Report of the Steering Committee
to the Library Committee
June 16, 2014

This report has six sections:

Section I: Executive Summary

The Steering Committee appointed by the Library Committee met from March 3, until mid June, 2014. We examined 8 potential sites for a public library in Rockport {6 individual sites, 1 combined site (the current site + Memorial Park), and 1 generalized site, referred to as "Rt 1", that served as a proxy for similar commercial locations}.

Repair and/or expansion of the current library, remodeling of another existing building, and construction of a new building were considered, depending on the site. Methodology, considerations, and further information are found in the body of this report and in the documentation that accompanies it. We also started, but did not complete, a review of economic benefits attendant on a new library by site.

The Steering Committee developed and used a matrix of key criteria to evaluate the site. As a group, we fully endorse the matrix as our recommendation tool.

While we were asked to recommend the two top sites, the differential in ratings between the site ranked 1 and sites ranked 2 and 3, and the closeness of numbers 2 and 3 to each other, As such, The SC voted unanimously (1) to accept the matrix results as representative of the collective wisdom of the committee, and (2) to recommend only one site, with the further recommendation that the Library Committee further evaluate all three carefully.

The Steering Committee recommends for further consideration by the Library Committee.

- **RES site, corner of West Street (Rt 90) and Commercial Street (Rt 1)**

Section II: Introduction

The Library Committee (LC) established the Steering Committee (SC) March 3, 2014, to research and advise about options for the renovation of the existing library or the construction of a new library[1]. The first full committee meeting was held March 10.

The Steering Committee originally comprised:

Richard Anderson (resigned, replaced by Dave Jackson)
Nell Dailey (resigned, replaced by Ames Curtis)
Warren Erickson
Carole Gartley
Peter Hall
Bill Leone (resigned, replaced by Staci Coomer)
Judy Lindahl
Pat Messler
Jan Rosenbaum (Chair)

Charlton Ames (Select Board, Ex Officio)
Rick Bates (Town Manager, Ex Officio)
Bill Chapman (Select Board, Ex Officio)
Ann Filley (Acting Library Director, Ex Officio)
Kathleen Meil (Library Committee Chair, Ex Officio)

All meetings were open to the public and minutes are posted on the library web site.

The impetus for the creation of the SC can be found at least partially in the public reaction to the presentation given by the previous committee for investigation of the former Rockport Elementary School (RES) site and Scott Simons Architects of their conceptual design for a new library, and in the feedback the LC received during the subsequent listening tours. Rightly or wrongly, many people were of the opinion that not enough due diligence was done for the present library site or other possible sites.[2]

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[1] Rockport Public Library Steering Committee Meeting March, 3, 2014 Agenda

[2] Library listening tour wrap-up http://www.rockport.lib.me.us/listeningtours.php

The charge of the SC, therefore, was to revisit the RES and current library sites as well as look for other options. Each was to be fairly and equally evaluated, with the top options flowing up to the LC along with documentation for all sites; those chosen and those eliminated.

Additionally, we were asked to examine the economic effects of different library sites in a community. This remains an open question. Please see our explanation in Section V: Economics

Section III: Methodology

Given the timeline for completing our work[3], the SC was initially divided into two working groups: one to examine the current library building and site and the possibility of combining the current site with Memorial Park (called the combined site), and the other working group to examine possible sites elsewhere in Rockport. Since the RES site has already been extensively studied we included it in the sites to be examined, but first reviewed the information gathered and used during the study of a conceptual building on that site just to bring the SC members up to speed. Several members of the SC had served on the previous committee charged with the earlier tasks, so we were equipped to move ahead with our newly established evaluation method without reinventing the wheel.[4] All SC members were asked to look at comparable libraries in the area and begin to do some research on current (and future) best practices for library programming and design.

With the help of the library's professional staff we looked at current and desired programing, and discovered that in the present 3,400 sq. ft. building the staff was providing programing that ideally should occupy about 6,500 sq. ft. The Library Director (now former Director) and Interim Director (now Director) provided us with space allocation matrices for minimal and desired programing, as well as records of 12 months' programming and attendance.[5] From those and our interviews with the librarians, and from previous information that came out during the work with Scott Simons Architects, we settled on a requirement minimum of 10,000 sq. ft. (about 50% larger than the present effective space), with an expected need of +/- 14,000 sq. ft. in the foreseeable future. We noted that the minimum of 10,000 sq. ft. would mean a high probability that the library would have to expand again in a few short years.

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[3] The LC was concerned that we finish in time to give them sufficient time for consideration before the deadline for putting something on the November, 2014, ballot if they wished. Since that deadline is mid July, we were asked to finish our work by mid-June.

[4] Note: as the RES site floated into the top three choices, it received the same evaluation by professionals as the other two top sites

[5] See Section VI, Documentation

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While the original plan was to eventually combine the two working groups into a single group, the entire committee, to look at the complex issues of economics, the working group assigned to look at both the current building and the combined site finished its evaluation first (see Section IV: Sites Examined, Results, and Comments) and joined the working group looking at alternatives. The alternative sites took most of our time as we wanted to be as thorough as we could. Work on economics was begun by just one or two people until the site analyses could be finished.

