INTERGOVERNMENTAL CONTRACT
BETWEEN BRYAN AND COLLEGE STATION

This agreement is entered into by and between the City of College Station (hereinafter referred to as "COLLEGE STATION") and the City of Bryan (hereinafter referred to as "BRYAN") and shall be effective on the 1st day of October 2014.

RECITALS

WHEREAS, BRYAN and COLLEGE STATION are home rule municipalities as defined by the Texas Local Government Code; and

WHEREAS, home rule cities are authorized to enter into agreements with one another for the performance of any governmental service, activity or undertaking; and

WHEREAS, by voter approval of a referendum on the 25th day of March, 1995, COLLEGE STATION expanded library services and constructed its own library facility, hereinafter referred to as the Larry J. Ringer Library, within its city limits; and

WHEREAS, BRYAN has operated a community library since 1903 and has received accreditation by the Texas State Library; and

WHEREAS BRYAN has the expertise to manage a library system that is accredited by the Texas State Library; and

WHEREAS, BRYAN and COLLEGE STATION ~~desire to~~ previously partnered together by ~~through a~~ mutual agreement ~~to provide~~ for a combined ~~a~~ ~~Bryan +~~- ~~College Station~~ Library System which has included~~s~~ libraries located in both municipalities; and

WHEREAS, BRYAN and COLLEGE STATION desire to continue such a shared program, as being in the best interests of providing a cost effective service to their shared communities.

NOW, THEREFORE, in consideration of the promises and mutual agreements contained herein, the entities agree as follows:

ARTICLE I. PREMISES

1.01 COLLEGE STATION shall lease, own or otherwise provide premises to BRYAN suitable for use as a library. Currently these premises are located at 1818 Harvey Mitchell Pkwy. S., College Station, TX 77845 and shall sometimes herein be referred to as the Premises or the Larry J. Ringer Library. The Premises shall, at a minimum, include 15,000 square feet of heated/air conditioned floor space. Said Premises shall be located within the city limits of COLLEGE STATION as provided by the terms of this Agreement.

1.02 In the event that COLLEGE STATION requires the relocation or expansion of the Premises, COLLEGE STATION shall pay the cost of same.

1.03 Except as may be expressly set forth herein, COLLEGE STATION shall be responsible for maintenance, repairs, and expansion of the grounds and the structures on the Premises.

1.04 BRYAN shall be responsible for the routine janitorial service of the interior of the Larry J. Ringer Library building and any other buildings over which it has control. ~~The Library Director~~ The City of College Station shall, however, re-evaluate the cost/benefit of full-time custodial staff at the COLLEGE STATION library.

1.05 BRYAN shall promptly notify COLLEGE STATION in the event any grounds or structural defect or flaw is discovered on the premises.

ARTICLE II. MANAGEMENT AND STAFFING

2.01 BRYAN shall be responsible for providing College Station Library Services. COLLEGE STATION shall pay for these services as set forth in this Agreement, including Exhibits "A" and "B" which are attached hereto and incorporated by reference herein.

2. 02 A Library System Director shall be engaged by BRYAN whose responsibilities include overseeing the provision of College Station Library Services. All employees, contractors, agents, and volunteers engaged in providing College Station Library Services on the Premises or elsewhere shall be considered those of BRYAN, and such people shall provide services under the supervision and direction of the Library System Director.

2.03 Upon termination of this Agreement, BRYAN's employees in good standing located at the Larry J. Ringer Library may elect to apply for employment with BRYAN, if positions are available. In any event, the said employees may apply for employment as library employees with COLLEGE STATION. Upon transfer of employment to COLLEGE STATION, COLLEGE STATION shall provide to its library employees the same benefits as provided to other COLLEGE STATION employees. COLLEGE STATION shall waive any waiting period for any and all benefits, unless otherwise required by law.

2.04 ~~As per the recommendations of the 2014 Library Audit, T~~~~the Library System Director will review and consider the best manner in which to implement the COLLEGE STATION 2014 Library Audit Report and findings, over this extended term of the Agreement. Findings to be considered include implementing a policy to gradually reduce the number of permanent staff through attrition over the first three (3) years and any renewal of this ILA, and , moving towards utilizing additional seasonal part-time staff.~~ The Library System Director will review and consider implementation of the College Station 2014 Library Audit Report and findings and will work with College Station over the extended term of the agreement for possible implementation of the findings. Any s~~S~~avings in personnel costs would~~ill~~ be recaptured, so as to supplement the Ringer Library materials budget.~~.~~

ARTICLE III. BOOKS AND OTHER MATERIALS

3.01 BRYAN shall be responsible for the purchase of materials for the Larry J. Ringer Library after conferring with the COLLEGE STATION City Manager or his designee. The COLLEGE STATION Parks Director shall review and approve ~~final authority for the selection of library materials rests with~~ the Library System Director's recommended selection of Larry J. Ringer library materials. The Library System Director may be given access to one or more College Station library funds as COLLEGE STATION may authorize to enable BRYAN to carry out its obligations hereunder.

3.02 All books and other materials related to providing College Station Library Services, including but not restricted to DVDs, audio books and periodicals and any other physical and electronic assets purchased with the Larry J. Ringer Library budgeted funds shall belong to and remain the property of COLLEGE STATION. BRYAN shall account for all materials that are the property of COLLEGE STATION. For purposes of this Agreement, "materials" means books and other materials recited above as well as any and all online subscriptions and electronically available data bases, the Internet, intranet and similar services made available to patrons of the Larry J. Ringer Library.

3.03 BRYAN shall exercise the same degree of care in the keeping, preservation, and maintenance of materials and other physical assets on the Premises as it exercises in the keeping, maintenance, and preservation of its own public library property.

3.04 BRYAN shall ensure that The Larry J. Ringer Library will maintain a materials collection that is typical for a library of its size serving a family and college-oriented community like COLLEGE STATION for use by the general public.

ARTICLE IV. PROGRAMS AND OTHER SERVICES

4.01 BRYAN agrees to provide College Station Library Services as set forth in this Agreement. This includes providing, managing and paying personnel necessary to operate the Larry J. Ringer Library; maintaining regular hours of business; purchasing materials and electronic subscriptions or rights of access to various data bases for the library, managing the borrowing or accessing of materials; tracking when materials are accessed. checked out, returned, paid for, fines paid and revenue received; operational budgeting; paying invoices associated with library activity; maintaining software related to the provision of library functions; and any and all other library services typical to the overall functioning of the Premises as a public library unless expressly provided for otherwise pursuant to the terms of this Agreement. The term College Station Library Services shall also include a portion of the salaries and benefits for the Library System Director as well as a pro rata share of indirect costs as set forth in Exhibit "B" attached hereto and incorporated herein by reference.

