instant Messaging service)

If promoted in schools, use of reference services by students could be increased. This could also assist in developing library science skills in high school youth.

- Homework assistance

PACL will maintain its "Assignment Alert" program that gives teachers the opportunities to notify City librarians about student assignments so that materials can be pulled from shelves and reserved for student use. This effort could be better promoted to PAUSD teachers. PACL and PAUSD could also jointly develop a volunteer-based program to recruit community volunteers to assist students in the libraries with school assignments.

- After school programs for youth that bridge the time between school and family

PACL staff works collaboratively with City recreation staff as the Mitchell Park Community Center is transitioned to a Youth Development Center. While there are a

variety of popular activities currently being provided, this site provides a unique opportunity to offer library services to youth in collaboration with the schools.

- More author fairs, class visits, talks, and book discussions

There is great value in programs throughout the library system and on school sites, especially those targeted to small groups where "kids can get excited about books and the environment of discovery."

- Library-operated delivery van for outreach and service to schools for student use

Books requested by students from PACL libraries could be delivered to schools. This van could market the PACL libraries and be used for outreach to other organizations.

- Enhance information research skills for high school students

Success in this area will require support from school principals and teachers. PACL staff could present training in this area at schools.

- Library card campaigns

A highly successful campaign was implemented at Gunn and the middle schools. Expansion of the program needs backing from principals and the PTSA.

IV. Facilities

- Flexible spaces for student use

It is a high priority of the LAC to provide flexible spaces in libraries that serve multiple needs. It is hoped that facility improvements will enable welcoming spaces for quiet study, small group work, and larger meetings. These types of spaces that include computers and laptop support hold the most promise of providing desirable spaces for students coming to PACL facilities to complete school assignments. Once these spaces are available they can be promoted to PAUSD secondary teachers and students.

- Use of School Libraries

It is recommended that the City Council explore greater public use of school libraries especially in Southwest Palo Alto. Due to security concerns, at this time this effort should focus on students. The idea of pick-up points for holds for all residents might be explored as technology becomes available to consider public kiosks as pick-up points.

V. Staffing

- PACL teen librarian for 20 hours per week in middle and high schools

In order to forge expanded and more effective partnerships with the schools, additional staffing is needed. The PACL school liaison attempts to do outreach to all PAUSD schools in only 20 hours per week. It is recommended that additional staff time be dedicated to focusing on outreach to middle and high schools.

- Joint training opportunities for PACL and PAUSD librarians

There is recognition that it is difficult to schedule joint training opportunities that can be widely attended due to different work schedules. It is recommended that staff share training opportunities when available and renew the past practice of having one joint meeting in the fall between PACL Youth Services staff and PAUSD librarians.

Staff Analysis of Library Collections

BACKGROUND INFORMATION ON LIBRARY COLLECTIONS

Collection Development

Collection development is the responsibility of a group of professional staff – nine staff members, plus two coordinators, who select and deselect (weed) in assigned areas. Selection and deselection is done system-wide as the collection is developed as a whole, not branch by branch.

Selection

A significant portion of the collections budget is spent on continuing titles that don't need to be selected each year, such as magazines, newspapers, databases, printed reference sources such as annuals and directories, financial services, children and teen paperback series, and travel guides (see attachment – "Library Standing Orders and Subscriptions 2006-07"). Adjustments to these lists of "standing orders" are made periodically for a variety of reasons – e.g. following a usage survey of magazines to determine titles with limited readership or purchase of a database to replace comparable information in printed format found only in one branch.

The money that isn't tied up in annual commitments is divided among funds in the acquisitions module of the Horizon integrated library system. Selectors submit orders against their individual funds for tracking purposes. Selections are made, principally against the Library's major jobber, and are reviewed by the adult or youth collection coordinator before being submitted to the Acquisitions staff in Technical Services.

Criteria for selection of items include:
- Authority, reputation, significance of the author or publisher
- Creative, literary, or technical quality
- Meets expressed or perceived needs of the community
- Contemporary significance and long-term value
- Favorable assessment in review media
- Need to develop area of the collection to meet demand
- Suitability of the physical format and the availability of space
- Recommendation of expert(s) in the field
- Appearance on bibliographies, recommended lists, etc.
- Currency of information

The Library places a high value in ordering a large percentage of titles (62% of adult books in 205-06) pre-publication when those items are anticipated to be in "high demand". This allows library customers to place holds on titles before they are received from the book jobber. Specific criteria used to identify high-interest adult materials for ordering are:
- Initial print run

- Author tour
- Publicity budget
- 30-day demand information as reported in jobber's database
- Initial number of copies ordered jobber
- News stories in local media regarding author or title
- Mentions or author appearances on NPR
- Reviews in national print media, e.g., *The New York Times Book Review, The New Yorker, The Wall Street Journal*
- Reviews in local media, e.g., *San Francisco Chronicle Book Review, San Jose Mercury-News, Palo Alto Weekly Title Pages*
- Ads in national and local media
- Of local interest—topic and/or author
- Title deals with new topic of immediate interest, e.g., bird flu.
- Title ties in with a new or forthcoming motion picture, or with a television program or series
- Topic is of proven interest (circulations of earlier works), e.g., world events, politics, history, personal finance, health and medicine, cookery, computers, spirit and religion, law, science and technology, the arts, literature and litterateurs, childrearing, beauty and fashion.
- Author has proven track record (circulations of earlier works)
- Title by debut author that receives overwhelmingly positive reviews
- Requested by customer(s)

A higher of percentage of children's and teen items are ordered based on recommendations in professional reviewing sources. However, staff also identifies high-interest items for the youth collections using the following criteria:
- Award winner (e.g. Newbery, Caldecott)
- Starred review in major reviewing source (Booklist, School Library Journal, Hornbook)
- Newest title in a series
- Newest title by popular author and/or illustrator
- Filling a demand for popular genre (e.g. Anime)
- For DVDs – popular theater release
- For music – best-seller
- For audio books – audio version of high-demand title

The Library encourages suggestions for purchase from individuals. These suggestions receive special handling to ensure prompt consideration of the requests and reply to the customers. Requests can be submitted via on online form that's sent to our Collections e-mailbox or on a paper reply card. The .5 FTE Senior Librarian assigned to Collection support handles all but requests for children and teen titles – these go to the Youth Services Manager. Decisions are made on the purchase and the requestor is notified by email or card of the purchase decision. Approximately 80% of the requested titles are purchased. Most requests are for adult titles. Reasons for not purchasing a title include:
- Too many years since publication and no longer timely for the collection
- Title is out of print or permanently out of stock, or is in print outside the U.S.
- Title is too specialized or has too limited a potential audience
- Title is too expensive
- For DVDs: Title is not available with encoding that permits viewing in U.S.

