

Date March 11, 2018

To: Wayland Finance Committee

From: Judy Ling, 274 Concord Road

Re: **Warrant Article #18: Appropriate Funds to Design Renovation of the Existing Library Building at 5 Concord Road for Continued Library Use Instead of Building a New Library**

Thank you for this opportunity to present the case for our Warrant Article #18 that requests \$175,000 to study cost-constrained options to renovate and expand at the existing library.

2015 Town-wide Survey

In the 2015 town-wide survey sponsored by the Library Trustees, an **overwhelming majority** of the respondents (**73%**) said that they would fund a bond issue to expand and renovate their 118-year old library. Only 18% said they did not want to stay. In the same survey residents were asked, **if they could not expand** at 5 Concord Road and **if the town could get a grant to cover 45% of project costs, would they fund a bond issue** to build on a different site. Even with the promise of a substantial grant to reduce the cost to taxpayers, only 50% said yes – **far less than the 67%** needed for a capital project. The study's message was unambiguous – **WAYLAND RESIDENTS WANT TO KEEP THEIR EXISTING LIBRARY.**

This Article Offers Residents a Viable Option

I am speaking on behalf of Wayland residents who believe we can and should honor the wishes of the vast majority of residents. We have submitted this warrant article to inform residents that they do not have to build a new 33,390 sq. ft. library whose modern design is at odds with the Metro-West tradition & about which they were not consulted. Contrary to the Library Trustee's statements, Wayland's residents can keep their historic library building. For a **budget constrained at under \$9.5 million before interest**, it is possible to renovate the existing library, build a modest addition, increase parking & further mitigate flooding issues. It is the goal of this study to assess what can be achieved given a constrained budget. A modest addition of 4,000 sq. ft. is suggested for the purpose of estimating cost, but the study will establish the range of what is reasonable.

Renovating the town's current library to bring it up to code & correcting site issues are the first priorities under this Article. We estimate that **\$5.7 million** in our costs including interest are **not discretionary**. They are needed to **protect this asset, no matter the building's future use**. We estimate that **\$10.0 million** including interest are **discretionary** as they involve expansion, remodeling & reconfiguration efforts. Adding non-discretionary & discretionary costs, our **budgeted costs of \$9.5 million plus interest of \$6.2 million give a total of \$15.7 million.**

The apples to apples comparison of **costs including interest** presented below & in more detail in Table #1 argue that our option will **save the town \$20 million and keeps our library in its historic building.**

Wayland's **property taxes are already high**. The **discretionary choice** to build a \$29 million new library will add over a \$1 million to Wayland's annual debt payments and add to the annual operating budget for **staff & operate expenses**. This discretionary choice also leaves us with a valuable asset, the existing library, that must be renovated at taxpayer's expense and whose future use is clouded by the restrictions in the original Roby deed.

I would expand upon **four relevant topics**: space, children, compliance & costs.

Space

Wayland's existing building already has adequate space for patrons who wish to browse, read, work at tables or use a computer – **it just needs to be reconfigured & renovated**. Extra space would be nice for programming activities and better space is needed for our children. While the **occasional special program** will fill the Raytheon Room to capacity, the frequency of this happening can be mitigated thru more coordinated programming with other Minuteman network libraries - and eliminated by a modest addition. Our **proposed 4,000 sq. ft. expansion** allows us to move the children out of the basement, 'carve out' quiet space, provide more work space for staff, and have a room for **an auditorium with up to 2,400 sq. ft.** The proposed **new building's** auditorium has **only 1,600 sq. ft.**

We totally disagree with the Library Trustees' premise that Wayland needs to more than **double the size** of the existing structure. They based this premise on a paid consultant's detailed **WANTS** analysis using 'national standards' and 'state guidelines.' There is **no evidence that they crosschecked these calculated 'wants' with observed reality**. Visit Wayland's and any of the other area libraries and you will find that **80% of the time their non-programming physical space is lightly used**. Whether a library is large or small, new or old, most of the time their non-programming space has a scattering of patrons. For example, Wayland's staff readily admit that **maybe once a month** there a queue to use the library's six computers.

