



Jefferson County
PUBLIC LIBRARY

BOARD STUDY SESSION

DATE: March 9, 2023

TIME: 5:30 P.M.

PLACE: Hybrid Public Meeting

- Online via ZOOM
- In-Person at Lakewood Library meeting room, 10200 W. 20th Avenue, Lakewood 80215

Board Governance - Strategy

- 2020-2025 Strategic Plan Update
 - Trends Exercise
 - Updated Facility Master Plan (FMP)

People and Culture

- Organizational Staffing Assessment Result
 - Guests: Greg Bellomo and Erin Ulric, Government Performance Solutions

Business Strategy and Finance

- Financial Review (January 2022)

For instructions on how to access the **online ZOOM Study Session** please go to:

<https://jeffcolibrary.org/board-of-trustees/2023-study-sessions/>

NEXT BOARD STUDY SESSION

MEMORANDUM

TO: Donna Walker, Executive Director
 FROM: Julianne Rist, Director of Public Services
 RE: Trends Summary and Exercise
 DATE: February 28, 2023

As part of the 5-year strategic planning process, we invite input from our leadership to examine trends in our community that may influence library services in 2024. Although we often think of trends as the future, trends actually represent the present. That’s because we see evidence of them today. Patterns are created when different trends share commonalities. While individual trends can be discounted, patterns can be analyzed for future impact. In the chart below, are the trends and patterns identified by JCPL staff. Six different patterns were identified. Some trends fit more than one pattern, and some patterns are interrelated.

We did have two trends that influence all six patterns.

- Changes in demographics, both Jefferson County and the State of Colorado are projected to have lower population growth overall, a decline in birth rates and increasing diversity.
- Emphasis on safety and security

Pattern	Trends that influence the pattern
Artificial Intelligence (AI) is more common and more impactful.	<ul style="list-style-type: none"> • ChatGPT – AI that uses conversations to answer questions, impacting education. • New Bing search engine uses conversation. • Smart Buildings -learn patterns and adjust. • Internet of things- refrigerator will order your milk. • Security of data and personally identifiable information.
Technology is evolving faster, becoming more complex and requiring everyone to have digital skills.	<ul style="list-style-type: none"> • Creator/maker movement remains strong. • Digital equity access to hardware, internet • Digital Literacy being able to use digital services. • Digital navigators- help others bridge digital divide.
Digital resources and use are increasing in all aspects of society	<ul style="list-style-type: none"> • Online ordering – impact on staffing, visits, pickup or delivery of goods • Brick and mortar stores are consolidating or closing. • Social media more important Gen Z uses for research on products. • Chat services while on business site • Self Service options • Metaverse and gaming world



MEMORANDUM

Equity, Diversity and Inclusion impacts all aspects of society	<ul style="list-style-type: none">• Food injustice• Dichotomy of haves and have nots.• Social service needs – responding to people in crisis.• Society more vocal & more polarized• Community leaders versus community informed
New work patterns that require more flexibility	<ul style="list-style-type: none">• Professional development offering employees opportunity to upskill.• Hybrid work impact on physical spaces.• People wanting consulting instead of traditional full-time job.• Emphasis on total wellbeing or work life balance.• Careers last 50 years but are not at one company or profession.• Soft skills, emotional intelligence more important than ever• People want to be with others but work alone.• Nomads – people who work remotely and travel need space to work
Climate change awareness brings an increase demand to focus on sustainability	<ul style="list-style-type: none">• Wildfires• E-cycling recycling technology in order to reutilize components.• Sharing economy(barter) versus consumption economy• Expectations for outdoor spaces• Fixing items instead of throwing away and replacing them.

At the study session Trustees will be invited to share ideas about:

- additional trends that might relate to the identified patterns.
- trends that are unique and do not relate to identified patterns.
- impacts to the library.

ADMINISTRATION
10200 W. 20th Ave.
Lakewood, CO 80215
303.235.5275



jeffcolibrary.org

TO: Donna Walker, Executive Director

FROM: Steve Chestnut, Director of Facilities and Construction & Julianne Rist, Director of Public Services

DATE: March 9, 2023

RE: 2023 Facility Master Plan Update

Background:

In 2017 JCPL commissioned Group 4 Architecture to prepare a Facilities Master Plan (FMP) to guide planning, decision-making, and capital investment in its facilities over the next two decades. In March 2018 recommendations were presented to the Board covering the 2019 budget and 5-year capital plan. The recommendation of the study was that the plan be reviewed regularly for opportunities and changing conditions. At the Board's request, we presented information and a methodology for accelerating the FMP in July 2021. This roadmap included evaluation of changes in populations, usage, community needs and stakeholder desires specific to our buildings and services in the County. In September 2021 we contracted with Group 4 Architecture to update and accelerate the FMP. Their findings and updated plan were presented to the Board in March 2022.