4.02 BRYAN operates one or more libraries outside of the city limits of ~~the~~ COLLEGE STATION. Collectively the libraries operated by BRYAN on the Premises and elsewhere throughout the community at large shall be referred to as the Bryan ~~/~~- College Station Library System (the "System"). This includes operation of the Twin City Inter-Library Loan Program under the direction of Library System Director. The Twin City Inter-Library Loan Program is the van delivery service that transfers library materials between the Larry J. Ringer Library and other libraries within the System. This loan program is included in the College Station Library Services to be provided by BRYAN to the Premises and the program costs are~~is~~ shared equally (50/50) among the parties. ~~The Cities of Bryan and College shall continue to use the current~~ Program ~~The~~ costs ~~of such program~~ shall include vehicle replacement, maintenance ~~and~~, fuel and staff time~~, which are part of the COLLEGE STATION budget.~~ and ~~Costs for the program~~ will be reconciled at the end of each fiscal year, as provided in paragraph 7.02 and Exhibit A ~~Article VII~~. All City of Bryan employees who drive vehicles for the Twin City Inter-Library Loan Program shall be in compliance with the City of Bryan's driver safety program as outlined in the City of Bryan Employee Handbook.

4.03 College Station Library Services to be performed by BRYAN include the housing, operation, upgrade and maintenance of the main computer system used by the Bryan ~~+~~- College Station Library System to check in and out items, track book collections, and other collections, etc. BRYAN will perform system back-ups, generate overdue notices and other reports as necessary. Significant upgrades and replacement of the main computer system and any other shared information technology may occur only with mutual agreement of both Cities.

4.04 Except as provided above, COLLEGE STATION shall maintain all hardware and software for the work stations that are in use at the Larry J. Ringer Library; and, notwithstanding any provision in this Agreement to the contrary, those workstations and the hardware and software related thereto remain the property of COLLEGE STATION.

4.05 BRYAN and COLLEGE STATION agree to maintain a secure network tunnel related to the Premises use as a public library and provision of College Station Library Services between the two entities for the purpose of maintaining interoperability and carrying out the obligations of each party as set forth in this Agreement.

ARTICLE V. HOURS OF OPERATION

5.01 The Bryan ~~+~~- College Station Public Library System shall maintain operating hours as the parties shall mutually agree upon on an annual basis, subject to annual budget appropriations.

ARTICLE VI. INSURANCE AND LIABILITY

6.01 COLLEGE STATION shall maintain insurance on the Premises for the Larry J. Ringer Library, including the structures, as well as insurance for personal injury or property damage as it requires for other municipal property. COLLEGE STATION will maintain liability insurance on all vehicles owned by it used to fulfill its obligations hereunder, including property damage and bodily injury.

6.02 BRYAN shall maintain workers compensation coverage for its employees on the Premises and shall carry such other liability insurance coverage for its employees, contractors, volunteers and agents engaged in providing services pursuant to this Agreement as it would for its other libraries within the System.

6.03 Hold Harmless. The parties agree to hold each other harmless from and against any and all claims, losses, damages, causes of action, suits and liabilities of every kind, including all expenses of litigation, court costs and attorney's fees, for injury or death of any person, for damage to any property, or for any breach of contract, arising out of or in connection with the terms of this Agreement, as permitted by law.

6.04 The insurance benefits provided by BRYAN to the employees retained under the terms of this Agreement shall be the same as provided to all other BRYAN employees.

6.05 BRYAN shall, to the extent permitted by law, indemnify, and hold COLLEGE STATION harmless from any liability incurred from the hiring, employment or termination of any employee under this Agreement, and its use of any contractor, agent or volunteer in providing College Station Library Services.

ARTICLE VII. FINANCIAL

7.01 COLLEGE STATION and BRYAN agree to abide by and share in the development and implementation of a budget for the Premises as set forth herein. The budget shall include at a minimum the cost of College Station Library Services to be performed by BRYAN, the cost of janitorial services, the cost of maintaining and purchasing library materials, building and premises maintenance and operation, and any and all other miscellaneous costs as may be required or desired by COLLEGE STATION related to the upkeep and improvement of the Premises. Said costs shall collectively be referred to as the College Station Library Costs. COLLEGE STATION is responsible for paying the College Station Library Costs as set forth herein.

7.02 By May 31st of each year, BRYAN shall submit to COLLEGE STATION- its projected costs in providing College Station Library Services and janitorial services. The projected costs in providing such services shall be provided by BRYAN to COLLEGE STATION in such reasonable detail as COLLEGE STATION may require. COLLEGE STATION shall prepare a complete budget for the College Station Library Costs which shall include the projected costs of College Station Library Services and janitorial services to be provided by BRYAN. Such budget shall be a part of the COLLEGE STATION general budget -and shall include all costs necessary to operate the Premises in a professional manner, including those expenditures associated with operating the library.

7.03 Both parties agree that the proposed budget for College Station Library Services shall be duly approved by the governing body for each. Both parties will advise the other as to the approved annual budget as promptly as possible. It is understood by the parties that the approval of the budget is a legislative function.

7.04 Total Bryan ~~+~~- College Station Library System revenues will be allocated to each City respectively based upon the ratio of the present number of each City's materials to the total number of materials in the Bryan ~~+~~- College Station Library System. Restricted gift revenue, endowments and other financial resources not generated as revenue from the provision of library services will be excluded from this calculation. At the end of each budget cycle actual expenditures shall be offset by credits pursuant to the formula as set forth in Exhibit "A."

7.05 At the time the proposed costs for College Station Library Services and janitorial services is submitted by BRYAN as described in this article, the BRYAN City Manager or his representative shall include a cover letter indicating what amounts, if any, remain unspent or unencumbered or how much is still owed for which there is an insufficient budgeted amount from the College Station Library Services and janitorial services line items that were adopted as part of the budget for the College Station Library Costs for the most recently closed fiscal year. Said funds shall be applied as an adjustment to or against the next fiscal year's College Station Library Services, as the case may be.

7.06 In the event this Agreement is terminated, all unspent or unencumbered funds and all remaining revenue allocations shall be promptly remitted to COLLEGE STATION.

7.07 -The computation of the actual amount to be paid by COLLEGE STATION to BRYAN each fiscal year shall be as described in "Exhibit A".

7.08 No budgetary transfer of funds involving capital accounts shall be made without the approval of the COLLEGE STATION City Manager or his representative.