If this observation of light usage is not enough, consider the following:

- Wayland's **population has been flat since before 1970** and forecasts call for minimal growth thru 2030. The number of library patrons has been drifting downward for a decade.
- Access to library **resources via the internet** is rising and will greatly increase in the future. Patrons are looking for more internet based services that **require little or no physical space**.
- The **Minuteman Library Network** encourages the sharing of collections **to reduce expenses** and provides our patrons with **access to over 6 million books**, DVDs, magazines & other items. The network also encourages the sharing of programming for adults and children.

Children's Room

We propose to address parents' dissatisfaction with the current space in the basement by dedicating the entire main floor portion of any addition to a new children's room. Moving the children's room will free up space in the basement for a larger meeting room and more space for staff needs.

Compliance of an Addition to Town By-Laws

We believe that the renovation at 5 Concord Road with a modest addition will obtain the approval of the relevant town boards. With compliance in mind, we intend to connect the library to the Town Center septic system, thus reducing any **Aquifer Protection District** issues while making use of the

decommissioned septic field for our addition. At the FY 2016 Town Meeting, the Library Planning Committee asked for \$56,000 (Article 19) to reserve a place in the Town Center septic system because this footprint could be used for expansion once the library's septic system was connected to the Town Center.

We will also ask the town to combine the library site with the freight house site. This enlarged parcel combined with the use of porous paving on some or all of the parking areas will put the site's ration of impermeable to permeable space **well within the Aquifer Protection District guidelines**.

Of course the relevant town boards would have to review any proposed expansion. They are authorized to approve or reject proposals, possibly with conditions. We would work with them to incorporate changes that address any concerns.

Cost including Interest

We submitted this article based on the premise that any capital project request should be based on **need and not want**. Conforming to this premise, we propose to renovate and add where necessary and feasible within a constrained budget not to exceed **\$9.5 million before interest** (see attached table #1 for details). The Library Planning Committee's contention that it will cost \$18 million before interest to renovate and expand is based on the construction of a 14,000 sq. ft. addition, not a 4,000 sq. ft. addition.

To build our cost estimate, we started with a **2013 Town of Wayland Facilities Audit of the library** that estimated a cost of **\$1.9 million** for the required renovations at the current library building. We added **\$1.0 million** to reconfigure & renovate as feasible and added **\$2.1 million** for an **expansion of 4,000 sq. ft.** We budgeted **\$600,000** for new furniture & fixtures that are more in line with current needs and provide a harmony of style that is aesthetically appealing. To address site issues, we used estimates from Ben Keefe of **\$275,000** to connect the building to the Town Center septic system, **\$153,000** to further mitigate flooding per the 2010 MEMA proposal, **\$100,000** to expand the parking around the freight house with porous pavement & **\$272,000** for unknowns. We added **\$500,000** to rent alternate library space for two years during construction. As is standard costing practice, we added **15%** for professional fees, a **10%** reserve for unknowns and **12%** to cover 3-years of price escalation. Lastly, we calculated the potential cost of interest on a long-term bond issue. Added together we arrived at a **\$9.5 million** cost budget plus interest of **\$6.3 million** and a total cost of **\$15.7 million** including interest. (Table 1)

Comparison of Estimated Cost to Wayland's taxpayers.

The Library Planning Committee estimates **their library will cost taxpayers \$18.1 million**. **Interest** on the borrowing will be **\$11.8 million** for a total cost to taxpayers of **\$29.9 million**. But **the town still owns the existing library** and, as a minimum, the **Library Trustees are responsible** for the necessary renovation and site improvement costs totaling **\$5.7 million including interest** that were incurred during their watch. **Our proposal includes these expenses & so should theirs** to give a valid comparison of costs. Taken together, the Library Trustee's proposal under Article #17 will eventually cost taxpayers:

\$18.1 million for new library + \$11.8 million in interest = \$29.9 million + \$5.7 million in required renovations = \$35.6 million including interest.