By the second meeting the Alternative Site working group had decided to develop a matrix of key criteria by which all sites could be compared fairly. This matrix went through several iterations, trying at first to balance concrete, measurable factors such as construction costs, compliance and zoning, geographic location relative to Rockport's population, proximity to fire hydrants, parking, etc. with more difficult to measure emotional or personal criteria such as "ability to be iconic" in an effort to include important but intangible qualities. However, the intangibles proved difficult to even define well, let alone measure either absolutely or relatively, and were dropped from the matrix although kept alive in conversation.

Eventually the matrix was simplified, with several similar criteria combined inclusively, under 11 headings, here presented with explanations[6]. *They are listed in order of importance. Criteria 1 (Property/land cost) through 5 (Parking) have weights applied to them to reinforce their relative importance over other items. Item 6, 'Impact on current tax roles' is not weighted but is also listed as an important criterion, part of the subtotal of the most important criteria, not just because of what it measures - current effects, but also of possible future effects. Items 7 through 11 are not weighted although of course they are important to the overall evaluation of the sites. The weighting system is a simple multiplier applied to the 1 - 5 ratings.*

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[6] see Section VI Documentation for the actual matrix

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1)   Property/land cost (weight = 2x)

Parcels of land or existing buildings that are owned by the town are considered "free", while parcels/buildings not owned by the town have acquisition costs. However, it should be remembered that 'free' parcels of land also have other opportunity costs, such as loss of other, future use.

2)   Construction costs (weight = 3x)

Construction costs vary both because of building design and because of site considerations. As much as possible both are taken into consideration. However, there are no existing building plans for any site (other than the conceptual drawing done by Scott Simons Architects for the RES site under their proposal). We have asked our experts to weigh in on both site and building issues associated with each of the three final sites[7], and their opinions are included in the matrix grade for that site. *For the combined site, construction cost rating is meant to include the costs of demolition and removal of the existing library and making that part of the site into a parking lot. For CMCA construction cost ratings are meant to include any repair the building needs to bring it to code.*

3)   Capacity (weight = 3x)

Capacity refers to a site's ability to reasonably accommodate a 14,000 sq. ft. building. 'Reasonably' means not just accommodate, but do it comfortably and look good. We use this ultimate size as the criterion whether or not the LC intends to build that large or simply needs a site that can expand to that size in the future.

4)   Operational costs (weight = 2x)

Operating the building — are higher staffing levels required? Will energy costs be impacted? How are interior and exterior maintenance affected? How will the library's annual budget be affected?

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[7] see Section VI: Documentation for their written report. An audio recording is available at the library and town office of their June 14, 2014, presentation to the SC.

5) **Parking** (weight = 2x)

Ideal parking would provide not just enough for the library's patrons, staff, and facility users, but would also provide parking for other nearby town activities and be useful at other hours of the day.[8]

6) **Impact on current tax roll**

Potential for change (loss or gain) of tax revenue from the current status. Future impacts cannot be known, so they are not considered in the matrix grade, but should be thought about.

7) **Accessibility**

By accessibility, the SC refers not just to mandated ADA requirements, but also to issues including relative proximity to major roads, convenience to all five villages, to municipal services, and to schools.

8) **Safety**

Safety refers to pedestrian walkways, traffic congestion, ease of ingress and egress to the building and campus, elevator, etc. Outside children's areas, ease of entrance into the building for handicapped patrons and parents with children are also considered.

9) **Conserves 'green' space**

A new or enlarged building subtracts from existing or potential green space by definition. However, sites themselves may add, subtract, or be (relatively) neutral. Since there is no design, building footprint is not taken into consideration, but must be thought about.

10) **Protects Veterans Memorial**

Veterans Memorial refers to the three monuments currently in Memorial Park. Protecting simply means not interfering with any of them, their relationships to one other, and to the space they delineate.

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[8] Please see the section on parking in Section IV: Sites Evaluated, Results and Comments

11) **Retains library during construction**

Any site or construction that would disrupt the library or prevent it from serving the public to the extent it does now, which may mean anything from loss of a few hours to closing, moving, setting up, reopening, closing, and moving again. Loss of access to the library would effect the patrons and town significantly and add significantly to the overall project cost.

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The eight sites that seemed most plausible to the SC or were most mentioned during the listening tour were evaluated using the matrix criteria. Scoring ran from 5 (fully meets the criteria) to 1 (does not meet the criteria). The final step in the matrix was to re-list the criteria in order of importance, which a small group did with input from the entire group over the course of a week.[9] Ratings for the five most important criteria had a 2x or 3x multiplier applied to them, depending on the SCs opinion of importance.[10] The ratings and weights were reviewed and some were changed after the meeting with our expert panel.

In addition to the matrix, we developed a related list of pros and cons for each site. These were in alignment with the matrix criteria This allowed us to incorporate the ideas and concepts we heard voiced (and felt ourselves) about peoples' relationship to the library.[11]

As it became clear to all of us that some sites were clearly floating to the top and others were just as clearly sinking with unresolvable difficulties, we used all of the results as the basis for a site by site discussion, and then voted to remove some sites from further consideration.