ARTICLE VIII. MANNER OF PAYMENT

8.01 COLLEGE STATION agrees to pay BRYAN as set forth herein. COLLEGE STATION shall pay BRYAN the amount it owes for the current fiscal year pursuant to the terms of this Agreement, including Exhibits "A" and "B" for services to be performed by BRYAN in twelve (12) equal monthly installments due on the first day of each month.

8.02 In addition to the consideration paid herein, COLLEGE STATION shall make available to BRYAN a monetary amount to be determined annually by COLLEGE STATION through the budget appropriation process in consultation with the Library System Director, to be used by BRYAN for the purchase of Larry J. Ringer Library materials.

ARTICLE IX. REPORTING AND ACCOUNTING

9.01 Within twenty (20) days of the end of the previous month, BRYAN shall send to the COLLEGE STATION City Manager or his representative a monthly expense budget report and account activity report.

9.02 BRYAN shall promptly submit all invoices relating to expenditures from any COLLEGE STATION purchase orders provided by COLLEGE STATION to BRYAN for the purchase of library materials.

9.03 Promptly after the close of the BRYAN fiscal year, BRYAN shall furnish to COLLEGE STATION, in such reasonable detail as COLLEGE STATION may require, an accounting of the expenditures made and revenues generated hereunder as well as any credits remaining.

9.04 The COLLEGE STATION City Manager or his representative shall conduct an annual review of the Larry J. Ringer Library with the Library System Director in February of each year this Agreement is in effect. The annual review shall include, but is not limited to, library performance measures, library goals, library operation changes, and renewal of this Agreement. Performance measures will be reported quarterly to the COLLEGE STATION City Manager or his representative.

ARTICLE X. ADVISORY BOARD

10.01 A Bryan ~~+~~- College Station Library System Advisory Board was established January 1, 1998. The Advisory Board is comprised of eight (8) members serving two year terms with each respective City appointing four (4) members. To provide for continuity within the

Advisory Board, the term of two (2) Board members appointed by each City shall expire annually.

10.02 The duties of the Bryan ~~+~~- College Station Library System Advisory Board will be to encourage the development of the Bryan ~~+~~- College Station Library System; recommend to the City Councils of the parties policies and programs for the advancement of the Bryan ~~+~~- College Station Library System; cooperate with all other public and private groups in advancing the best interest of the Bryan ~~+~~- College Station Library System; and render to the City Councils all recommendations it considers advisable regarding the Bryan ~~+~~- College Station Library System.

10.03 Any ~~legal issues or~~ questions regarding ~~about~~ permissible COLLEGE STATION facility or property use by third parties which is unrelated to library usage ~~the use of the facility by outside organizations or individuals~~ will ~~need to~~ be ~~reviewed by~~ directed to the COLLEGE STATION Legal Department.

ARTICLE XI. TERM

11.01 The~~is~~ term of this Amended Agreement shall be for one year, shall ~~and~~ automatically renew annually for up to one~~four~~ additional ~~one~~ year term~~s (five years total)~~, and shall be effective from October 1st of each year until September 30th of the following year (annual fiscal year). The Amended Agreement will expire October 1, 2016 unless otherwise renewed. The obligations of the parties to this Agreement are subject to the annual budget appropriation for each City.

11.02 Either party may terminate this Agreement by written notice sent not less than six (6) months prior to the annual expiration date.

11.03 This Agreement is the entire Agreement of the parties and may be changed or amended only by written agreement of both parties.

11.04 In the event of termination of this Agreement, COLLEGE STATION and BRYAN shall return to the other entity any of the other's personalty, and BRYAN shall reimburse COLLEGE STATION its pro rata share of any prepaid subscriptions or services. Not~~h~~withstanding the foregoing, all library materials purchased for the Premises pursuant to this Agreement shall be the property of COLLEGE STATION.

(The remainder of this page intentionally left blank.)

CITY OF COLLEGE STATION

BY:_____ _____
Mayor Date

ATTEST:

_____ _____
City Secretary ___Date

APPROVED:

_____ _____
City Manager __Date

_____ _____
City Attorney _____ Date

_____ _____
Chief Financial Officer Date
Date

CITY OF BRYAN

BY:_____ _____
, Mayor ____Date

ATTEST:

_____ _____
City Secretary _____Date

APPROVED AS TO FORM:

_____ _____
City Attorney _____Date

Exhibit A

Payment Formula: P = CB+I+BV-R-IL

P = Total amount COLLEGE STATION will pay BRYAN in upcoming fiscal year.

CB = Current fiscal year COLLEGE STATION Library Services and janitorial services for Larry J. Ringer Library to be provided for by BRYAN.

I = Estimated BRYAN Indirect Costs for Larry J. Ringer Library in upcoming fiscal year as calculated per Exhibit "B".

BV = Prior fiscal year COLLEGE STATION Library Services variance -for Larry J. Ringer Library.

R = Prior year Larry J. Ringer Library revenue.

IL = Payment due from BRYAN to COLLEGE STATION for 50% of costs associated with the O&M costs for Twin City Inter-Library Loan Program.

EXHIBIT B

INDIRECT COSTS

1. Executive Services
2. Communications & Marketing
3. Internal Audit
4. Finance
5. Budget
6. Purchasing
7. Information Technology
8. Human Resources

*COLLEGE STATION's share of the above indirect costs are based on a study conducted regularly from an independent firm.

Ringer Library Operations Audit

April 2014

City Internal Auditor's Office

City of College Station

File#: 13-03

Audit Executive Summary:
Ringer Library

Why We Did This Audit

This audit was conducted per direction of the City of College Station Audit Committee. The Audit Committee requested assurance and consultation services in regards to: (1) how efficiently and effectively the Larry J. Ringer Library is being managed, (2) how to best spend the library redesign bond money, and (3) whether the Bryan-College Station interlibrary agreement is still in the best interest of the City of College Station.

What We Recommended

- The library should increase its usage of technology (comprising recommendations 1, 6, and 10).
- The library should alter its current staffing model (comprising recommendations 2, 8, 9, and 11).
- The library should institute written policies, procedures, and performance measures (comprising recommendations 3, 5, and 7).
- The City of College Station should increase its budget for library materials (comprising recommendation 4).
- When redesigning the library, three principles should be considered: long-term operational costs, staff input, and noise reduction (comprising recommendation 12).
- The City of College Station should continue with the interlibrary agreement, but renegotiate some clauses (comprising recommendation 13).

What We Found

Library performance. We found that the majority of patrons are satisfied with the materials, services and programs being offered by the library. Nevertheless, we found several areas in which the library's effectiveness and efficiency could be improved. Specifically, we found that staff do not take full advantage of the technology available to them, there is an insufficiency in policies, procedures, and performance standards, and there is considerable amounts of down-time during the non-busy season.