The proposed cost to taxpayers under our Warrant Article #18 will be: **\$9.5 million for a renovated & expanded library + \$6.2 million in interest = \$15.7 million.**

The comparable costs with interest & including the Library Trustees being responsible for the required renovation at 5 Concord Road are: **\$35.6 million** for a new library and **\$15.7 million** for a renovated library. **Warrant Article #18's proposal to stay and renovate will save the town \$20 million.**

Conclusion

In the 2015 survey, **respondents** overwhelmingly said they wanted to **expand and modernize** their 118-year old historic building. **Taxpayers** are concerned with Wayland's rising property taxes. The choice to build or to renovate is one of the few **discretionary choices** residents can make. Our article represents an option for taxpayers **to save \$20 million** and keep the library in our 118-year-old building.

We have submitted this warrant article because residents deserve to know that they have a real choice. Rejecting Warrant Article #17 that requests a new library and voting for our Warrant Article #18 will reduce taxes and keep our beloved library.

Thank you.

Judy Ling & Steven Klitgord
274 Concord Road

Attachments: Table #1
Attachment #1
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Table #1

Warrant Article # 18
Wayland Library Renovation & Expansion Budget
 Existing Library at 5 Concord Road w/ New Library Comparison

Type of Expense	Required Renovations	Discretionary Improvements	Article #18 Totals	Article #17 Totals	Article Variance
Build 33,500 sq. ft. New Library	0	0	0	\$19,940,000	
Moving expense	0	0	0	59,000	
Renovate to Code per 2013 Report	\$1,900,000	0	\$1,900,000		
Renovate to Reconfigure Space	0	1,000,000	1,000,000		
Add 4,000 sq. ft. @ \$535/sq. ft.	0	2,100,000	2,100,000		
Site work - septic to town center	275,000	0	275,000		
Site work - mitigate flooding	153,000	0	153,000		
Site work - porous pavement for parking	100,000	0	100,000		
site work - other unknown	72,000	200,000	272,000		
Professional Fees @ 15% of above	300,000	500,000	800,000	2,882,000	
Furnishings	0	600,000	600,000	1,453,000	
Temporary Library - 2 yrs @ \$250K/yr	0	500,000	500,000	0	
Subtotal	2,800,000	4,900,000	7,700,000	24,334,000	
Reserve - 10%	280,000	520,000	800,000	2,632,000	
Escalation - 3 yrs @ 4%/yr	370,000	630,000	1,000,000	1,975,000	
	3,450,000	6,050,000	9,500,000	28,941,000	19,441,000
less: State Grant	0	0	0	-10,138,000	-10,138,000
less: Millennium Fund Contribution	0	0	0	-750,000	-750,000
Total Warrant Article Costs	\$3,450,000	\$6,050,000	\$9,500,000	18,053,000	\$8,553,000
Interest Payments on Borrowing	\$2,250,000	\$3,950,000	\$6,200,000	\$11,800,000	\$5,600,000
Total Articles Cost + Interest	\$5,700,000	\$10,000,000	\$15,700,000	\$29,853,000	\$14,153,000
Required Renovations also responsibility of Library Trustees:			included	\$5,700,000	\$5,700,000
Comparable Totals for Article #17 & #18			\$15,700,000	\$35,553,000	\$19,853,000

Note: Expenditure of \$1 million to renovate/reconfigure plus \$0.6 million for furnishings & the 4,000 sq. ft. addition will be contrained as upper limits. We will study what can be done for these amounts.

Discretionary renovations w/ addition might include moving children's area to main floor addition, build-out of teen space or private space in half the mezzanine instead of past years' magazine stacks. They might also carve out a 'quiet room' in area currently occupied by reference area & a small seating area. Old children's area could become a new auditorium.