What follows is our annual update. Board input on this update will be used in the development of the five-year capital plan and 2024 budget.

JCPL uses the FMP to guide planning, decision-making, and capital investment in its facilities. The FMP is a flexible, "living" plan that can accommodate changing circumstances, as is inevitably the case over the life of any long-range plan. Our facility master planning is a data-driven process that leverages previous studies with new analysis of the amount, type, and distribution of space needed to provide excellent library service to Jefferson County communities.

Projects that have been completed as a part of the original Facilities Master Plan:

- Edgewater Library expansion (opportunity not part of the original plan)
- Belmar Library Redesign
- Ridge Recreation Center Offsite Services
- Conifer Mountain Resource Center Offsite Services
- Candelas Parkview Offsite Services
- Express Library in Arvada

jeffcolibrary.org

Projects Underway in 2023:

- Evergreen Library redesign
- 45,000 sq. ft. destination library in North County
- 40,000 sq. ft. destination library in South County
- Conifer Opportunity - evaluate and recommend library services for the Conifer area

The FMP recommends that JCPL aim for 0.5 -0.6 square foot public space per capita to adequately provide services to the community. JCPL square foot per capita is currently 0.39. When considering population growth estimates, the FMP recommends the addition of least 102,000 additional square feet of library space to meet a target of 0.5 by 2030.

2023 Staff Recommendations

The 2018 plan had several key findings and recommendations summarized below:

Finding: Countywide, JCPL's library branches provide less than 70% of the space needed to serve Jefferson County's current population and lack the capacity to accommodate future community growth. The FMP recommends a system wide target of 0.5-0.6 square feet of branch library space per capita to serve Jefferson County's current and future population. The lower end of this range is a threshold below which JCPL will experience space related challenges, while the upper end of the range will further enhance service to the community. This space per capita target is a gross square foot measure, meaning that it includes all staff, support and non-assignable spaces associated with service delivery in branches.

Original Recommendation: JCPL establish a countywide space-planning target of 0.5 to 0.6 square feet of branch library space per capita. JCPL should build capacity sustainably, according to its established facility construction and operating principles, by continuing to develop large destination libraries and keeping the total number of branches low.

Updated Recommendation: The recommendation of a system wide target of 0.5-0.6 square foot per capita was reconfirmed in the 2022 update. This target is still appropriate to provide library services and space for our residents.

Finding: JCPL's library branches are not distributed equitably relative to community development; branch capacity is disproportionately concentrated in central part of Jefferson County, while southern and northern county areas lag in branch capacity.

jeffcolibrary.org

Original Recommendation: Construction of a new destination library of at least 30,000 square feet in south Jefferson County as an early priority project, among other capacity-expansion projects countywide over time.

Updated Recommendation: South County remains a strategic project. Northwest Jefferson County also remains a strategic project that will allow JCPL to increase access to services in an underserved area. We recommend NW Jefferson County library be reduced to a 30,000 square foot building due to new population projections and designed with the flexibility to expand if needed. Both projects meet the direction of the Board for accelerating the building plan to meet per capita goals and increase access to library services.

Finding: JCPL's system wide administrative and operations functions are divided among multiple, undersized facilities scattered across different cities, which keeps the organization from achieving maximum efficiency and effectiveness.

Original Recommendation: Development of a consolidated facility or campus with enough space to accommodate all system wide administrative and operations functions, enhance inter-departmental collaboration and innovation, and support organizational growth and development over time.

Updated Recommendation: Staff is not recommending a change in outcomes to the original recommendation. However, pending the Board's direction on a change in priority with Arvada Library, we would delay an analysis of the need for an operations center.

Finding: The report compliments JCPL on its destination library service model and recommends that future expansions continue as larger library buildings

Original Recommendation: Adding 1-2 new libraries, evaluating the expansion of current buildings and exploring alternative services opportunities.