Library redesign. We found that the library has insufficient space to adequately meet the needs of the community. Nearly all areas of the library need expansion or redesign, but the areas that should be given highest priority are the book drop, the library commons, library furnishings, and a children's area.

Bryan-College Station inter-library agreement. The Bryan-College Station inter-library agreement provides a major benefit for the City of College Station by effectively increasing the Ringer Library's collection and allowing for reduced expenses through shared costs. However, we found that one area of the inter-library agreement (the Twin City Inter-library loan program) places disproportionate costs on College Station, and a few other areas create unnecessary principal-agent issues.

Ringer Library Operations Audit

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Introduction

The Office of the City Internal Auditor conducted this performance audit of the Ringer Library pursuant to:

1. Article III Section 30 of the College Station City Charter, which outlines the City Internal Auditor's primary duties; and

2. Section 9.04 of the inter-local funding agreement between the City of College Station and the City of Bryan that allows the City of College Station to conduct an annual review of the Larry J. Ringer Library in coordination with the Library System Director.

A performance audit is an objective, systematic examination of evidence to assess independently the performance of an organization, program, activity, or function. The purpose of a performance audit is to provide information to improve public accountability and facilitate decision-making. Performance audits encompass a wide variety of objectives, including those related to assessing program effectiveness and results; economy and efficiency; internal control; compliance with legal or other requirements; and objectives related to providing prospective analyses, guidance, or summary information. A performance audit of the Ringer Library was included in the fiscal year 2014 audit plan based on direction given by the Audit Committee.

Ringer Library Background

Since 1986 the City of College Station and the City of Bryan have had a formal agreement for the joint operation of library services. Although College Station opened a branch library at a storefront location in 1987, it wasn't until 1998 that College Station opened its public library at its current location across from A&M Consolidated High School. In 2004, College Station's public library was renamed the Larry J. Ringer Library. Currently, College Station owns its own complement of library books and materials, as well as the facility, which houses those collections.

The Bryan & College Station Public Library System is an Integrated System

In addition to the Ringer Library, the Bryan & College Station (BCS) Public Library System consists of two libraries located in Bryan; the Clara B. Mounce Public Library and the Carnegie History Center, both located in downtown Bryan. Mounce houses the largest collection of materials in the system. The Carnegie Center houses many local history collections that cover not only the local area, but also adjoining counties. In

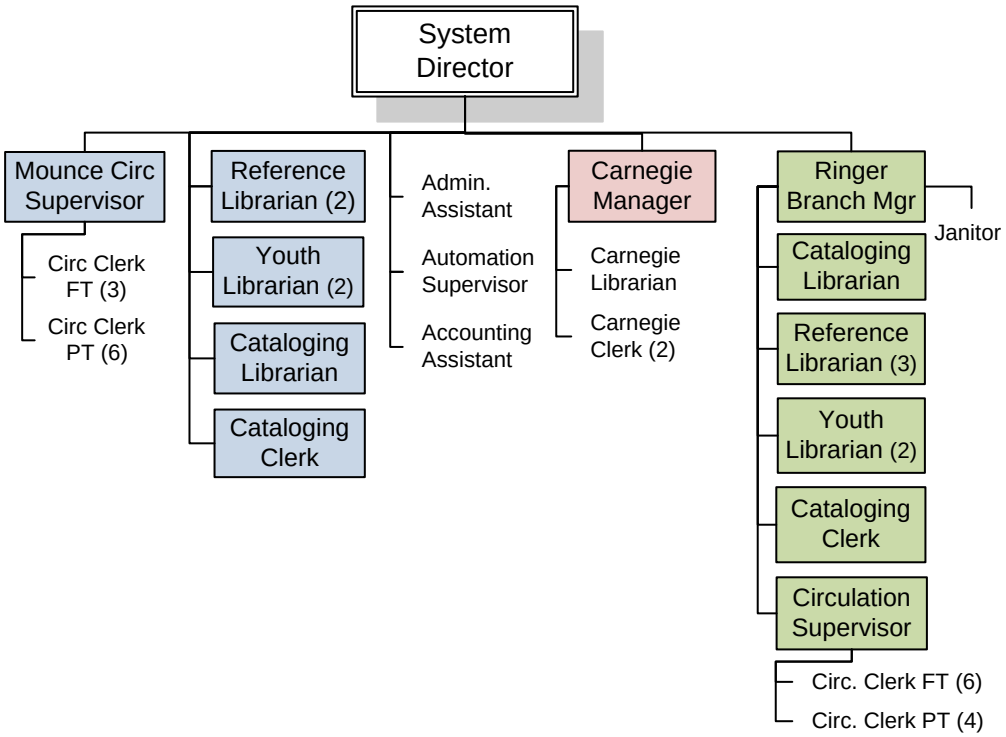
addition to its collection of historical materials, the second floor of the Carnegie Center is dedicated to genealogical research.

Even though each city owns its own collection of materials, they share their inventories. Also, the system's electronic catalog database of materials (i.e. Polaris) is integrated. Therefore, a book from one location can be returned at the other library. And if an item is not available at one location but is available at the other, the patron can put in a request to have the item delivered to the location they desire for pickup. Operating as an integrated library system allows for items to be added to one or the other's inventory without duplication, giving greater buying power for the community as a whole—but only if material purchases are coordinated amongst the libraries and made based on system wide community need.

City of Bryan Personnel Operate College Station's Ringer Library

The Ringer Library is staffed by City of Bryan personnel with all hiring and human resource activities handled through their organizational structure. The City of College Station reimburses the cost of Bryan staff members who work at the Ringer Library and a portion of administrative overhead costs (e.g., system director, administrative assistant, etc.). The City of College Station covers all of the facility operations and maintenance costs. The organizational chart for the Bryan & College Station Public Library System can be seen in Figure 1 below.

Figure 1: Bryan & College Station Public Library System Organization Chart



From fiscal year 2007 through 2012 the budgeted personnel for the library system remained constant, with a total of 35 full-time equivalent (FTE) budgeted positions. During this period, the Ringer Library employed 16 FTEs. In fiscal year 2013, two additional library clerk positions were budgeted at Ringer while three library clerk positions were budgeted to Mounce. Mounce also reduced one reference librarian. The current breakdown of library system positions can be seen in Table 1 below.

Table 1: BCS Library System FY 2014 Budgeted Personnel

Staff	Admin	Ringer	Mounce	Carnegie	Total
Fulltime	4	16	10	4	**35**
Part time	0	4	6	0	**9**
FTE	4	18	13	4	**39**

College Station's Annual Budget for the Ringer Library is over $1 Million

According to the Ringer Library contract, College Station is required to make payments on the first of each month based on a formula which calculates the cost of operations for the fiscal year, as well as a method to "true up" any repayments at year end. Table 2 provides a breakdown of the annual payment to the City of Bryan for fiscal years 2013 and 2014. In addition, this table provides a description of the other Ringer library expenses incurred by College Station resulting in the total Ringer library operating budget for College Station in fiscal years 2013 and 2014.