- Title's binding or contents limit its useful lifetime, e.g., mass-market paperbacks, spiral bindings, books with loose materials included
- Library is not collecting materials in the requested format (e.g. adult CD-ROMs, VHS format, music scores)
- Title received consistently poor reviews and would have been (and possibly was) rejected in the normal course of selection, although a request does weigh in the decision to purchase

Following the initial selection of a title, collection development staff monitors titles that have wait lists. Weekly reports listing titles that have waiting lists are produced and reviewed so additional copies can be ordered as needed. The goal is to maintain a 4:1 ratio of holds to copies for books; 10:1 for DVDs. Waiting lists are most common for adult books and all DVDs. When the demand requires having many copies of a book – more than 4-5 copies of an adult title – the additional copies are obtained through a lease plan (currently supported by the Friends of the Library) so the extra copies of the titles can be returned once the demand has subsided.

Deselection

Public library collections must be evaluated on an ongoing basis to maintain their relevance to the community. In addition to selecting new titles and replacing important titles for the collections, items must be discarded to maintain a healthy collection. Criteria used for discarding items include:
- Content contains dated or superceded information
- Physical condition makes item unusable
- Demand for item is negligible in relation to its long-term value for the collection
- Library no longer needs same number of copies of the title
- Library no longer purchases the format and public's use of a newer format is high

The deselection process is ongoing to keep the collection relevant and properly sized for the shelving capacity of the library system. It has been a long-standing goal to weed as many items as the Library adds each year. While this goal was met in 2005-06, in several areas the collection size still exceeds the capacity of the shelving (see attachment "Shelving Study; capacity and growth potential"). More time spent on deselection, especially if additional funds for new purchases are available, will result in a more updated collection (see attachment "Average Age of Collection as of Sept. 15, 2006").

Changes made in recent years to improve efficiency and effectiveness in the collection development operation include:

- Selection system reorganized in 2002 to increase span of responsibility and reduce number of staff with assignments in collection development.
- Number of selectors reduced from 28 to 9, plus two coordinators.
- Re-established a separate order fund for purchase requests submitted by customers; formalized the process to respond to these requests; and assigned responsibility for this process and fund to one selector to ensure quick and even response to reviewing the requests.

- To increase number of titles ordered in advance of customer demand, assigned responsibility for selection of adult "high-demand" books to one selector (same .5 FTE Senior Librarian who handles the purchase request process) who works exclusively on collection development.
- Reduced number of levels in the review process before orders submitted to Acquisitions.
- Increased use of leased book plans to provide additional copies while books have long waiting lists.
- Increased use of "standing order" plans for circulating titles ordered each year (travel guides, Nolo press law books, children's and teen paperback series) so new editions are automatically sent by the vendor.
- All selectors trained in use of vendor website to create acquisitions list for ordering; use of paper order cards eliminated.
- Selectors trained to use reporting feature of Horizon system to create their own weeding reports that previously were produced upon request by Technical Services.

Staff with Collection Development Responsibilities:
   Youth Collection - Coordinator – Youth Services Manager
        Children's fiction (incl. picture books & readers) – Senior Librarian
        Children's nonfiction – Coordinator of Library Programs (School Liaison)
        Children's media – Librarian
        Teen books and media – Senior Librarian
   Adult Collection - Coordinator – Manager Main Library Services (also provides overall management of collection)
        High-interest books, Purchase requests, DVD's – Senior Librarian
        Music and audio books – Librarian
        Fiction and Large Print – Senior Librarian
        Adult non-fiction (000-500)- Senior Librarian
        Adult non-fiction (600-900) – Senior Librarian (Technical Services)

Selectors spend an average of 12-15 hours per week each on collection development, with the exception of a .5 FTE Senior Librarian who spends his entire 20 hour per week position on collection development.   The coordinators spend an average of 7 hours per week.

Technical Services

Technical Services uses all the modules and functionally of the Horizon (Dynix) integrated library system to process materials for the public and maintain the online catalog. The Acquisitions module is used for ordering, receiving and invoicing of new materials. The Serials module is used to receive periodicals and newspapers, and to do claiming of missed issues. Both Acquisitions and Serials use vendor websites to increase the efficiency of their work. Cataloging also uses many electronic resources to more quickly catalog records. A number of efficiencies have been implemented in recent years to improve service, reduce the time to prepare new acquisitions for circulation, and to deal with staffing reductions in Technical Services caused by budget cuts and transfer of staff to support of other library operations.

Acquisitions and Serials

1998 - Upgraded to NT environment and moved from modem to internet for transferring order files from materials jobbers to the local Dynix system. Interfaces were established between these systems so that the majority of orders no longer needed to be keyed into the Dynix system.

2001 - Electronic invoicing was introduced using the X12 format. Electronic invoices are loaded into the Dynix system, so that line entry of invoices data doesn't need to be done by an operator. Electronic invoicing and electronic ordering are done with the Library's major jobbers, but smaller vendors do not have this capability, so some ordering continues to be done in a traditional way.

2002 - Major jobber introduces web page where book carts can be assembled and then downloaded to the Dynix Acquisitions system. This eliminates the need for handwritten order cards and keying the order information in the order records in the computer system. PACL begins making purchases from Amazon and other online vendors for titles the vendors cannot provide.

2003 – City's Purchasing Division introduces the use of a city credit card that can be used for making select purchases. The Acquisitions staff begins to use their credit card to make purchases.