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[9] See Sections V and VI, Sites Evaluated, Results and Comments, and Documentation

[10] The matrix ratings were re-evaluated after hearing from our panel of experts

[11] See Sections V and VI, Sites Evaluated, Results and Comments, and Documentation

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Three possible sites remained: (1) the combined site, [the current library site + Memorial Park] (2) the Rockport Properties site [vacant land abutting the Shepard Building on the Mary Lea Park side], and (3) the RES Site.

We felt another level of due diligence was necessary before we could complete our review and make a recommendation. We needed to bring in professionals to help us evaluate the sites from construction, practicality, community, design, and aesthetic points of view. We engaged John Scholz (architect, Scholz and Barkley), Will Gartley, (structural and civil engineer, Gartley & Dorsky), and David Nazaroff (commercial builder, Penobscot Co.). Each was paid a stipend for his time and professional opinion. Jan Rosenbaum, SC chair, asked Kathleen Miel, LC Chair, to poll the LC for what information they wanted us to deliver as part of our presentation June 16. From what she reported back, Jan developed an initial set of questions for the professionals. The questions were discussed, added to and subtracted from by the SC.[12] Rick Bates, Town Manager, and Jan met individually with the three, asking them to walk each site with our questions in mind, to meet and discuss their findings, and to jointly come to an open meeting of the SC to talk about the sites. That meeting happened June 12, 2014.[13]

Their instructions:

Please visit the three sites under consideration:
(1) RES (the old elementary school site, Rt 90 at Rt 1), (2) The current library site plus the memorial park across Limerock St., and (3) the vacant lot on Central St. adjacent to the Shepard Building, on the Mary Lea Park side.

Since there is no design yet for a building, the only information that we can provide is that we expect to need about 14,000 sq. ft. in order to be prepared for the foreseeable future. This may or may not be a multi-story building.

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[12] See Section VI: Documentation

[13] The report written is included in Section VI: Documentation

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On any question, if rough estimates of cost or multiples of cost [site 2 will cost 3x site 1, site prep will cost (or add) X% of (or to) the total, etc.] can be given, great. If not, please rank the sites in order of difficulty/cost/issues or let us know your thoughts.

As soon as we can arrange a meeting of the Steering Committee after your visits and thinking time, please join us for a de-brief of your thoughts. The meeting should not take more than 2 hours and will be held in the late afternoon.

The questions they were asked to consider:

General questions

- *Can you compare for us the difference in cost between 1, 2, and multiple story library buildings: (assume that a smaller, one story building will have to be able to take a second story in the future)*
  - *for construction*
  - *for building operations*
  - *for space loss due to infrastructure including stairs, elevators, etc. needed for more than one floor*

Site specific questions

- *Assuming that a perfectly flat, virgin field which happens to already have sewer, water, and electric service at hand requires minimal additional prep work, what additional prep work will/may each of these sites require in terms of cost or complexity?*
- *Can you address "levels of complexity" of designing, prepping and building on each site? Is the site suitable for a basement? What might that add to the cost, in terms of percent or per sq. ft.? Is a basement cheaper than a second story?*
- *Can you rank and estimate construction time for building on each site?*
- *Can the site hold a 14,000 sq. ft. building? If so, what would the rest of the site look like? If not, about how large a building would it comfortably hold?*
- *Do you have a sense, in dollars or just comparatively, of what building a 14,000 sq. ft. library will cost at each site? [We have had an estimate of $300 per foot (furnished) for a one story, basement-less,14,000 sq. ft. building on the RES site.]*

- *Describe each site's ability to deal with future additions to the building. What percentage of the original new building might be able to be added later?*
- *How would the costs of adding the same amount of additional space (e.g 3,000 to 5,000 sq. ft.) compare at each site*
- *If we assume we need a parking space for every 300 sq. ft. of building (your comments are welcome about this, of course), the current library, with 3,200 sq. ft. should have 11 spaces. At the same rate, a 14,000 sq. ft. building would need 47. How does each site strike you for this requirement? Any suggestions if insufficient? What about costs per space at different locations?*
- *Any possible design or construction issues for traffic at the entrance, exit, drop-off, or handicap access?*

Section IV: Sites Evaluated, Results, and Comments

Sites Evaluated

Based on the library listening tour and other suggestions we each have received from residents, plus our own brainstorming, the following sites were chosen for close evaluation:

1. The existing library site
2. Memorial Park, across Limerock St. from the library[14]
3. The combined site (current library property + Memorial Park)
4. RES - the now-vacant Rockport Elementary School site
5. CMCA building
6. Route 1 (available large commercial sites on Rt 1)
7. Camden Hills Regional High School library
8. Rockport Properties site (the vacant building site on Central street abutting the Shepard Building, adjacent to Mary Lea Park)

A word about parking

It was and is impossible to talk about the library without talking about parking. Opinions vary, of course, but many people raised many comments about parking throughout the Listening Tour. The majority of comments were that parking at the current site was problematic at best, often a headache, and dangerous at worst. As a committee we felt it was an important enough criteria that it should be given 2x weighting in the matrix.