Table 2: College Station's Ringer Library Budget for FY 2013 & 2014

Expense (credit)	FY13 Budget	FY14 Budget
Personnel Costs	858,675	886,220
Operating Costs	43,656	44,680
Indirect Expenses[1]	102,894	104,620
Less (Revenues)	(24,437)	(27,114)
Less (Budget Variance)[2]	(72,948)	(20,245)
Less (50% ILL vehicle expense)	(2,020)	(2,222)
Payment to the City of Bryan:	**905,820**	**985,939**
Utilities	52,961	51,944
Other Operating Cost	7,311	7,216
Computer Software	7,025	0
Material Purchases	40,000	40,000
College Station Expenses	**107,297**	**99,160**
College Station Budget:	**1,013,117**	**1,085,099**

[1] These indirect expenses include a portion of the City of Bryan's administrative overhead costs.

[2] Fiscal year 2013 actual Ringer library expenditures were $20,245 less than what was budgeted. Therefore, the difference was credited to College Station in fiscal year 2014.

Ringer Expenditures Exceed those of the City of Bryan Libraries

The Ringer Library's budgeted expenditures make up approximately 46 percent of those of the Bryan & College Station Public Library System. Contained in College Station's Ringer library costs are the indirect expenses associated with Bryan's administrative overhead. When these costs are allocated according to the library contractual agreement, the cost to operate the Ringer Library is greater than the Clara B. Mounce public library in Bryan. Table 3 below provides a comparison of the budgeted expenditures of the three libraries in the Bryan & College Station Public Library System.

Table 3: BCS System Library Budgets for Fiscal Years 2013 & 2014

Expenditures	FY13 Budget	FY13 %	FY14 Budget	FY14 %
Mounce[3]	1,064,933	43.7%	1,080,567	43.6%
Ringer	1,112,522	45.6%	1,134,680	45.8%
Carnegie	260,522	10.7%	261,825	10.6%
System Total:	**2,438,007**		**2,477,072**	

When examining total system expenditures, approximately 83 percent of costs are personnel related; whereas, around 7 percent are capital (mostly consisting of material purchases such as books, audio books, DVDs, etc.). Table 4 below provides a breakdown of the BCS Library System and Ringer library expenditures. Indirect expenditures are primarily related to administrative personnel costs. Therefore, in fiscal year 2014, 87 percent of the Ringer Library budget is tied to personnel expenditures, whereas, 4 percent of expenditures were budgeted for the purchase of library materials.

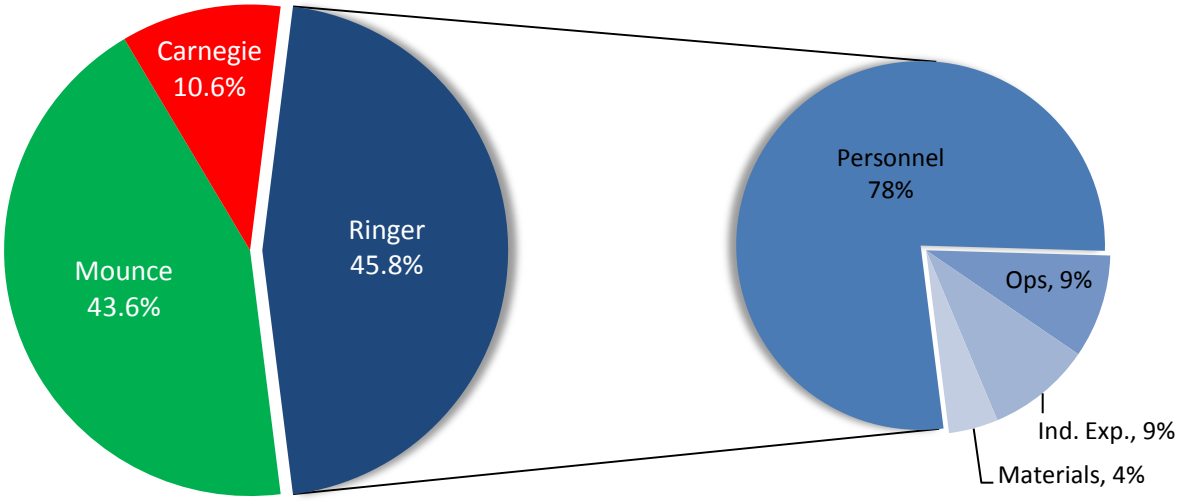
Table 4: Comparison of Ringer to BCS Library System Expenditures

Expenditures	FY13 Budget	FY13 %	FY14 Budget	FY14 %
Personnel	2,022,236	82.9%	2,071,136	83.6%
Operations	236,396	9.7%	240,436	9.7%
Capital	179,375	7.4%	165,500	6.7%
System Total:	**2,438,007**		**2,477,072**	
Personnel	858,675	75.8%	886,220	77.4%
Operations[4]	103,928	9.2%	103,840	9.1%
Capital[5]	67,025	5.9%	49,623	4.3%
Indirect Exp.	102,894	9.1%	104,620	9.1%
Ringer Total:	**1,132,522**		**1,144,303**	

[3] We backed out the indirect expenses that are charged to College Station for a more accurate cost comparison.
[4] This includes utilities and other operating costs not included in the payment made to Bryan (e.g. $59,160 in FY14).
[5] These include both purchases made from City of College Station funds as well as those made from donated funds.

Figure 2 below provides a graphical representation of the BCS Library System's fiscal year 2014 budgeted expenditures presented in Tables 2 and 3 on the previous page.

Figure 2: BCS Library System Fiscal Year 2014 Budgeted Expenditures



College Station Voters Approved an $8 Million Library Expansion Project

In November of 2008, College Station voters approved a $76,950,000 government obligation bond (GOB) authorization for streets, traffic, a new fire station, a library expansion project, and various parks and recreation projects. Of this GOB, the library expansion project's budget is $8,385,000.

At the time of the bond, the City of College Station proposed adding 15,265 square ft to the Ringer facility, plus new parking spaces. This would have nearly doubled the size of the Ringer Library, which currently houses a collection of over 90,000 materials in an approximate 16,000 square ft facility.

Since 2008, there have been several project delays and different proposals set forth on how to proceed with the library expansion project. Currently, the scope of this project has not been formulated. Therefore, the project is not projected to be completed until sometime in fiscal year 2016.