Updated Recommendation: No change. JCPL will continue to plan expansions using our destination library service model. We recommend keeping our 0.5-0.6 SF/capita goal to meet the needs of the community. The approach we've taken is a combination of adding two new destination libraries in the northwest and southern areas of the county; and augmenting underserved areas with offsite services such as hold lockers, material returns, Express Library, van and bookmobile services to ensure equitable access to library services for all of Jefferson County residents.

jeffcolibrary.org

Finding: Update for Priority Sequencing – The 2022 report created prioritized groups of libraries, but the locations were not prioritized within the groups. The groupings prioritized increasing access and square footage per capita.

2022 Recommendation:

- Group 1 – Evergreen Redesign, New South County Library, New NW Jefferson County Library, New Fehring Ranch Operations Center
- Group 2 – Standley Lake Redesign (expansion), Lakewood Expansion, Arvada redesign
- Needs Based – Golden, Conifer, Wheat Ridge

We moved Conifer Opportunity forward in the 2023 capital budget from the needs-based category to Group 1, due to the revised school hours beginning in the fall of 2023.

Updated Recommendation:

In early 2022, concerns were expressed about the number of incidents at the Arvada Library. Seeking architectural solutions, JCPL asked EUA to evaluate the external building to determine if modification could address safety and security concerns there. A conceptual design was proposed with cost projected in the \$900k range. Upon evaluation of the benefits gained by addressing concerns and the potential for other enhancements, it is our recommendation to shift the priority of Arvada Library redesign.

We recommend that Arvada Redesign be moved into Group 1 priority and that the new Operations Center be moved to a Group 2 priority. This will allow JCPL to capture efficiencies by redesigning Arvada as a whole. It will also allow time for the recommendations from the analysis of the Operations center to be completed and analyzed while keeping the acceleration of the FMP the Board requested moving forward.



jeffcolibrary.org

2022 Priorities

Group 1	Evergreen Remodel
	New South County Library
	New NW Arvada Branch
	New FR Operations Center
Group 2	Standley Lake Remodel (Expansion)
	Lakewood Expansion
	Arvada Remodel



2023 Recommendation:

Group 1	<ul style="list-style-type: none"> • Evergreen Redesign • New NW Jefferson County Library • New South County Library • Conifer Opportunity • Arvada Redesign
Group 2	<ul style="list-style-type: none"> • New Operations Center • Lakewood Expansion • Standley Lake Redesign (Expansion)



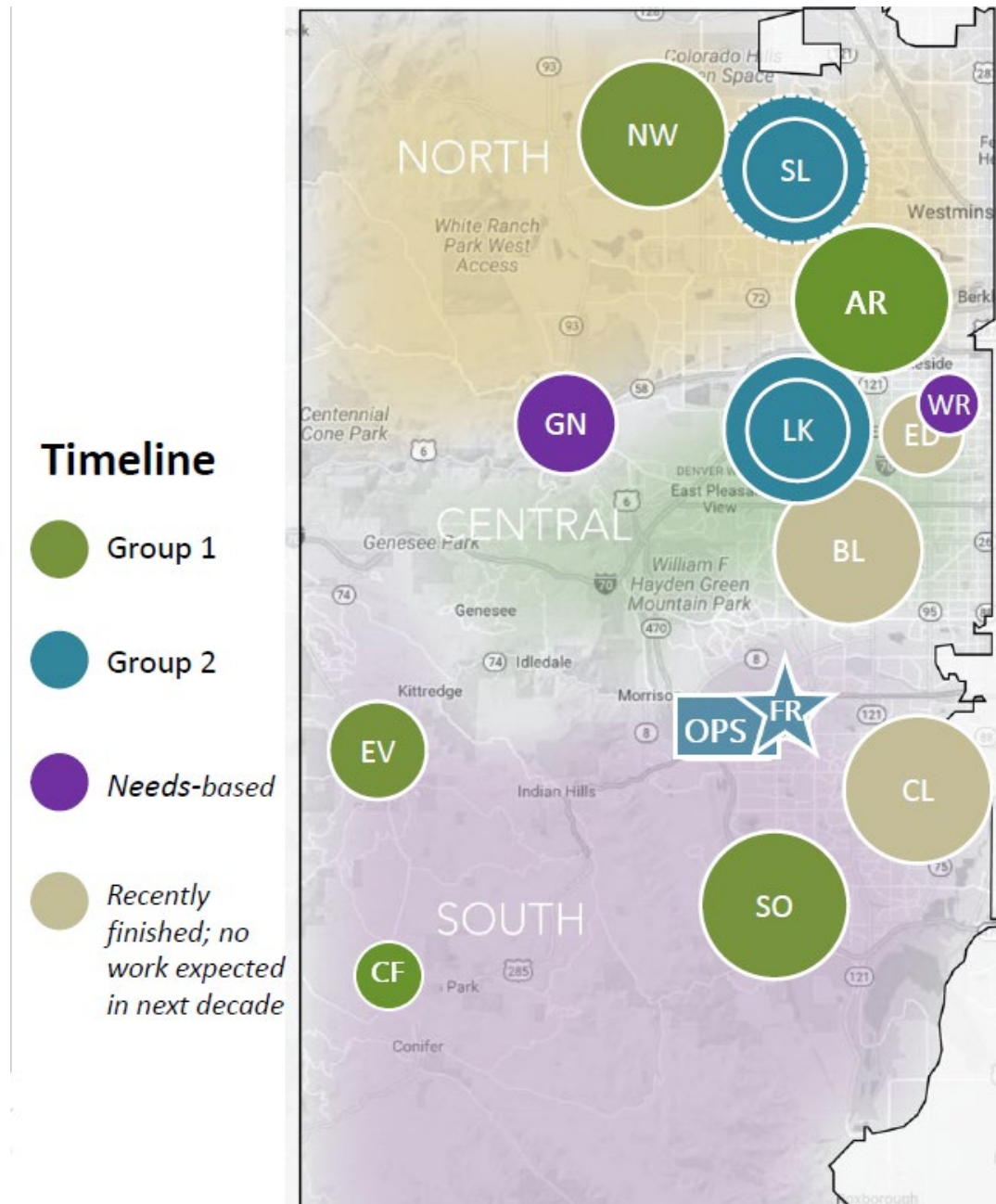
ADMINISTRATION
10200 W. 20th Ave.
Lakewood, CO 80215
303.235.5275