Attachment #1

Suggestions to fix or mitigate issues at 5 Concord Road

1. The town has already reserved a place in the Town Center septic system. We can connect the library to that system and remove the existing septic field, thereby making the field available for an addition. (\$275,000 to connect)
2. **Combining the town-owned freight house parcel with the library parcel** and connecting the library's septic system to the Town Center qualifies the site for a larger expansion under the Aquifer Protection District by-laws than we propose.
3. **Twenty parking spaces** can be added at the far side of the freight house without encroaching on wetlands. The upper area can be given a porous surface to increase compliance with Aquifer Protection District by-laws. (\$100,000)
4. Flooding can be further **mitigated** thru the implementation of a 2010 MEPA proposal to add drainage from the library into wetlands north of Rt. 20 (\$153,000 to implement in 2010).
5. Internal space on the main & mezzanine floors are, for the most part, lightly used. Better use of this space is a viable solution. **Reconfiguration of existing space**, use of moveable shelving, and acquisition of more appropriate workstations, desks & chairs and reading chairs can improve our patrons' experience and restore the traditional ambience of our library.
6. One side of the **mezzanine area** can be repurposed as **teen's space**, quiet space for individuals, **ESL classes** and/or small meetings where glass partitions could dampen noise drifting up from below.
7. The reference area might be carved out as an **enclosed quiet room**.
8. Children like to pick their own books. A larger children's book budget may enable staff to beefing up the children's collection while weeding out more of the older books. A new library isn't needed to correct this issue.
9. The freight house might be suitable for meetings & programming if renovated.
10. When a program might draw a large crowd, staff can more **pro-actively schedule as a co-sponsored event with other libraries** in their space or in other town facilities.

Attachment #2

2015 Town-Wide Survey & the Minuteman Library Network An Argument for Less Space – Not More

The **Minuteman Library Network** of 36 area libraries has been resounding **success since its creation in 1988**. The network was established to encourage the sharing of library resources. It gives member libraries access to a collection of over **6 million books, DVDs, magazine subscriptions** and other material. Our participation in the Minuteman Library Network has saved Wayland money because we do not need to acquire every book & reduced the need for more stacks. Wayland residents with a Minuteman Network library card can order material on-line for delivery to our library or visit the member libraries to browse. Patrons can also share in other libraries' adult or children's programming. The Minuteman Library Network includes many different libraries that our residents often visit out of convenience, to browse their varied collections or just out of the pleasure of visiting some of the areas' architecturally diverse libraries.

Question #11 in the 2015 town-wide survey, aka the UMASS Donahue Institute Survey, asked the following question: **Do you or your household members regularly use other town's libraries? Yes/No. If yes, please tell us why.**

Out of 817 survey respondents, 423 or **52%** of respondents said they regularly use other towns' libraries. Of the 434 who added a comment, 179 or **41%** said it was for convenience and 110 or **25%** said it was to use different or better collections – both reasons that reflect the **core mission of the Minuteman Library Network**. 72 respondents or **17%** said they used another library because of their superior children's space, 39 or **9%** because of Wayland's lack of quiet reading space, 17 or **4%** because of inadequate parking and 15 or **3%** due to the superior quality of other libraries. Only 2 out of 434 comments said they avoid our library. These are the actual survey results.

Despite the above analysis of the actual comments, the Library Trustees' warrant article states under ARGUMENTS IN FAVOR that **'In a 2015 Town-wide survey, a majority of respondents explained that they underuse – or avoid altogether – the current building at 5 Concord road because of dissatisfaction with its interior spaces, limitations in services, and parking.'** This is not what respondents said. We emphasize this disconnect between the facts and the Trustees' argument because it is one of their argument for more space. Only a lawyer trying to prove the unprovable would twist the facts in this manner.

It is worth noting the actual survey results as published by the UMASS Donahue Institute also reflect a clear bias. Page 44 of the report titled 'Regular Use of Other Libraries' lists the six main reasons respondents regularly used other libraries:

- Better, larger collection
- More pleasant space
- Programming
- Hours
- Parking
- Quiet study space

Note the absence of 'convenience' and no reference to the Minuteman Library Network.