2004 – Stopped production of printed listing of periodicals in lieu of using feature ("e-journal") of new Horizon system to provide information and access to Library's holdings of print and online journals.

2005 - PACL increases the use "standing order" buying plan. Many travel guides are put on standing order, eliminating the need for staff to individually select and order these types of items. Paperback series that come out more than twice a year are also put on standing order, and complete sets of back titles of the series are purchased shelf ready.

Cataloging

Since the late 1970's PACL has been a member of OCLC or RLIN, that are nonprofit, membership library services providing libraries with access to machine readable cataloging records that are shared between members. Palo Alto contributes original records as well as obtaining cataloging records from this service, first with catalog cards and then with electronic records.

PACL continually upgrades to OCLC's latest cataloging products to work both offline and online so that workflow is as efficient as possible. Implementation of Horizon and OCLC's Connexion product in 2005 made transferring records from OCLC's system to the local catalog more efficient.

About one-third of the cataloging records obtained from OCLC for books receive some modification of the record before being added to the catalog. For a-v material this increases to about 75%.

1998 - Introduced getting language sets from OCLC. Vendor selects and catalogs items and sends records on disc, now sends in email. PACL continues to receive sets from OCLC in Chinese and Russian up to the present time.

2004 - Implemented getting children's fiction and some adult fiction cataloged and processed by materials vendor. Established cataloging and processing profiles with two vendors so that items would be cataloged according to PACL's specifications.

Processing
In mid-80's - PACL began using Dynix's spine label program so that spine labels can be generated from the catalog record automatically, rather than being hand typed.

2000 - Implemented physical preprocessing for children's books and some adult fiction.

2001-2002 - 50% of the children's books were pre-processed by vendor

2002-2003 - 20% of all books received were pre-processed by vendor

2003 - Reduced the amount of physical processing done to new materials – no pockets, moved barcodes to outside front cover, stopped labeling books with branch designation, replaced red dot with "new" tape. Reduced the types of materials receiving security tags.
Started using locked DVD cases. Recased entire DVD collection.

2004 - Began sending CD and DVD discs to a service to be cleaned/repaired

2005 - Began having vendor pre-process DVDs - put in security cases, attach barcode labels, and PACL sticker. Friends gift plates added when needed.

2005 - Streamlined the physical processing of magazines.

2005-2006 - About 75% of the DVDs come pre-processed. Vendor is not able to provide processing for DVD sets.

2005-2006 – Increased use of processing to most book titles. 61% of all materials added to the collection come either pre-processed and/or cataloged.

2006-2007 - Implemented getting CD-ROMs pre-processed from vendor.

Recent Staffing Restructuring
May 2003 - Following retirement of Library Associate assigned to cataloging, the position was eliminated due to budget reductions. To help compensate for the loss of this position, additional dollars for "shelf-ready materials" and some hourly dollars were added to 2003-04 budget.

September 2004 - Following retirement of Library Associate position in Serials the position was restructured to include some responsibility for library publications and be a member of the Public Communications Team.

2004 –Clerk hours in Acquisitions converted to lower-paid Page hours. A 15-hour Clerk position was converted to a 12-hour Library Aide position, and the savings allocated to Circulation.

July 2006 – Following retirement of Library Specialist position assigned to mends/processing, position was restructured to provide Technology support in addition to processing support. This position was increased from .75 to 1.0 FTE.

Current Technical Services Staffing:
  Manager of Technical Services - Mary Minto, Supervising Librarian – 1.0 FTE

  Acquisitions & Serials–
          Library Associate – 1.0 FTE
          Library Associate - 0.7 FTE (.3 FTE on other assignments)
        Hourly Clerks – 1.2 FTE
        Hourly Page - 0.26 FTE
  Cataloging –
        Senior Librarian - 0.7 FTE (.3 FTE on Collection Development)
        Librarian – 1.0 FTE
        Hourly Cataloger - 0.04 FTE
  Processing –
        Library Specialist – 1.0 FTE
        Library Specialist - 0.25 FTE (0.75 spent on other assignments)
        Hourly Page – 0.1 FTE

Volunteers
Volunteers work regularly in Technical Services, performing a variety of tasks including:
- Minor mending and recovering of books
- Unpacking of shipments
- Removing packaging material from a-v material
- Processing withdrawn materials from the collection
- Shelving magazines

MAJOR THEMES FROM ANALYSIS OF COLLECTION DATA

- Palo Alto's support of collections is comparable to that of similar communities in California.
- Most of the duplication in the collection occurs in the library standing orders and subscriptions
- Friend of the Library grants in 2005-06 enabled more new additions to the collections than in past years.
- Good collection management may result in an overall reduction in the size of the collections.
- The percentage of newer titles should be increased in the collections at College Terrace and Downtown.

- The children's collections at College Terrace and Downtown are dated and need to be refreshed.
- Several parts of the collection are significantly over capacity, particularly at Main and Mitchell Park, and need to be adjusted in size.
- The only branch with growth potential, based on available shelving, is Downtown.
- A smaller collection, as long as the quality is maintained, can serve as well as a larger one.
- Circulation of media is high; however, book circulation remains strong.

COLLECTION STRENGTHS

- Quality children's collection
- High-demand titles are ordered and can be reserved pre-publication
- DVD collection is strong
- 80% of titles requested by customers are purchased
- Good holdings of electronic databases
- Access to collection is good

COLLECTION WEAKNESSES

- Mitchell Park's collection insufficient to meet demand
- Limited language collections
- College Terrace and Downtown have very limited popular media collections
- Waiting time for popular titles is too long
- Collection is not properly housed or displayed and exceeds shelving capacity
- Limited selection of e-books

Staff Analysis of Library Technology

Overview of Current PACL Technology

The Palo Alto City Library runs an Integrated Library System (ILS) called Horizon. This ILS is from SirsiDynix, located in Huntsville, Alabama. The Horizon system was purchased in December of 2004 and implemented in early January 2005, replacing the Dynix Classic system which had been in place since 1984 and was a product of the Dynix company.