Jefferson County
PUBLIC LIBRARY

jeffcolibrary.org

2023 Recommendation:



Next Actions:

The Board input on this update will be used in the development of the five-year capital plan and 2024 budget.

ADMINISTRATION
10200 W. 20th Ave.
Lakewood, CO 80215
303.235.5275



jeffcolibrary.org

TO: Donna Walker, Executive Director

FROM: Lisa Smith, Director of People and Culture

DATE: 2/28/2023

RE: Organizational Staffing Assessment Results

Background:

In May 2022, JCPL engaged Government Performance Solutions (GPS), a Denver-based consulting firm, to conduct an organizational staffing assessment to ensure the organization has the right number of people in the right roles to meet current and future needs. The end result is a 4-year staffing plan that covers each work unit and the organization as a whole.

Since the original staffing assessment was completed in 2018, there have been meaningful changes to the organization's operating environment including new leaders, pandemic-driven changes in traffic patterns and services, and significant attrition (JCPL experienced a 17.65% attrition rate in 2022). Along with these changes, JCPL also has an aggressive expansion plan underway, adding facilities at a rapid pace for the next several years.

GPS followed an inclusive 4-step process, engaging employees at all levels to understand challenges, and arrive at a consensus list of proposals for changes to staffing that have since been evaluated and supported by the JCPL Executive Team.

At the February Board of Trustees meeting, I shared the history and application of the organizational staffing assessment at JCPL, reasons behind the new assessment, goals for the project, and process steps taken by GPS to create the summary.

Next Actions:

The full results of the organizational staffing assessment will be brought before the Board of Trustees at the March study session for discussion and consideration as a guide for the 2024 budgeting process.



Jefferson County
PUBLIC LIBRARY

Organizational Staffing Assessment Results

3-9-2023 BOARD STUDY SESSION

Overview

Contents:

- ❑ Executive Summary
- ❑ Staffing Proposals
- ❑ Budget Impact
- ❑ Implementation Considerations