Audit Objectives

This report answers the following questions:

- Are City of Bryan management and staff efficiently and effectively operating the Ringer Library?
- What factors should be taken into consideration when designing a library expansion that will most benefit current and future College Station residents?
- Should the City continue to utilize the current Library Inter-local Agreement for the provision of its library services and operations?

Scope and Methodology

This audit was conducted in accordance with government auditing standards, which are promulgated by the Comptroller General of the United States.[6] Audit fieldwork was conducted from November 2013 through March 2014. The scope of review varied depending on the analysis being performed. However, our primary focus was Ringer library operations. The methodology used to complete the audit objectives included:

- Reviewing the work of auditors in other jurisdictions and researching professional literature to identify (1) library operational best practices, (2) current challenges facing public libraries, and (3) industry trends.
- Reviewing applicable policies and procedures and relevant state and federal laws and regulations.
- Observing multiple library board meetings to examine the board's governance role in decision making, policy formation, and oversight.
- Interviewing every Ringer library employee to identify potential improvements to the library's (1) facility design and (2) operations and services.
- Examining the effectiveness of each library program and its alignment to the library's mission through (1) observing all children, teen and adult programs (2) interviewing librarians that administer these programs, (3) reviewing program attendance data, and (4) comparing these programs with similar programs

[6] Government auditing standards require audit organizations to undergo an external peer review every three years. This audit was peer reviewed by the City of Bryan's internal auditor who holds a CPA, CIA and CISA.

currently offered by the City of College Station's Parks and Recreation Department.

- Observing every hour of library operations for a 28 day period. During this time, we recorded (1) every patron interaction with a staff member, (2) when visitors entered and exited the facility, and (3) how patrons utilize the facility and library services. When analyzing this data, we used monthly library patronage statistics to control for seasonality.

- Observing every process or duty performed by librarians and clerks as well as reviewing documented policies and procedures and operations manuals to identify opportunities to increase efficiency or operational effectiveness.

- Conducting data analysis using specialized auditing software. Ringer inventory was compared to overall Bryan & College Station Public Library System inventory and then correlated to circulation data to identify potential deficiencies in the Ringer collection. Circulation data was also analyzed to attempt to determine (1) potential factors driving demand for library services and (2) the effectiveness of purchasing decisions.

- Conducting a citizen survey aimed to identify ways to improve the Ringer Library to better serve patrons and increase demand of library services. See Appendix A for the survey results and a more in-depth description of the survey's methodology.

- Identifying Polaris's (the library catalog information system) functionality and reporting capabilities by reviewing Polaris user manuals, interviewing the system administrator (City of Bryan employee), and contacting representatives that work directly for Polaris.

- Examining applicable financial and performance reports and data.

Analysis and Recommendations

Operational Effectiveness and Efficiency Could be Improved

The stated mission of the Bryan & College Station Public Library System is to provide equal opportunity access to information, high quality book and multimedia materials, programs, exhibits and online resources to meet the needs of a diverse community for lifelong learning, cultural enrichment, and intellectual stimulation by employing a knowledgeable, well trained staff committed to excellent service.

Operating the Ringer Library effectively and efficiently constitutes accomplishing the library system's stated mission at the lowest possible cost. Therefore, we examined the operational functions of the Ringer Library to determine if services are being delivered to patrons in an effective and efficient manner.

There are two main functional areas in a public library, circulation and library services. Circulation involves the flow of materials in and out of the library handled by clerks. Librarians are primarily responsible for ensuring the programs, resources, and materials offered by the library meet the needs of the community.

Some Librarian Duties Could Be Performed More Effectively and Efficiently

There are four essential duties librarians at the Ringer Library perform that meet the BCS Library System's mission of providing "equal opportunity access to information, high quality book and multimedia materials, exhibits, and online resources". These duties are as follows: serving patrons, cataloging, developing the collection, and weeding. Overall, librarians are effective at performing these essential duties.[7] However, there are areas where these duties could be performed more effectively and efficiently.

Serving patrons. The Ringer Library has two reference desks, one in the children's section and one in the center of the library. Each reference desk usually has one to two librarians working at it at any given time. The amount of time a librarian spends helping an individual patron can vary widely—being as short as a few seconds or as long as half an hour. On average, librarians spend about three minutes per patron interaction.

Overall, we found that librarians are effectively serving patrons. They do so primarily by assisting patrons in locating and selecting appropriate material from the library collection, and helping patrons take full advantage of the library resources available to

[7] It should be noted that in addition to these duties, librarians also are responsible for (1) administering and marketing of library programs, (2) creating online newsletters, and (3)updating the library system's website.

them (e.g. helping with computers/printers, interlibrary loan, etc). We found that librarians spend about 11 percent of their time at the reference desk serving patrons.

There are two areas where librarians could improve their efficiency and effectiveness in serving patrons. First, we found that many of the librarians' interactions with patrons were to extend computer usage after the patron's time had expired. This is a routine, manual activity and should be automated within the login system as much as possible. This will reduce the amount of time librarians must spend extending a patron's computer access, thus increasing the library's efficiency. Second, we found that most librarians rarely seek out patrons to assist, but rather wait until being approached themselves. Nevertheless, we found that the librarians who did seek out patrons to help almost always had their offer accepted. Therefore (within current staffing levels) librarians may be able to improve customer service by more proactively seeking out patrons to help.

Recommendation 1. *Reference desk transactions—Management should consider modifying the computer use policy to allow computer users to continue using a computer once their allotted time has lapsed if there are not additional patrons waiting to use the computer. This process should be automated as much as possible to allow for ease of use and reduce staff time required to address these routine requests.*

Cataloging. Cataloging is the process of creating entries for the library system's catalog (i.e. the Polaris electronic catalog database) and preparing an item for the book shelf. In other words, cataloging is the organizational system for tracking items, and allows patrons to know what materials are available for checkout. All materials available for checkout must be cataloged before they can be made available to patrons.

At the Ringer Library, the process of cataloging is performed by the Cataloging Librarian and Cataloging Clerk. The cataloging process begins by downloading and importing recent book order data. This automatically populates many of the entry fields. The Cataloging Librarian then must verify the record information and also enter any information that did not successfully auto populate. Usually the process of entering one item takes only a few minutes. However, some of the less common types of materials, especially foreign language materials, can take much longer. Of course, these time estimates can vary depending on the cataloger. Different catalogers will be more efficient than others. The process concludes with the Cataloging Clerk preparing an item for the book shelf (e.g., labeling the item, inserting the magnetic security strip, etc).

Overall, the cataloging process appears to be effective. Data in the catalog is accurate, reliable, and consistent; and finding specific items is not difficult for most patrons.