The Integrated Library System (ILS)

The Horizon system runs on a Windows 2003 server with Microsoft MS-SQL as the relational database system (RDBMS). A web catalog runs off another Windows 2003 server with MS-SQL operating in a DMZ. Both servers were purchased from SirsiDynix as part of the RFP process and are located at City Hall with maintenance and support access by SirsiDynix provided through a VPN connection. The City's Information Technology (IT) staff monitors and upgrades the servers' operating systems (OS), applies security patches, and maintains backup and transaction tapes as recommended by SirsiDynix. A maintenance agreement with SirsiDynix provides 24/7 support for the Horizon software application, OS and hardware issues. Any support issues with the client software, including functionality, hardware and OS software issues are reported by the Library's System Administrator, who acts as the liaison between the Library and IT for the ILS. The System Administrator is responsible for planning and managing new releases, software upgrades, and handling day-to-day client software support.

The Horizon application includes several modules that provide the Library with a complex and interrelated database management tool. These modules include:

- The Circulation module: customer information, including transactional information on items checked out, overdue, on hold, about to become due, etc. This module provides checkout, checkin, customer registration, payment of fines and fees, notices to borrowers and the like.
- The Cataloging module: bibliographic and item level information in MARC format about the Library's holdings, including but not limited to books, media, newspaper indices and electronic resources, allowing for searching based on cataloguing or item-level data by the end user.
- The Acquisitions module: provides purchase orders, invoicing and payment to vendors for materials, and budgeting for collection purchases.
- The Serials module: provides control of the subscription information, receipt of and claiming for the periodicals in the Library's collection.
- The Staff searching module: provides access to the bibliographic, item and customer data needed for collection management and inventory control.
- The Public Access module: provides a web-based interface to the bibliographic, item-level database and the customer record.

The System Hardware

As mentioned above, the Horizon system includes two Windows 2003 servers running MS-SQL. In addition, several other servers are in place for add-on products and/or authentication. Support maintenance agreements are in place for additional vendors who provide software support for the public pc management system and self-check systems. All servers are running Microsoft Windows 2003 and MS-SQL unless noted:

- Horizon database system (ILS)
- Horizon web catalog
- SAM - public pc management database system
- SAM - public pc management web interface for control of and printing from Internet PCs
- Edify Telephone Call-in and Renewal server
- Horizon Web Reporter server
- Remote Patron Authentication server to database providers
- 3 stand-alone Standard Interchange Protocol (SIP) servers providing authentication to self-check systems

Plans for Future Upgrades/Functionality

The current release of the Horizon software allows for **online customer registration**, something that will be implemented in the next calendar year.

The next release of the ILS software that that the Library will load is a major upgrade to both the server back end and front end interface for the public and staff. This release, available from the vendor in the 4th quarter, 2006, will require significant effort by both the IT and Library staffs to implement. PACL typically waits until a release has been out for 6 months before upgrading. The new release will offer an **e-commerce** module for an additional cost (est. $16,000). Once implemented this will allow customers to pay overdue fines, etc. online. Significant project planning will need to occur in order to ensure a smooth transition to this new release. The contract established in 2005 when PACL migrated to the Horizon software included the cost of a required additional server and the software for this release. SirsiDynix will offer a "migration" to the new release in lieu of a more standard upgrade, for an additional charge. Staff will need to evaluate the cost/benefit of this approach to moving onto the new release.

Other enhanced features of the new release include **RSS feeds**, **customer personalization**, and **new book alerts**, the movement of notice production to the Narrowcast server (Horizon Web Reporter) including the ability to send notices by **text-message (SMS)** as well as e-mail, and Electronic Resource Management module for tracking subscription databases, the ability to link family cards for easier payment across cardholder records, and staggered holds allowing customers to see materials in sequence they designate (e.g. Volume 1 before Volume 2 in a DVD series).

Public Access Hardware

The public has access to the web catalog, the public pc system (offering Microsoft Office products as well as Internet access), loaner laptops, self-check out systems and the wireless access network. These are outlined below:

Service	CH (planned)	CT	DO	Main	MP
Self-checkout stations	3	1	1	3	3
Loaner Laptops	0	0	0	9	9
Wireless Access Points	2	1	1	2	2
Catalog & Database PCs	3	1	2	8	3
PCs for children only	3	0	0	2	2
PCs with software for sight-impaired users	0	0	0	1	1
PCs for all ages (includes those for sight-impaired users)		3	9	14	12
Public Printers (b&w, color, & wireless)	3	3	3	3	3

Public PCs provide more than just the ability to search the Internet. The Microsoft Office Suite is loaded (Word, Excel, Power Point, Access, etc.) and with the rebuilding of all the PCs in October, 2006, customers will have the ability to burn CDs, watch DVDs and save to thumb drives, all common customer requests.

Technology Services offered by the Library

- 24/7 access to the web catalog and to manage customer accounts
- E-mail notices of holds, items about to become due, and overdues
- Self-checkout stations
- Access to over 30 online databases (subscription content) with authentication via a library card. Some highlights:
  - Federated searching (also called Consolidated Searching) of 8 different vendor's databases through a single user interface;
  - Downloadable digital media, including books and music through Overdrive;
  - Online tests for SAT, GRE, Citizenship, etc. through Learning Express Library;
  - Online language classes through Rosetta Stone;
  - Access to Gale Group's Power Search platform, which includes over 86,468,757 articles and documents
- Simultaneous searching across neighboring library catalogs via z39.50 protocol
- Online booklists with real-time links to holdings data
- Access to enhanced content via the web catalog, including book jackets, table of contents, book reviews and other 3rd party data
- Electronic journal list including print and electronic subscriptions with links to content providers
- Access to and support of the Palo Alto Historical Association's digital photograph collection
- Public pc access at all branches, including printing with cost recovery
- Wireless network access at all branches, including printing
- Loaner laptops at Mitchell Park and Main
- Customer assistance by phone, email or web-based form submittal.