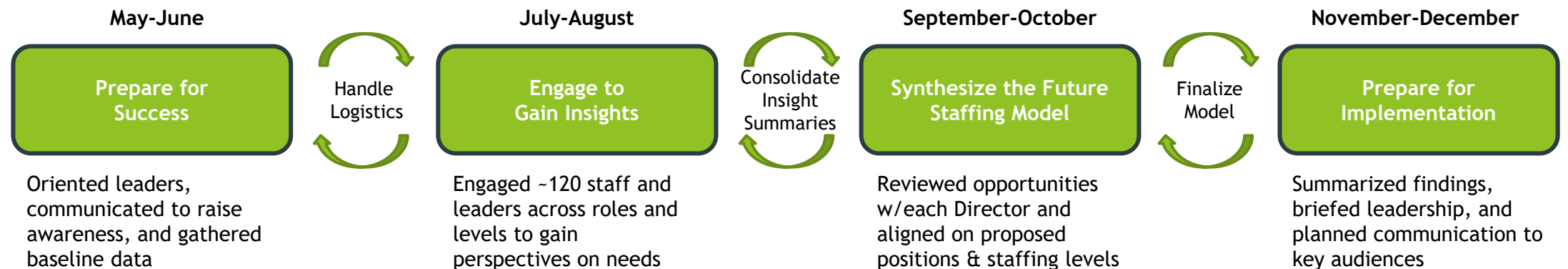
Caveats:

- The staffing assessment is not a time-and-motion study. The data available on variety and frequency of tasks does not allow for precise computation of workloads.
- GPS's focus was on staffing levels within the existing structure. No significant organizational design changes were contemplated.
- GPS's analysis was limited to staffing levels, but process and technology opportunities shared by staff were shared with leadership. Many are underway.
- The community's demands on the library continue to change, as do the social norms and expectations of the Library's role. All must remain flexible for future changes.

Executive Summary (1 of 2)

Reason for Action:

- Since the original staffing assessment was completed in 2018, there have been meaningful changes to JCPL's operating environment, including new leaders, pandemic-driven changes in traffic patterns and services, and significant attrition in certain roles.
- Along with these changes, JCPL also has aggressive expansion plans underway, adding two new libraries in the coming years.
- Goal:** JCPL engaged Government Performance Solutions (GPS), a Denver-based consulting firm, to conduct a focused effort to understand the collective impact of changes and chart the course forward, arriving at a 4-year staffing plan that covers each work unit and the organization as a whole.
- Process:** GPS followed an inclusive 4-step process, engaging staff at all levels to understand challenges and arrive at a consensus list of proposals for changes to staffing levels and roles that were evaluated by leadership. Here is a summary of the process:



Executive Summary (2 of 2)

□ Staffing proposals:

- Leaders and their teams recommend addition of 19 Full Time Equivalents (FTE) across 11 roles by 2027. Seventy-nine percent (79%) of these roles are being added in patron-facing positions.
- A summary of the proposed additions is shown in the table below and details are on slides [7-9](#). These changes will cost \$1.4M per year in 2027, but JCPL will remain lean versus its history with salary and benefits totaling 60% of operating costs.

Group	4-year FTE	2024	2025	2026	2027
Executive Administration	+0.5	+0.5			
Business Strategy and Finance	+0				
Communications and Engagement	+0				
Facilities and Construction	+1		+1		
People and Culture	+1	+1			
Public Services	+13	+7*	+1	+2.5	+2.5
Technology and Innovation	+3.5	+1.5	+2		
Totals	+19	+10	+4	+2.5	+2.5

- **Implementation considerations:** Based on insights gathered during the listening efforts, lessons learned from past staffing analysis, and knowledge gained about other JCPL efforts, GPS synthesized four (4) implementation considerations for leaders to use as they make changes in the coming years.

Staffing Proposals and Budget Impact

An Exciting Time

JCPL is an ambitious organization innovating during a time of unprecedented Change. Here are some of the Organization's (10) 2022 strategic projects:

- 1 Accelerate our Building Program,
- 2 Design a new South County Library,
- 3 Initiate a new Library in NW JeffCo



MASTER PLAN BUILDOUT VISION

- 11-12 branch libraries (1-2 net new)
 - 0.5-0.6 SF/capita over 15-20 years
 - full-service destination libraries
 - leverage partnerships for space and services
- alternative service locations
 - leverage existing space
 - access and visibility
 - (locations shown on map)
- consolidate systems
 - effective and efficient

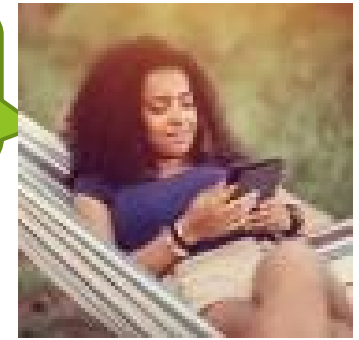
7 Create a Radically-Welcoming JCPL



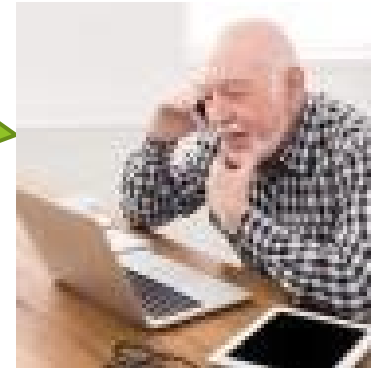
8 Expand Offsite Services



9 Advance Digital Equity & Inclusion



10 Integrate Emerging Technology



6 This Project: Ensure the organization has the right number of resources in the right roles to meet current and future promises.