However, it turns out that parking isn't cut and dried. While often measured in terms of one parking spot for every X sq. ft. of building, X varies greatly, depending on who you ask, what the business is, in what city or town, and under what circumstances. The main library in New York City, for example, has no free car parking nearby, but lots of bike racks. The vast majority of its users don't come by car. On the other hand, the new

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[14] Sites 1 & 2 were a gift from the Bok family for the purpose of a library.

library in Tenants Harbor has a large parking lot for a small town library, but most of its users do not live within walking distance and there is no public transportation.

Bill Najpauer, Rockport Planning and Community Development Director, was asked by Town Manager Rick Bates to write a memo on ordinances dealing with parking downtown in Rockport, and the amount of parking that exists already in the area around the Rockport Properties site. That site was selected for closer expert examination because (a) it is one of the three higher rated sites and is quite near another considered site, (b) parking for the third selected site was already well known, and (c) it was not clear to the committee what the ordinances and restrictions are, if any.

Bill's memo and village parking survey of 6/9/2014[15] considers the existing parking situation (96 public and 76 additional private parking spaces between 200 and 820 feet of the Rockport Properties site and Opera House), discusses the fact that the Land Use Ordinance has no site specific parking requirements for the downtown or for a library and references the fact that the Planning Board vets downtown parking situations on a case by case basis. He begins the memo by stating that a library constructed downtown can meet the Land Use Ordinance (at the discretion of the Planning Board), and ends with his advice on what should be made available for the safety and convenience of library patrons.

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[15] See both in Section VI: Documentation

Results

The complete results of each site's investigation can be found in the Documentation Section. What is given here is a representative selection from our working matrix, conversations with Rockport residents, the experts we contracted with, and the Pro and Con points.

Accepted Sites

The SC decided that three sites could be recommended to the LC while the others could not. The acceptable site are listed first, followed by the rejected sites. For each site we include a short narrative and pro and con arguments in order of importance[16]. The sites are not listed in any particular order.

Each of the final three sites was evaluated by our panel of experts. Their written comments are included in the Documentation section. An audio recording of the meeting with them is available at the library. Important comments are included here with the notation EO (Expert Opinion). Clearly the panel has knowledge, skill, and experience that no one on the SC has. In their areas of expertise, we give them full sway. The matrix ratings have been adjusted to reflect their new information.

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1)   Combined site

The combined site does not remove property from potential tax income for Rockport, and has no acquisition cost. It would be possible to build a two story building that meets the library's needs for several years, but not for the long term. As any new construction would have a larger footprint than the current building, and parking would have to be added, therefore significant 'green' space would be eliminated. This is a two-stage process - not only a new building, but also the destruction/removal of the old building and construction of a parking lot.

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[16] See Section VI, Documents for complete Pro/Con comments

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EO: Site prep work and construction would be more difficult here than at RES, and less difficult than at Rockport Properties. It is a small area with a street running through it, limited access for materials delivery, minimal parking for workmen and equipment, and limited materials storage. Ledge will make construction more expensive. A basement would be more expensive due to ledge and drainage issues. A 14,000 sq. ft. building may not be possible. Most likely it would need to use much of the property, require reconfiguring Limerock Street to intersect Union near the adjacent house, and use some off-site space for parking. Future additions to a building would be more difficult that at RES. Traffic concerns, handicap parking and building access remain due to the difficult intersection.

Pro Arguments
- no acquisition costs
- no change in tax revenues
- meets parking requirements
- retains library during construction

Con Arguments
- construction costs
- does not meet capacity of 14,000 sq. ft.
- higher operational costs
- accessibility
- safety
- significant loss of 'green' space
- requires moving at least one Veterans monument

2)   Old Rockport Elementary School (RES) Site
The RES site was first evaluated more than a year ago, when Scott Simons Architects won the RFP to design a conceptual library for that space. The site has many obvious positives: it is vacant and town owned, the site preparation costs would be lower than other sites, it is large enough to accommodate an expanding, single or multi-story library along with adequate parking for generations to come, and it sits at a busy corner

which is an entrance to the village. Alternatively, building on it would eliminate it from possible commercial (taxable) use.

EO: RES is the easiest site to build on with ease of contractor access, good materials laydown areas. The building could have a basement, but drainage issues due to the presence of ledge would have to be considered (not as expensive or as problematic as at the Combined site). A 14,000 sq. ft. building could be accommodated in a variety of configurations, and room exists for further expansion. Parking would require construction of a lot, but plenty of space exists.

One caution from an urban design viewpoint is that the entire plot should be thought of and planned for, not just the library. As a gateway location, much thought and planning are needed from the town and select board, not just the library. Without this, the library could end up alone in a large space, isolated from the rest of downtown. With it, the space could extend the downtown area much further.