While the library's cataloging practices are effective, we believe this process could be more efficiently conducted. For example, 4,639 items were added to the collection in 2013. Given that the librarian and clerk each work 40 hours a week, and assuming that

they worked 48 weeks that year[8]; together the two worked approximately 230,400 minutes. Therefore, if they spent 100 percent of their time cataloging, they would have had an average of about 50 minutes to catalog each item. Of course, it's unreasonable to expect that these two employees would spend 100 percent of their time cataloging. Therefore, Table 5 shows the amount of time available to catalog one item based on a percentage of time spent cataloging in a given year. For example, the table tells us that, if the librarian and clerk spent 80 percent of their time cataloging, they would have had 40 minutes to catalogue each of the 4,639 items added to the collection in 2013.

Table 5: Estimated Time Available to Catalog an Item (in minutes)

Year	90%	80%	70%	60%	50%	40%	30%	20%	10%
2013	45	40	35	30	25	20	15	10	5
2012	41	36	32	27	23	18	14	9	5
2011	32	29	25	21	18	14	11	7	4
Avg.	**39**	**35**	**30**	**26**	**22**	**17**	**13**	**9**	**4**

From November 12, 2013 to December 16, 2013, we performed physical observations during all hours of library operations (256 total hours). During this period, we observed the Cataloging Librarian spend approximately 23 percent of her time on non cataloging related duties. We did not observe the Cataloging Clerk perform any duties outside of her cataloging duties. Based on our observations of items being cataloged as well as interviews with library staff, it should take less than 10 minutes for two employees to catalog a typical item.

Additionally, the library often receives donations of materials. These donations are either added to the collection or sold in the library's book sale. The majority of donations are sold because they are not in good enough condition to be added to the collection, or are materials the collection does not need. However, the materials or books that could be added to the collection must be sorted out from those that will be sold, and then cataloged once properly coordinated with reference librarians.

During the course of our work, we learned that there were hundreds of donated items in the staff area that could potentially be added to the collection. We were told this backload had built up because the cataloging librarian had not yet found the time to sort through and catalog them.[9] This backload of books risks decreasing both the efficiency and effectiveness of the library. This is for two primary reasons: (1) items that have not been cataloged cannot be made available to patrons, and (2) the library risks unnecessarily purchasing items that have already been donated.

[8] We estimated that holidays, vacations, and sick leave would account for 4 weeks in a year (i.e., 52 – 4 = 48).

[9] It should be noted that much of this backload has now been cleared out. This clearing was attributed to the new cataloging librarian, who we were told works very quickly.

Given the need for greater efficiency in cataloging, we have two recommendations that should help to reduce the amount of time per item spent in cataloging items: (1) job rotation, and (2) cataloging performance standards.

Recommendation 2. *Job rotation—Management should consider periodically rotating different members of staff into the position of cataloger.*

One way the library may be able to improve cataloging efficiency is by introducing job rotation. Studies show that job rotation can increase employee motivation, particularly when it comes to monotonous tasks. Therefore, by periodically rotating different members of staff into the position of cataloger, long-term motivation can be better sustained, which will improve the task's overall efficiency and effectiveness. In other words, more can get done, more accurately, in less time. It should be noted that this benefit of job rotation has already been seen in part with the hiring of the library's new cataloging librarian. As was previously noted, when the new cataloging librarian began work, there was an apparent spike in productivity. Additionally, job rotation requires cross-training, which allows for work to continue even if the primary cataloger is away on vacation or sick leave. Finally, job rotation improves oversight for cataloging because the rotating employees oversee each other to help ensure processes remain efficient and effective. The primary disadvantage to job rotation is increased training time since all employees involved in cataloging will need the training. Another potential disadvantage to job rotation is inconsistency in data entry as some staff may enter items differently depending on their understanding. However, this can be mitigated with training and clearly written cataloging policies and procedures.

Recommendation 3. *Performance standards—Consideration should be given to setting reasonable cataloging performance standards. In addition, documented cataloging policies and procedures may need to be modified to give guidance on cataloging difficult items that are currently taking up a disproportionate amount of the Cataloging Librarian's time.*

While most items can usually be cataloged in only a few minutes, some items require significantly more time to catalog to the same level of detail. These more time-intensive items are likely pushing up the average amount of time it takes to catalog an item. We recognize the necessity to insure that catalog records are sufficiently reliable to enable patrons to easily find the materials they need. However, catalogers also need to be held accountable that they are not only completing their duties effectively but are also doing so in the most efficient manner possible.

Developing the Collection. Collection development is the planned purchase of materials in various formats to match the public's learning and leisure needs. This includes the selection of current and retrospective materials, including gifts-in-kind;

planning of coherent strategies for continuing acquisitions; and evaluation of collections to ascertain how well they serve user needs.

In a citizen survey regarding library services and programs administered in January 2014, respondents said that they were either satisfied or somewhat satisfied with all categories of the library's materials (see Appendix A). Table 6 below groups the categories of library items according to how citizens rated them in the survey.

Table 6: Citizen Satisfaction with Ringer Collection

Satisfied	Somewhat Satisfied
Children's books	Audio books
Fiction books	DVD & Blu-rays
Large print books	E-audiobooks
Music CDs	E-books
Non-fiction books	Foreign language
Research databases	Magazines / Serials
Young adult books	

Nevertheless, there are a few areas for improving both the effectiveness and efficiency of collection development.

The Ringer collection needs more materials. Even though patrons are mostly satisfied with the library's collections, when asked what would increase their usage of the library, the majority response was for more books. Similarly, when asked what is most important: materials, services, or programs; 92 percent of respondents said materials were the most important. Finally, when asked how important specific materials, services and programs were, only four things were considered very important, all four of which were materials. They were: non-fiction books, fiction books, children's books, and young adult books.

In summary, survey respondents overwhelmingly stated that materials (books in particular) are the most important things provided by the library. Despite this, we found that in 2014 the Ringer Library only dedicated about 4 percent ($49,623) of its annual budget to collection development. By contrast, minimum accreditation standards set by the Texas State Library and Archives Commission suggest public libraries expend at least 25 percent of the local expenditures on the purchase of library materials or have at least one item of library material per capita.[10]

What's more, we found that purchasing new materials for the collection does make a difference. Since 2009, both circulation and collection development numbers have been

[10] The Ringer collection fluctuates depending upon how many items are added to the collection and those that are weeded from it throughout the year. Thus, the collection ranges between 90,000 and 100,000 items. The 2010 census population for College Station is 93,857, but recent estimates put the population at just over 100,000.

declining. The one exception is in 2010 when the library decided to significantly increase the number of items added to the collection—and in that same year circulation increased as well (see Table 7 below).