Staffing Proposals (1 of 3)

Leaders and their teams recommend addition of 19 FTE across 11 roles by 2027. Seventy-nine percent (79%) of these roles are being added in patron-facing positions.

Division	Proposed Change and Rationale	4-year +/- FTE	2023	2024	2025	2026	2027
Executive Administration	Add an office assistant to support provide office support for the central office (e.g., walk-ins, deliveries, meeting room prep, etc), and to provide backup support for BS&F and F&C and ASU. Begin with a contract position to zero in on duties and workload.	+0.5	+0.5 Contract	+0.5			
Business Strategy & Finance	Add duties to the office assistant to provide back-up and help accommodate seasonality and other surge (e.g., procurement, AP, budget adjustments, etc); adjust role descriptions to make back-up responsibilities clear.	+0	+0				
Communications & Engagement	Adequately staffed for known demands; maintain a cadre of trusted freelancers to deliver when capacity is exceeded.	N/A					
Facilities and Construction	Source a half-time (0.5 FTE) Safety Support Specialist on contract to assist the Safety Manager. Utilize a contractor due to the lack of certainty of need in later years.	+0	+0.5 Contract				
	Contract additional part-time project manager (could be an assistant role) to focus on smaller projects and task execution. Replacement PM can be hired 90 days prior to any retirement.	+0	+0				
	Add +1 FTE facility maintenance tech to serve the needs of additional square feet and new services (e.g., lockers, express library, etc.).	+1			+1		
People and Culture	Add a training specialist with a focus on technology—new software implementation and optimizing employee utilization of existing investments. Begin with a contract in 2023 to meet near-term needs.	+1	+0.5 Contract	+1			
	Develop a cadre of contract recruiters to enable focus on other areas that must be done by a JCPL person.	+0	+0				

Staffing Proposals (2 of 3)

Leaders and their teams recommend addition of 19 FTE across 11 roles by 2027. Seventy-nine percent (79%) of these roles are being added in patron-facing positions.

Division	Proposed Change and Rationale	4-year +/- FTE	2023	2024	2025	2026	2027
Public Services** <i>(Does not include approved master plan FTE)</i>	Reinforce the Site + Core Service model while adding one manager role to accommodate the increased number of services types (e.g., off-site services, Library to You vehicle increase, DEI/Spanish digital literacy, social services, etc); evaluate manager workloads to remove other non-value added tasks.	+1			+1		
	Add a DEI librarian position to support the JCPL DEI work and outward facing work with patrons. They will support implementation of the DEI Master Plan and support a Radically Welcoming JCPL.	+1		+1			
	As visits and circulation return to previous levels, increase permanent staff at locations as well as increase supervisory support. Sub data shows an average of 12 FTE requested per month, with more than 4.5 FTE worth of unfilled shifts per month. Supervisors lead large teams and have an increased workload due to high turnover and changing institutional needs. In the near term, offload some PX supervisor tasks (e.g., schedules, etc) to free supervisor capacity and prepare staff for future supervisory roles.	+5				+2.5	+2.5
	Create a coordinator position for Ops Services. All of the core services except for Ops has a coordinator - that coordinator serves as a system resources and support to teams. As we look at additional locations and projects the Operations Core Service needs additional leadership support.	+1		+1			
	Create a full-time Data visualization and analysis position rather than a contract; "What gets measured, gets done" - the need for additional data support was heard both from Public Services as well as BS&F. BS&F's vacant FTE will be given to PS. At least some contract spend could be repurposed.	Net +0	Net +0				
	Convert 5 Pages' worth of capacity from temp to permanent FTE - Locations demonstrate needing more staff in buildings, and pages play a critical role in keeping the library organized. The FTE and non-benefited page model has proven to be effective and should expand. Net cost is approximately equal to the cost of benefits.	+5		+5			