Website

The Library's website is developed as a portal to many of the technology-based services listed in the section above. It is also used as an important means to provide updates on library events and news. Library staff manage the site which is a section of the City's website. The City is now working with consultants to provide a new design and content management system for the website. This upgrade should be completed within the next several months.

Funding for Technology

The City provides ongoing support for current library technology equipment and applications through its technology fund. Each department is assessed a portion of the funding required to maintain the City's technical infrastructure, as well as to support department specific applications. This fund pays maintenance contracts on library technology software and hardware, as well as replacements for existing desktop computers and servers. For fiscal year 2006-07, these "indirect charges" related to technology total $352,088 for the Library Department.

Some funding for new library technology projects is available from the City's capital budget. Proposed library projects are submitted for review within the yearly budget cycle and are prioritized for funding along with technology requests from other departments. Examples of recent technology improvements that received capital funding from this source are the new self-checkout machines at College Terrace and Downtown libraries, and the feasibility study for RFID implementation. Many of the significant technology improvements in recent years, including the migration to the Horizon ILS, were funded by a $1.2 million multi-year library technology capital project developed in 1993-94. Funding for this project ended four years ago after the City moved to a centralized approach for developing and managing technology.

An additional source of recent funding for library technology is a Cable Co-op Legacy grant to the Friends of the Palo Alto Library 9 Libraries Project. This grant awarded approximately $259,000 to PACL for improved public Internet access and subscriptions to electronic databases. Among the technology improvements funded to date through this grant are equipment for the wireless networks in the libraries, the loaner laptop service, support for public printing, and additional electrical outlets in the libraries to support laptop use.

Technology Staffing

The IT Division of the Administrative Services Department provides the support for the Library's network, servers, and public and staff PCs. A team of IT managers, technologists, and PC technicians works closely with Library staff to plan for, implement, and support library technology.

A Coordinator of Library Programs has principal responsibility for overseeing library technology projects, serving as liaison to IT and library technology vendors, and managing library specific applications and the website. This is the only library position devoted exclusively to technology, although one Library Specialist position in Technical Services was recently restructured to provide support to the Coordinator. Some additional support for the Library's website, library software applications, and on-site troubleshooting of equipment is provided by various members of the Library's public services staff.

Trends in Library Technology

- Remote use
- Customer–driven; personalization

- Content provided by customers
- Digital downloads
- Self-service
- Use of search engines for information
- Library usage increasing

Current PACL Technology

- Up-to-date equipment for the public
- Wireless
- Enhanced content in the web catalog
- Website – content rich/dated design
- Multi-server/application environment
- Relationship with City's IT Division is vital
- Small PACL staff focused on technology

Planned PACL Improvements

- Revised website
- Enhanced services on public PCs
- Self-checks & wireless at Children's Lib.
- Online registration for library cards
- Blogs and news alerts

Key Staff Recommendations

- Library Technology Plan – 2007/08
- Implement personalization features of next major release of Horizon ILS
- Tie major improvements (RFID, materials handling) to expanded Mitchell Park
- Invest in staff training

In the meantime…..

- Develop recommendation on Link+ or alternative
- Redesign website
- Expand loaner laptop program to Downtown and College Terrace

Staff Analysis of Library Staffing & Programs

Overview of Current Staffing

- Service hours drive staff use at PACL
- Low ratio of total staff to service hours
- Minimum of 2 staff per hour for safety, even if usage doesn't warrant this level
- Example of Children's closure shows how programs can be improved with fewer service hours
- Staffing = 78% of total budget
- 2006/07 FTE = 56.86 (regular and hourly)
- 10 year increase: Staff 4.7%; Circ. 25%

Staffing Trends at PACL

- 3.75 FTE added in 2000/02
- Hourly conversions to regular
- Change in staff at CT & DO; positions reclassified from professional to support
- Conversion of some Technical Services staff to Public Services
- Self-service provides opportunity to support other services
- Blurring of lines between professional and support staff
- Unionization of hourly staff

Top Staffing Needs

- Sufficient staff levels for current hours
- Staff to develop and provide programs
- Support for growing use of technology
- Support of partnerships and grant writing
- Time for staff development
- Restructured management organization; need for Assistant Director

Staffing Needs Tied to LAC Recommendations

- Staff for increased service hours
- Support for improved collection
- Mitchell Park expansion - TBD
- Support for new services (e.g. Link+) and increased programming

Service Hours

- Staff for increased service hours
- Support for improved collection
- Mitchell Park expansion - TBD
- Support for new services (e.g. Link+) and increased programming

Programs

- Proposed Assistant Director position will provide support for fund development and outreach services – FY 06/07
- Proposal for increased programming presented in two tiers
- Additional 1.0 FTE Senior Librarian will support improved Teen program and City/School partnership
- Opportunity to improve Volunteer program

City of Palo Alto
Community Profile

Department of Planning and Community Environment
Steve Emslie, Director
Julie Caporgno, Advance Planning Manager
Roland Rivera, Planner
July 2005

City of Palo Alto Community Profile

In planning for future growth, the total increase in population and the demographic characteristics of the population (household size, age and sex, workers per household) are important considerations.

Census data provides the basis for demographics in the United States. The Association of Bay Area Governments (ABAG) interprets census data for the Bay Area and projects regional growth patterns based on that data. Both census data and ABAG projections reflect population growth a function of both natural increase i.e., births offset by deaths and migration into or out of an area. Migration is dependent on a variety of factors including existing and projected economic conditions, real estate and development costs, area politics, and infrastructure availability. Migration to an area is also related to regional growth.

The attached *Profile of General Demographic Characteristics for Palo Alto* is based on 2000 Census data and reflects a dominantly white, well-educated, affluent population living in owner-occupied, single family households with an even mix of males (49%) and females (51%). 75% of the adult population in Palo Alto has a college degree with 43% having graduate degrees. The median household[*] income in Palo Alto in 2000 was $90,377 compared to the Countywide $74,335. The census data also shows that Palo Alto has a relatively high percentage of "non-family"[**] households, 42% compared to 30% countywide. The make-up and character of Palo Alto's population remained fairly constant during the 1990s. In 1990 Palo Alto's population was 55,900, 3.73% of the Santa Clara County population of 1,497,577. In 2000, the City of Palo Alto had a population of 58,598, 3.48% of the Santa Clara County population of 1,682,585.