Pro Arguments
- no acquisition costs
- construction costs
- meets 14,000 sq. ft. requirement
- operational costs
- no impact on tax revenues
- parking
- accessibility
- safety
- conserves, enhances 'green' space
- protects Veterans Memorial
- retains library during construction

Con Argument
- safety

3)   Rockport Properties site

This site is the vacant 50' x 70' land adjacent to the Shepard Building on the Mary Lea Park side. The site offers architectural possibilities not found at other sites, but also attendant complications. A multi-story building is required, as is integration with the existing downtown facades. The SC feels this is the most complex site, but worth serious consideration.

EO: An elevator plus two sets of stairs will add to the construction and operational costs of a multistory building. Comparing costs of circulation space, stair towers likely cost more than corridors/hallways. On the other hand, a multistory building means a smaller foundation and roof. But, of course, more difficulties with plumbing, more rest rooms needed. Central street and the entrance to the rear parking area will make construction access, materials laydown, and contractor parking more difficult (and expensive). Additional factors that will increase site prep costs include: proximity to another building, proximity to the street, shoring up work for the foundation work, and the steep, sloping nature of the site. These also add to the structural design costs. All parking would be off site. Previous ideas of parking spaces under the building are impractical due to the limited number of spaces possible and the costs of ventilation and corrosion protection necessary. Traffic concerns for ingress/egress, handicap access, and drop off/delivery are also problematic.

Pro Arguments
- meets 14,000 sq. ft. capacity
- parking
- conserves 'green' space
- protects Veterans Memorial
- retains library during construction

Con Arguments
- acquisition cost/ownership issues
- construction costs
- operational costs

- negative impact on tax revenues
- parking
- accessibility
- safety

Rejected Sites

The SC decided that five of the sites could not be recommended to the LC for a variety of reasons.

1)   The existing library site

Because the current library is so beloved and because some people would like to keep the library where it is, it was looked at for possible repair and expansion, and also for demolition and replacement. From conversations with Steve Beveridge and Mike Young, Dept. of Public Works, as well as the results of the LC's previous structural evaluation of the building, we know that neither solution is viable. While the recent zoning change would allow a larger building on the site, any expansion would come at the cost of loss of already limited parking, visually overfilling the lot, or requiring a two story building. There does not appear to be any way to enlarge the building enough to fill current needs and fulfill ADA standards, let alone future expansion. Additionally, of course, the working library would have to be moved to some new site during construction.

Pro Arguments
- no acquisition cost
- no impact on tax revenues
- protects veterans' memorial

Con Arguments
- construction costs
- does not meet 14,000 sq. ft. capacity
- operational costs
- parking

- accessibility
- safety
- reduces 'green' space
- interruption in library services

2)   Memorial Park

Memorial park on its own was evaluated because it is in an area popular with library users and is already owned by the town. However, architects consulted earlier in the process felt it could not gracefully hold a large enough building and would have no room for expansion beyond about 10,000 sq. ft. even using a two story building. The parking situation would not change from the current site unless (a) the current building was razed and replaced with a parking lot, or (2) some of the park would be sacrificed to provide a few additional angled parking spaces. Additional arguments against the park include despoiling of the Veterans' Memorial, movement of the smaller memorial, and loss of valuable green space in the downtown area.

Pro Arguments
- no acquisition cost
- no impact on tax revenues
- parking
- retains library during construction

Con Arguments
- construction costs
- does not meet 14,000 sq. ft. capacity
- operational costs
- parking
- accessibility
- safety
- significantly reduces 'green' space
- requires moving at least one veterans monument

3)   **CMCA**

The CMCA building has a large acquisition cost and significant work to bring the building to code, plus refurbishing costs, less parking than the current site because it is on the other side of Union St., and an inability to expand the building in the future beyond about 10,000 sq. ft. Increased traffic issues and a loss of potential tax revenues are also arguments against the site.

Pro Arguments
- no impact on tax revenues
- conserves 'green space
- protects Memorial Park
- retains library during construction

Con Arguments
- high acquisition cost
- construction costs
- cannot meet 14,000 sq. ft. capacity
- operational costs
- parking
- accessibility
- safety

4)   **Route 1 sites**

By Route 1 sites the SC means any of the large commercial locations currently available on Route 1. The major negative arguments for all of these sites are the cost of acquisition and site preparation and the loss of potential tax revenues, for sites that don't seem to offer anything (size, visibility, ease of access to major roads, potential for green space on site) that the RES site offers without these drawbacks.

Pro Arguments
- meets 14,000 sq. ft. capacity
- operational costs

- meets parking requirements
- accessibility
- conserves 'green' space
- protects Veterans Memorial
- retains library during construction

Con Arguments
- high cost of acquisition
- negative impact on tax revenues
- parking
- accessibility
- safety

5)   CHRHS

It has been suggested that the library build an addition to the Camden Hill Regional High School and take over the existing school library space. This offers positive arguments including no acquisition cost, ease of accessibility to all five villages, existing parking and handicap accessibility. However, the high school is not owned by Rockport. Ownership is shared by the five towns as 5TownCSD. Use of the building therefore comes with potentially difficult budget and independence issues. Additionally, there are school safety issues and regulations that would impinge upon the library if it were to share buildings or facilities.