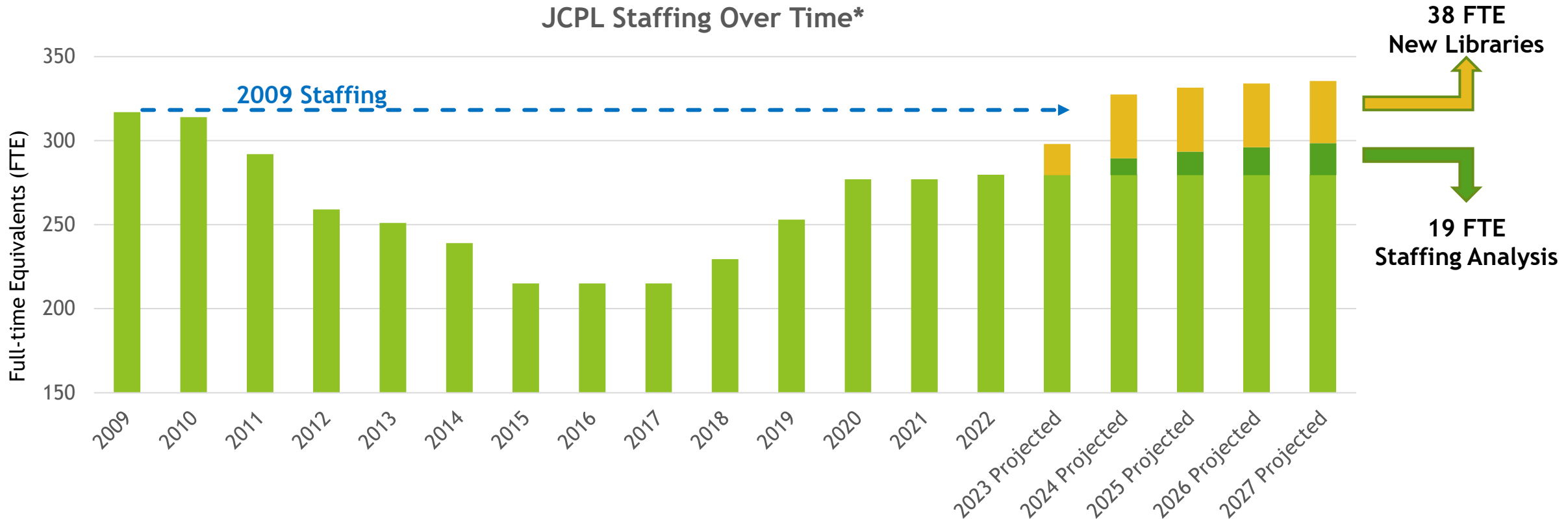
Staffing Proposals (3 of 3)

Leaders and their teams recommend addition of 19 FTE across 11 roles by 2027. Seventy-nine percent (79%) of these roles are being added in patron-facing positions.

Division	Proposed Change and Rationale	4-year +/- FTE	2023	2024	2025	2026	2027
Technology and Innovation	Redesign the Systems Support Specialist into a database administrator to serve as tech support for the planned data WH and back-up for ILS (current single point of failure).	Net +0	+0				
	Add 1.0 FTE with PM and change management competencies to drive project success. Responsible for coordinating new builds, all T&I projects, and developing and tracking timelines, collaborating w/ other project managers for system-wide projects. NOTE: BS&F's Assistant Director position can be repurposed and given to T&I pending successful automation of budget reporting self-service.	Net +0	LTE*	Net +0			
	Technology and Innovation had 4 FTE approved for Creative Technologies (in addition to a Supervisor) in 2020; will fill two in 2022, one in 2024, and one in 2025.	+2		+1	+1		
	Hire a Systems Operational Supervisor for application systems and cyber security administration; responsible for cyber security monitoring, training, follow up on 1st phishing failures, device/workstation patching, VOIP, and physical security systems, Note: Some tasks consolidated from current Ops Supervisor and (3) Technical Support Technicians Sr roles NOTE: There is an existing 0.5 FTE vacancy; will need approval for 0.5 FTE to realize this as a full-time role.	+0.5	LTE*	+0.5			
	Add 1 FTE in the Systems Support Specialist (help desk) role to address growth in staff from adding two libraries and additional personnel from this assessment.	+1			+1		
	Across Technology & Innovation, equalize the tech support positions and redesign and rename other roles. This may yield some capacity.	+0	+0				