Based on projected growth trends, ABAG estimates that the City's total population will reach 63,500 by 2010 (about an 8 percent increase from 2000 to 2010) and 73,000 by 2025 (about a 15 percent increase from 2010 to 2025). The following table shows the projected growth for Palo Alto compared to the County as a whole.

Population Projections

JURISDICTIONAL BOUNDARY	2000	2005	2010	2015	2020	2025
PALO ALTO	58,598	59,900	63,500	67,700	70,900	73,000
SANTA CLARA COUNTY	1,682,585	1,750,100	1,855,500	1,959,100	2,073,300	2,165,800

ABAG Projections 2005 with US Census 2000 Baseline

*   A household includes all the people who occupy a housing unit as their usual place of residence.
**   A non-family household is a household with only 1 member, i.e., householder living alone or, none of the people living in the same household are related to the householder by birth, marriage, or adoption.

Housing Stock - The housing stock in the City of Palo Alto is characterized by a majority of single-family homes, a smaller percentage of multi-unit buildings, and relatively low vacancy rates. There were 26,048 housing units (25,216 were occupied) in Palo Alto in 2000 according to the 2000 U.S. Census. Of these, approximately 59 percent were detached single-family homes, about 4 percent were attached single-family homes, and about 35 percent were units located in multi-unit buildings. Approximately 30 percent of the City's housing units were in buildings with five or more units. According to the 2000 U.S. Census, 57.2 percent of all occupied housing units in Palo Alto were owner-occupied. The remaining 42.8 percent were renter-occupied.

Age
From 1990 to 2000 the age composition of Palo Alto has changed reflecting an out migration of young adults and an aging Baby Boomer population as indicated in Table 1.1. Approximately 27% of the Palo Alto population was between 18 and 34 years old in 1990. By 2000, however, that same age group had shrunk to slightly less that 20%. In 1990 only 17.5% of the population was between 45 and 60 years old compared to almost 22% in 2000. In 2000, 60% of the population in Palo Alto was over 35 years old with a median age of 40 compared to the countywide median age of 34. In 1990, however, only 55% of the population in Palo Alto was over 35.

Households - In 2000, there were 25,216 households in the City of Palo Alto and 565,863 households in all of Santa Clara County compared to 24,206 households in Palo Alto and 520,180 households in the county in 1990. As shown below, ABAG estimates that the total number of households in the City of Palo Alto will reach 27,730 by 2010 (about a 10 percent increase from 2000 to 2010) and 31,560 by 2025 (about a 14 percent increase from 2010 to 2025) with similar growth projected countywide.

Household Projections

JURISDICTIONAL BOUNDARY	2000	2005	2010	2015	2020	2025
PALO ALTO	25,216	26,240	27,730	29,350	30,450	31,560
SANTA CLARA COUNTY	565,863	595,550	628,670	660,850	692,440	725,090
						ABAG Projections 2005 with US Census 2000 Baseline

The average household size for Palo Alto was 2.32 persons in 2000, which is considerably low when given the predominately single-family composition of Palo Alto. The Santa Clara County average was 2.92. As depicted on Chart 1.1, Palo Alto's household size varies with housing type and density. Higher density multi-family development has the lowest household size with the traditional single-family detached units having the highest. Average household size has increased very slightly in both Palo Alto and Santa Clara County since 1990, when it was 2.31 and 2.88 respectively. ABAG projects that Palo Alto will continue to maintain this household size through 2025 with a slight decrease to 2.29 in 2010 and a slight increase to 2.31 in 2025.

Table 1.1 Age Composition of Palo Alto Population, 1990 and 2000

Age Category	Number of Persons 1990	%	Number of Persons 2000	%
Under 5 years	2696	4.82%	2970	5.07%
5 to 9 years	2650	4.74%	3563	6.08%
10 to 14 years	2679	4.79%	3721	6.35%
15 to 17 years	1859	3.33%	2152	3.67%
18 and 19 years	973	1.74%	726	1.24%
20 years	633	1.13%	314	0.54%
21 years	650	1.16%	311	0.53%
22 to 24 years	2283	4.08%	1531	2.61%
25 to 29 years	5158	9.23%	3886	6.63%
30 to 34 years	5377	9.62%	4638	7.91%
35 to 39 years	4947	8.85%	5221	8.91%
40 to 44 years	5010	8.96%	5245	8.95%
45 to 49 years	4219	7.55%	4871	8.31%
50 to 54 years	3066	5.48%	4490	7.66%
55 to 59 years	2587	4.63%	3405	5.81%
60 and 61 years	968	1.73%	1018	1.74%
62 to 64 years	1508	2.70%	1396	2.38%
65 and 69 years	2804	5.02%	2,105	3.59%
70 to 74 years	2092	3.74%	2067	3.53%
75 to 79 years	1602	2.87%	2156	3.68%
80 to 84 years	1179	2.11%	1438	2.45%
85 years and over	960	1.72%	1374	2.34%
Total	**55,900**	**100.00%**	**58,598**	**100.00%**