Pro Arguments
- no impact on tax revenues
- meets parking requirements
- accessibility
- conserves 'green' space
- protects Veterans Memorial
- retains library during construction

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Con Arguments
- acquisition issues
- construction costs
- does not meet 14,000 sq. ft. capacity
- complex operational costs
- safety

(EDITORIAL) Comments for the LC

There are a few thoughts, issues, concerns that I as the SC Chair would like to encourage the LC to think about as you work your way to a decision. They do not necessarily represent the views of other committee members. They are not meant to be specific to any site and are not in any particular order. Ignore them if you wish.

A. Someone once said that the only free cheese is in mousetraps. One of our prime criteria has been the cost of property acquisition. All things being equal, which they never really are, the same building on town-owned (free) land costs less than the same building on purchased land. At least in the short run. But there are also 'opportunity costs' — what else the town could do with, what other value can be provided by, the land if it didn't have a library built on it. Some, but not all, possibilities include selling the land for something that would add to the tax revenues, converting the land to some other town use, using it to entice another non-profit to build in town. Or just to preserve it as open space that can be enjoyed by the residents. Turn all options over carefully.

B. Our panel of experts was working at a disadvantage: no building design. Over and over again they cautioned that lots of things, including costs, were dependent not just on the site, but also on the design.

C. We tried not to use 'soft' criteria because we didn't feel comfortable trying to describe, let alone rank them. You don't have that luxury. Soft criteria — residents' conceptions and tolerance for costs; the legacy that a library leaves (for better or worse); the relative ability to raise donations; the difficult trade offs

between cost and value, the present and the future — must be part of the conversation, no matter that it lengthens that conversation.

D. Some sites have more options than others. RES in particular can accommodate buildings of almost any configuration. Our builder-expert noted that two (or more) stories means a smaller, therefore cheaper, foundation and roof area. Solar panels and geo-thermal heat have higher upfront costs, but long term paybacks.

E. Your decisions, whether you like it or not, whether you intend it or not, will change the character of Rockport for generations. Please be careful.

Section V: Economics

The SC was secondarily charged with evaluating the economic effects of particular library sites on our community. This remains an open question because of the difficult nature of the problem. We were asked to concentrate more on the differing effects that would result from locating our library in or out of the immediate downtown area than on the general contributions of libraries to their communities, which is where most research has been done.

This turns out to be unanswerable by the SC.

Economic effects are not easy to determine. Attempts done across the country have typically looked at main or large branch libraries in large cities rather than small town situations. Much of the data we found is anecdotal, with no clear idea of how (or even if) calculations were done. In general, libraries were strongly felt to be important economically for their communities as places where entrepreneurs and small businesses can do needed research, as draws for educated families and workers, as learning and cultural centers, and as gathering places where people can meet and exchange ideas.

While most studies show preference for building in center town areas, we did not find a way to calculate economic driver effects for varying locations in the same small town. Certainly, though, a case can easily be made for a library with a complete program of services and an adequate, modern infrastructure and facilities over one which does not have those characteristics.

We think that the kind of highly localized study necessary would involve some educated speculation on the part of a economist or business consultant with experience in the subject and knowledge of Rockport and Knox county. We do not have a source for that expertise.

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A final note:

This report was written by one person, but authored by the entire committee and our own little community. From March 3rd until June 16, 116 days, eight people plus myself — Ames, Carole, Dave, Judy, Pat, Peter, Staci, & Warren — plus our community of advisors — Ann, Bill, Charlton, Kathleen, and Rick — went full bore into a tough, important job. There was never a (serious) complaint, never a stone unturned, never an unwillingness to share, converse, bounce thoughts. It has been my pleasure to work with such people.

We have tossed around our own ideas, our own sense of what is important in a library, not just in a site. But in the end we agreed that we needed to be unbiased and factual as much as possible, and scrub out anything that seemed "squishy". Last week I read an article about fact gathering with this line: "Data sets are assembled piece by piece by human collectors with human imperfections, moods and preferences."[17]

Before I end, there isn't anyone on the committee to whom I can't say, "I'm sorry I interrupted you."

Jan Rosenbaum
Steering Committee Chair

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[17] Carl Bialik, fivethirtyeight.com

Steering Committee Report on Potential Library Sites, June 2014

Section VI: Documentation

Steering Committee (SC) Matrix

SC Pro/Con

SC Questions for Experts

Experts' Report

Parking Memo

Village Parking Survey

Library schedule of events, May, 2013 — May, 2014

Library Program Space Allocation, current programming

Library Program Space Allocation, 10,000 sq. ft.

Library Program Space Allocation, 12,000 sq. ft.

Library Program Space Allocation, 14,000 sq. ft.

ROCKPORT LIBRARY SITES: PROS and CONS

➢ Three viable sites determined by the Library Steering Committee are listed first – not in rank order.
➢ Pros/Cons are weighted from top down and are consistent with the numbered Matrix.
➢ Multiple Pros/Cons are specified by bullet points under criteria where applicable.