Cumulative FTE Impact

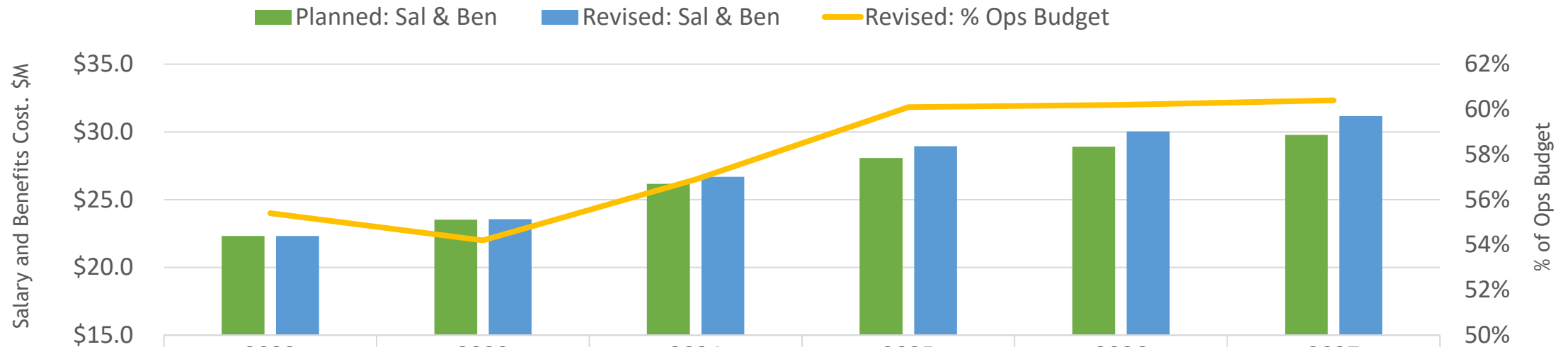
After adding the 19 FTE proposed in this staffing analysis, JCPL will still have fewer staff than 2009, despite a vastly increased range of services. The new library expansions will add another 38 FTE to serve the 100k+ of additional square feet required by the County's growth.



Cumulative Budgetary Impact

The majority of increased FTE expense is already planned to staff the two new libraries. Salary and benefits for the recommended staffing additions from this analysis will add \$0.5M in 2024, growing to \$1.4M per year by 2027, when the last of the 19 FTE comes on board.

Budget Impact of Staffing Analysis Positions,



	2022	2023	2024	2025	2026	2027
Planned: Sal & Ben	\$22.3	\$23.5	\$26.2	\$28.1	\$28.9	\$29.8
Revised: Sal & Ben	\$22.3	\$23.6	\$26.7	\$29.0	\$30.0	\$31.2
Revised: % Ops Budget	55%	54%	57%	60%	60%	60%

2009: 62%*

Including FTE from planned expansions and the staffing analysis, salaries and benefits grow to 60% of Operating in 2027, lower than the 62% figure from 2009*

Implementation Considerations

This is an extremely busy time for JCPL, with strategic change against a backdrop of operational interruption. As changes are implemented, GPS recommends addressing these 4 considerations:

1. Communication and Change Management

- Ensure sustained communication, including both a near-term blitz around the decisions made by leadership as a result of the staffing analysis, and consistent messaging (at least quarterly) as new resources come onboard.
 - Clearly tie back all changes to inputs received from frontline staff and managers → “we heard you, and that’s why we’re adding/changing/etc”; make room for 2-way dialogue, both related to the plan and around the impact of new additions as they occur.
 - Message the balance of resources being added in both the locations and administration to avoid the perception of frontline staff being underappreciated.
- Communicate other changes (compensation increases, etc) in light of resources to ensure staff understand the breadth of actions being take to address known challenges.

2. Hiring, Training, and Onboarding: Adequately resource the support functions to deal with the high number of existing vacancies and the FTE recommended in this plan.

3. Process Improvement: As roles are added, use the available “fresh eyes” and questions asked during training to identify process improvement opportunities and capitalize on the desire for positive changes.

4. Maintenance of the Plan: New staff and process and technology changes will each yield lessons and the opportunity to fine tune planned additions and existing roles. GPS recommends that these discussions be incorporated into JCPL’s annual planning process.



Thank you



Government Performance Solutions, Inc. (GPS)

Greg Bellomo

greg@governmentperformance.us

303.601.7319

Erin Ulric

erin@governmentperformance.us

303.974.8427