Source: 1990 and 2000 Census

3

**Chart 1.1 Persons per Household by Housing Type
Census 2000**

Source: Census 2000

4
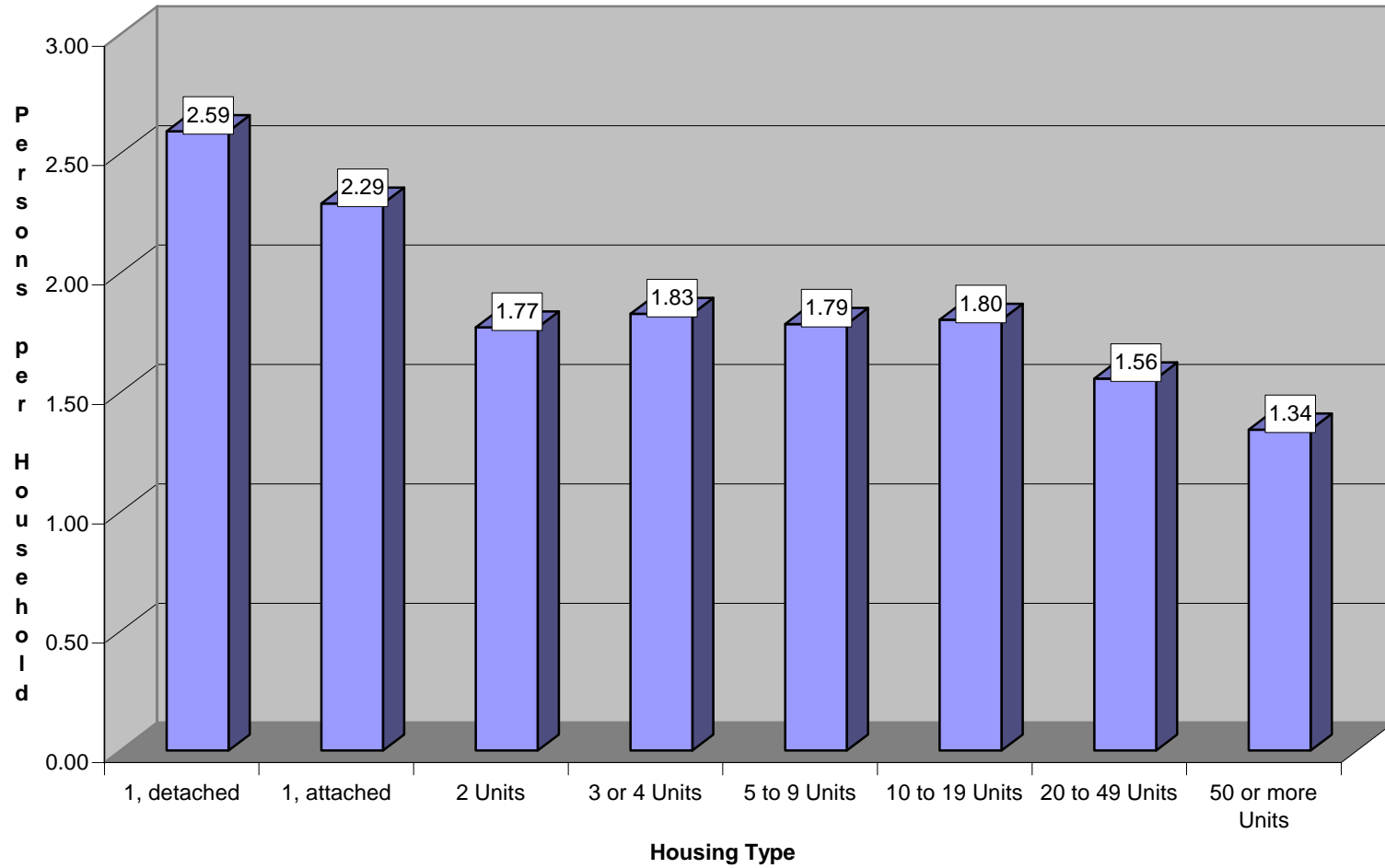
Employment - The City of Palo Alto had 86,960 total jobs in 2000 according to ABAG. ABAG Projections reflect a decrease in total jobs in the City of Palo Alto since 2000 mostly because of the economic downturn and the unique impact it had in the region, particularly Silicon Valley. ABAG projects Palo Alto to have 81,370 total jobs in 2010 (about a 6.4 percent decrease from 2000 to 2010) and 88,180 total jobs by 2025 (about an 8.4 percent increase from 2010 to 2025), which is only around 1200 more jobs than at the height of the economic boom in 2000. From 2000 to 2005, it is estimated that Palo Alto lost approximately 9% or a little over 7,700 jobs. The fluctuations in job growth projected through 2025 are shown below.

Job Projections

JURISDICTIONAL BOUNDARY	2000	2005	2010	2015	2020	2025
PALO ALTO	86,960	79,250	81,370	82,690	85,170	88,810
SANTA CLARA COUNTY	1,044,130	903,840	992,420	1,077,050	1,161,930	1,249,090

ABAG Projections 2005

The City of Palo Alto had 31,369 employed residents in 2000 according to the U.S. Census. This would give the City of Palo Alto an average of 1.24 employees per household in 2000 decreasing slightly from 1.33 workers per household in 1990. Utilizing the ABAG household projections and the average number of employees per household in the City, it is projected that Palo Alto currently has 32,643 employed residents in 2005, and will have 34,496 employed residents in 2010 (about a 10 percent increase from 2000 to 2010), and 39,261 employed residents for 2025 (about a 14 percent increase from 2010 to 2025).   These projections reflect a continual increase in housing development but a leveling off of job growth in Palo Alto. Data comparing Palo Alto's projected employed residents and employees per household to other neighboring cities is provided below.

Projected Employed Residents

JURISDICTIONAL BOUNDARY	EMP/HH	2000*	2005	2010	2015	2020	2025
PALO ALTO	1.24	31,369	32,643	34,496	36,512	37,880	39,261
MENLO PARK	1.25	15,429	15,507	15,749	16,342	17,102	17,712
MOUNTAIN VIEW	1.32	41,126	42,308	44,177	46,639	48,337	50,088
SUNNYVALE	1.38	72,756	73,533	74,627	76,787	79,211	82,202
REDWOOD CITY	1.43	40,100	41,543	42,815	44,087	46,445	48,889
SANTA CLARA	1.44	55,528	59,843	64,499	67,554	70,423	73,637
SAN JOSE	1.58	436,890	463,745	492,271	523,830	556,162	589,806
EAST PALO ALTO	1.63	11,349	12,657	13,649	14,788	16,073	17,066

ABAG Projections 2005 and Census 2000*

Jobs/Housing Balance
The concept of a jobs/housing balance is used to examine whether a region can provide an adequate supply of housing to house its employment base. It indicates whether a community's housing costs match worker incomes, whether travel distances between homes and jobs are not excessive and whether the environment and quality of life are maintained at an acceptable level.