COMBINED SITE (Current Library Site + Memorial Park) = *Viable Site

PROS	CONS
No Acquisition Cost	Construction Costs • Requires blasting • Multi-story building • Elevator • Two-phase construction (building and parking phases) • Razes current Library for parking
No change in Tax Revenues	Does not meet Capacity (up to 14,000 sq. ft.)
Parking • Meets requirements • Provides 'after hours' parking	Higher Operational Costs • Multi-story building
Retains Library during construction	Accessibility • Less accessible to all 5 neighborhoods • Less accessible to schools • Not close to Rte. 1/90
	Safety • Difficult/dangerous intersection • Pedestrians must cross streets • Elevator • Traffic congestion during and after construction
	Significantly reduces 'Green' space
	Requires moving at least one Veterans monument

ROCKPORT ELEMENTARY SCHOOL (RES) SITE   = *Viable Site

PROS	CONS
No Acquisition Cost	**Safety** • Requires widening and extending sidewalk
Construction Costs • Ease of site preparation • Single-story building	
Meets Capacity (up to 14,000 sq. ft.)	
No change in Tax Revenues	
Lower Operational Costs • Single-story building	
Parking • Meets requirements • Provides parking for playing field • No need for on-street parking	
Accessibility • Accessible to all 5 neighborhoods • Proximity to schools • Proximity to Rte. 1/90	
Safety • Ease of ingress/egress from West St. • No traffic congestion during or after construction	
Conserves and enhances 'Green' space • Playing field and gardens	
Protects Veterans Memorial	
Retains Library during construction	

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ROCKPORT PROPERTIES SITE = *Viable site

PROS	CONS
Meets Capacity (up to 14,000 sq. ft.)	Acquisition Cost/Ownership Issues • Purchase v. condo v. lease
Parking • Provides 'after hours' parking	Construction Costs • Multi-story building • Elevator • Raise Mary Lea Park (?)
Conserves 'Green' space	Loss of Tax Revenues
Protects Veterans Memorial	Higher Operational Costs • Multi-story building
Retains Library during construction	Parking • Shared and on-street parking • Underground parking
	Safety • Egress onto Central Street • Underground parking • Elevator • Traffic congestion during and after construction

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CURRENT LIBRARY SITE = *Non-viable Site

PROS	CONS
No Acquisition Cost	Construction Costs • Requires razing current Library • Requires moving Library services • Requires blasting • DEP codes for portion of lot • Multi-story building • Elevator
No change in Tax Revenues	Does not meet Capacity (up to 14,000 sq. ft.)
Protects Veterans Memorial	Higher Operational Costs • Multi-story building
	Parking • Does not meet requirements • On-street parking
	Accessibility • Less accessible to 5 neighborhoods • Less accessible to schools • Not close to Rte. 1/90
	Safety • Difficult/dangerous intersection • Pedestrians must cross streets • Elevator • Traffic congestion during and after construction
	Reduces 'Green' space at current site • Angled parking into Memorial Park
	Interruption of Library services • Requires moving Library during construction

MEMORIAL PARK SITE = *Non-viable Site

PROS	CONS
No Acquisition Cost	Construction Costs • Requires blasting • Two-phase construction (building and parking phases)
No change in Tax Revenues	Does not meet Capacity (up to 14,000 sq. ft.)
Parking • Provides 'after hours' parking	Higher Operational Costs • Multi-story building
Retains Library during construction	Parking • Requires razing current Library • On-street parking
	Accessibility • Less accessible to 5 neighborhoods • Less accessible to schools • Not close to Rte. 1/90
	Safety • Difficult/dangerous intersection • Pedestrians must cross streets • Elevator • Traffic congestion during and after construction
	Significantly reduces 'Green' space
	Requires moving at least one Veterans monument

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CMCA SITE = *Non-viable Site

PROS	CONS
No change in Tax Revenues	High Acquisition Cost
Conserves 'Green' space	Construction Costs • Multi-story building • Must bring current building up to code • Elevator
Protects Veterans Memorial	Does not meet Capacity (up to 14,000 sq. ft.)
Retains Library during construction	Higher Operational Costs • Multi-story building
	Parking • Does not meet requirements • On-street parking
	Accessibility • Less accessible to all 5 neighborhoods • Less accessible to schools • Not close to Rte. 1/90
	Safety • Difficult/dangerous intersection • Pedestrians must cross streets • Elevator • Traffic congestion during and after construction

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ROUTE 1 SITES *(large commercial sites)* = *Non-viable Sites*

PROS   CONS

PROS	CONS
Lower Construction Costs • Single-story building	High Acquisition Cost
Meets Capacity (up to 14,000 sq. ft.)	Construction Costs • Possible environmental issues • Rte. 1 disruption
Lower Operational Costs • Single-story building	Loss of Tax Revenues
Parking • Meets requirements	Parking • Not useful 'after hours' parking
Accessibility • Accessible to all 5 neighborhoods • Proximity to Rte. 1	Accessibility • Less accessible to schools • Less accessible to municipal buildings
Conserves 'Green' space	Safety • Ingress/egress from Rte. 1 • More dangerous for pedestrians • Traffic congestion during and after construction
Protects Veterans Memorial	
Retains Library during construction	