The primary functions of an analysis of the relationship between jobs and housing are: 1) to provide a generalized measure of employment or housing need in areas where the relationship between these two characteristics is out of balance; and 2) to indicate the potential severity of such a condition on traffic flows and housing affordability. A region that has too many jobs relative to its housing supply is likely to experience escalating housing prices (with a concurrent decline in affordability for the lower-income segments of the community) and intensified pressure for additional residential development. Conversely, if a region has relatively few jobs in comparison to employed residents, this may be a good indication that many workers are commuting to jobs located elsewhere. In both cases, the resulting commuting patterns can lead to traffic congestion and adverse effects on both local and regional air quality.

Even if a community has a statistical balance between jobs and housing, sizeable levels of in-commuting and out-commuting are still possible. This occurs primarily where employment opportunities do not match the skills and educational characteristics of the local labor force. Intra-regional commuting tends to result in such instances. A community can also have a balance between jobs and housing, but with a housing stock that is not affordable to its workers causing commute congestion.

Although the term "jobs/housing balance" implies a relationship between jobs and housing units within a community, the key relationship is between jobs and the number of employed residents within a community, because some households have no workers and many have more than one worker. The balance between population and employment is typically measured by computing the ratio of jobs to employed residents, with 1.0 indicating a balance between the two variables. A city with an ideal ratio is slightly jobs rich in terms of employment and resident workers.

Overall the Bay Area has been relatively well balanced in terms of employment and resident workers; however, there are vast differences in this ratio for individual communities. Data comparing Palo Alto employed residents per household and jobs per employed residents to other neighboring cities is provided in Table 1.2. It shows that Palo Alto, Santa Clara and Menlo Park have an overabundance of jobs in comparison to their resident workers, whereas East Palo Alto has limited jobs in comparison to its population. Based on their jobs/housing ratios, Redwood City and Mountain View are considered well balanced cities.

The jobs/employed resident ratio within Palo Alto in 2000 was a high 2.77, but estimates indicate a significant decline for 2005 with the ratio at 2.43 and are projected to continue to decrease consistently through 2015 with a ratio of 2.36 for 2010 and 2.26 for 2015. The jobs/employed resident is then projected to level off and remain at 2.26 for 2025, according to ABAG projections. This jobs/housing imbalance results in a significant in-commute of workers to Palo Alto and is directly attributable to severe peak hour congestion on the regional transportation network.

Table 1.2 Jobs/Housing Comparison in Nine Cities in the Area

Jurisdiction	Jobs	Households	Employed Residents	Jobs per Households	Employed Residents per Household	Jobs per Employed Resident
Palo Alto	86,960	25,216	31,369	3.45	1.24	2.77
Menlo Park	36,130	12,387	15,429	2.92	1.25	2.34
Mountain View	65,480	31,242	41,126	2.10	1.32	1.59
Sunnyvale	99,290	52,539	72,756	1.89	1.38	1.36
Redwood City	57,980	28,060	40,100	2.07	1.43	1.45
Santa Clara	131,690	38,526	55,528	3.42	1.44	2.37
San Jose	417,500	276,598	436,890	1.51	1.58	0.96
East Palo Alto	3,040	6,976	11,349	0.44	1.63	0.27

Profile of General Demographic Characteristics for Palo Alto

		Percent
Total population*	58,598	100
In households	57,930	98.9
In group quarters	668	1.1
Sex*		
Male	28,671	48.9
Female	29,927	51.1
Age*		
Under 5 years	2,970	5.1
5 to 19 years	10,162	17.3
20 to 64 years	36,326	62
64 years and over	9,140	15.6
Median age (years)	40.2	x
Race/Ethnicity*		
Hispanic or Latino (of any race)	2,722	4.6
Non Hispanic or Latino	55,876	95.40
Of the Non Hispanic or Latino		
White	42,682	72.8
Black or African American	1,166	2
American Indian and Alaska Native	88	0.2
Asian	10,056	17.2
Native Hawaiian and Other Pacific Islander	81	0.1
Some other race	183	0.3
Two or more races	1,620	2.8
Households By Type*		
Total households	25,216	100
Family households (families)	14,593	57.9
Non-family households (Householder living alone, etc.)	10,623	42.1
Average household size	2.3	x
Average family size	2.95	x

Housing Type**

Total:	26,155	100
1, detached	15,387	58.83
1, attached	978	3.74
2	474	1.81
3 or 4	1,254	4.79
5 or more	7,897	30.19
Mobile home	156	0.6
Boat, RV, van, etc.	9	0.03

Housing Tenure*

Occupied housing units	25,216	100
Owner-occupied housing units	14,420	57.2
Renter-occupied housing units	10,796	42.8
Median Value owner occupied unit in 1999 (dollars)**	811,800	x
Median gross rent in 1999 (dollars)**	1,349	x
Average household size of owner-occupied unit	2.55	x
Average household size of renter-occupied unit	1.96	x

Income and Poverty in 1999**

Median household income (dollars)	90,377	x
Median family income (dollars)	117,574	x
Per capita income (dollars)	56,257	x
Individuals in poverty	2,801	4.8

Educational Attainment**

Population 25 and over	43,566	100
No High school diploma	8,732	20
High school graduate	2,428	5.6
Bachelor's degree	13,658	31.4
Graduate degree or higher	18,748	43

Commuting to Work***

Mean travel time to work (minutes)	21

Labor and Employment by Occupation**

Employed civilian population 16 years and over	31,369	100
Management, professional and related	23,839	76
Service	1,493	4.8
Sales and office	4,638	14.8
Farming, fishing, and forestry	9	0
Construction, extraction, and maintenance	624	2
Production, transportation, and material moving	766	2.4
Self Employed Workers	3,126	10
Employees per Household	1.24	

Source
* Census 2000 SF1 - 100% Data

** Census 2000 SF3 - in depth data from the population and housing long form, also known as the "Sample Data" because they are obtained from questions asked of a sample (generally 1-in-6) of persons and housing units.

***ABAG