CAMDEN HILLS REGIONAL HIGH SCHOOL (CHRHS) = *Non-viable Site

PROS	CONS
No change in Tax Revenues	Acquisition Issues • MSAD 28 – Five Town ownership • Not exclusive use for Rockport
Parking • Meets requirements (priority for teachers and students)	Construction Costs • Construction may be prohibited due to Five Town ownership
Accessibility • Accessible to all 5 neighborhoods • Accessible to schools • Proximity to Rte. 1/90	Does not meet Capacity (up to 14,000 sq. ft.)
Conserves 'Green' space	Complex Operational Costs • Five Town ownership • CHRHS library staff
Protects Veterans Memorial	Safety • Restrictive school safety regulations
Retains Library during construction	

MEMO

To: **Rick Bates**
From: **Bill Najpauer**
Date: **6/9/14**
RE: **Parking in the Downtown Village**

Introduction:

A new library constructed in the Downtown District can meet our Land Use Ordinance parking provisions by using the option which permits the Planning Board to use its discretion setting the number of parking spaces. It is reasonable for an expanded library to be designed using the available public parking and meet the demands of its patrons.

An informal Village Parking Survey conducted by Town Staff shows that 61 public parking spaces are within 200 feet of the library. The number of spaces increases by 35 spaces when the distance between the parking and the library increases to 800 feet.

The parking demand of an expanded library will require management of the public parking near the library by designating parking time limits varying between 15 minutes to two hours. In addition the following items should also be considered: designate some loading spaces to allow patrons to quickly enter the building to drop-off books etc. and to locate to the greatest extent feasible some on-site parking especially handicap spaces.

The following is an expanded explanation of the parking requirements for the construction of a library within the Downtown Village.

Background:

- The existing library uses public parking and handicap spaces area available onsite.
- Most existing businesses and cultural uses in the Downtown Village use public parking.
- The recent renovation of two building on Central Street created off-street parking at the rear of the buildings.
- An informal Village Parking Survey completed by Town Staff shows 96 public parking spaces located between 200 and 800 feet of the existing library. An additional 76 private parking spaces are also located between 500 and 820 feet of the library.
- The Village Parking Survey identifies a total 425 public and private parking spaces between 200 and 2200 feet of the existing library.
- Currently the public parking spaces are not time restricted (Limits such as 2-hour parking etc)
- Designated employee parking areas are not used.

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- The highest parking demand in the downtown occurs at Opera House Events and public events such as "Pop the Cause".
- Parking demand increases during the summer months and in the evenings from patrons to the two downtown restaurants.
- The Downtown Village does not have separate parking requirements.
- Public on-street parking does not have painted lines designating each space.

Land Use Ordinance Requirements:

- The Land Use Ordinance, Section 803 contains parking requirements which are applicable throughout the town.
- Off-street parking is specified for all new construction, alterations and change of use. However the parking requirements provide some flexibility as follows:
    o Off street parking may be located on an adjacent lot subject to approval of the Board of Appeals
    o Joint use of a parking lot by 2 or more principal buildings may be allowed subject to approval of the Board of Appeals.
    o The Use/Parking Space Chart allows the Planning Board, at is sole discretion, to increase or decrease parking requirements depending upon individual circumstances.
- The Use /Parking Chart does not specify the number of parking spaces for a library. However the Planning Board is tasked to determine the exact number of required spaces. A search of other library parking requirements from other communities vary between 1 space per 200 gross sq. ft of floor space to 1 space per 500 sq. ft. of gross floor space.
- The Town does not have site specific parking requirements for its downtown which is a common feature in many downtown/village areas where public parking along the street or in public parking lots is available.
- The Planning Board has adhered to a policy whereby activities in the Downtown District are allowed to maximize the use of public parking are not required to meet the specified on-site parking space standards. (The Ordinance allows the Planning Board to exercise its discretion for setting parking space requirements).

Establishing Parking for a New and Expanded Library

Developing a parking plan for a new library in the existing Downtown Village will need to avail itself of the option for the Planning Board to use their discretion and decrease the number of required off-street parking spaces.

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This option is reasonable considering that the existing library already functions within the district and according to the Village Parking Survey 96 public spaces are available between 200 and 800 feet of the library. (A total of 425 public and private parking spaces are between 200 and 2200 feet of the library). It is important to note the following factors:

- Parking spaces for employees should be identified in remote locations. Employee safety and convenience also need to be considered.
- The maximum number of on-site parking spaces should be developed. At a minimum all the required handicap spaces should be on-site.
- A tiered public parking schedule should be designated at the library which includes the following three types of spaces:
    - A minimum of two spaces for loading/dropping off books/etc
    - A minimum of four -15 minute spaces for short/quick stops
    - A minimum of 10 - two- hour spaces
    - Some level of parking enforcement will be necessary