Table 7: Last Five Years of Circulation and Items Added to Collection

Year:	2009	2010	2011	2012	2013
Circulation:	422,727	443,924	429,784	398,861	386,031
% Inc / Decr:	-4%	5%	-3%	-7%	-3%
Items Added:	6,024	7,500	6,467	5,117	4,639
% Inc / Decr	-3%	25%	-14%	-21%	-9%

Recommendation 4. *Materials budget—The City of College Station should increase its budget for library materials.*

The City of College Station should significantly increase the Ringer Library's budget for library materials. To fund this increase in material purchases, we suggest using the savings realized through efficiency gains identified in this report.

Librarians should use analytics to help in collection development. When Ringer librarians purchase new items for the library, they fall into two basic categories: (1) replacements or (2) new acquisitions.

Replacements occur when a book or other item is damaged, goes missing, or is not returned by a patron. According to staff, many damaged books in the Ringer collection are held much longer than they should be. Although the items may be functional, they have a poor appearance and reflect negatively on the perception of the library. Often these items are those that have the highest circulation.

The primary factor that goes into deciding whether or not to replace an item is the item's circulation. However, there are certain books that the library needs to have regardless of the circulation in the adolescent and children's section of the library. Some of these decisions are made based on the Children's Core Collection reference books that inform librarians concerning the essential books that should be carried in a public library's collection.

For new acquisitions, librarians read material contained in weekly magazine publications (e.g. Publishers Weekly) as the primary methodology for making new item acquisitions. Staff also take into consideration (1) what parents in the local area want their kids to read, (2) what teachers are typically assigning kids to read, (3) the summer reading program, (4) what books (or types of books) are generating interest, and (5) making up for any short falls there may be in maintaining a balanced collection.
The library also acquires items through "Automatically Yours." This is an auto-purchase option that is setup with the library's supplier. With this option, library staff do not need

to specifically select these items for purchase. Instead, the supplier reserves copies of the most anticipated titles (e.g. Harry Potter books) and then as soon as the item becomes available it is ordered and sent to the library.

Librarians' current methods for purchasing collection materials appears to be quite effective; however, they do not currently use any form of analytics to aide them in collection development decisions. Using analytics could further increase the librarians' effectiveness at a minimal cost.

The library's current system (Polaris) comes with dozens of customizable reports. Several of these reports could be used to help librarians decide what items to purchase. For example, librarians could generate a Top Circulating Titles report which will list the items that are being checked out the most. This report could be generated by a librarian in under a minute, and would show librarians what types of books and other materials are the most popular.

Polaris also has the capability to allow librarians to create their own reports to suit their specific needs. An ambitious librarian could use this capability to maximize effectiveness and long-term efficiency.

For example, one collection development decision that can be quite difficult is determining how many copies of an item the library should have. In order to meet patron demand, the library often must purchase multiple copies of their more popular items. However, if the library buys too many duplicate copies, that means there will be spare copies sitting on the book shelves when that money could have gone to purchasing other materials. A custom report could be designed that will show which titles have too many copies, and which have too few.

In our own analysis of duplicate copies, we found that in many cases circulation levels do not justify having so many copies. Specifically, we found thousands of duplicate items that the library system did not need (that is, the library could have had roughly the same number of check-outs within the year even without those books).

We, of course, understand that there are occasions that may justify having multiple copies of an item even when overall circulation is low—for example to meet the needs of a book club or summer reading program—but given the extremely large number of spare items found throughout the system, we do not believe most of them can be justified.

Librarians should better coordinate collection development. One major advantage of the BCS inter-library agreement is that the libraries share their collections. The value of this agreement is increased when the two libraries coordinate so that there is little unnecessary overlap in materials. For example, the library system's science fiction

collection is found at the Mounce Library. The Ringer Library has very few science fiction books. This coordination creates value because it reduces the likelihood that both libraries will have a copy of the same book when they only need one copy between the two of them.

As has already been indicated by the thousands of unnecessary duplicate items mentioned earlier, there are numerous instances where each library has its own copy of a book when they really only need one between the two of them. For example, Ringer and Mounce each have one copy of the book *The Quillan Games* by DJ MacHale. However, together they were only checked out 2 times last year; 9 times over their entire lifetimes (both obtained in 2011); and they both have 0 in-house use. Therefore, we really only needed 1 copy between the two libraries. Greater coordination between the libraries during collection development could reduce this occurrence.

Recommendation 5. *Collection development policy—Management should revise its collection development policy. The policy should establish priorities, support efforts, and help facilitate decisions that will result in better coordination amongst librarians when making system-wide purchasing decisions.*

Weeding. Weeding is the removal of materials from a library collection in a systematic and deliberate way. It is an ongoing part of collection development; a planned action to attempt to ensure that library materials are current and enticing. The three primary goals of weeding are to: (1) make room for new books, (2) remove outdated books, and (3) remove unwanted books.

Best practices, as found in Continuous Review Evaluation & Weeding (CREW): A Weeding Manual for Public Libraries[11], recommend that librarians perform the following steps when weeding a public library's collection:

1. Utilize some form of analytics to identify items that are low in circulation (within a specified period), non-current, or may be in need of replacement. Print a report of these items to investigate for weeding.

2. Pull the items on the list for review. If an item on the list cannot be found, this should be noted so that the item can be added to a lost or missing list.

3. Different analytics should be used for non-fiction books and materials that contain time sensitive information. Science, medicine, inventions and other topics that change rapidly should be reviewed and updated every five years because erroneous information about these topics are potentially harmful to a patron who may attempt to follow instructions no longer considered safe.

[11] CREW: A Weeding Manual for Public Libraries, Texas State Library and Archives Commission, Austin Texas, 2012 http://www.tslstate.tx.us.lk/pubs/crew

4. After gathering the books, the librarian must use his or her expertise to try to determine why the item is not circulating. This could be for one of five reasons: (1) the item is damaged, (2) the item may need to be recataloged to a more appropriate location, (3) there is a lack of interest, (4) the topic is popular, but the specific item is out-of-date or poor in content, or (5) the item is part of a set or series, and other items in the set are missing or damaged.

5. While it is appropriate to use general staff to cull materials for consideration, the final decision of whether to remove an item should rest with the individual in charge of that collection's development. This is because weeding and collection development go hand-in-hand. Before buying new items the librarian needs to know whether the library already has similar items, or if they recently tossed similar items due to lack of interest. On the other hand, the librarian also would need to know if a weeded item needs to be replaced with a more up-to-date item.

The library system does not currently have a written policy for weeding. Nevertheless, the Ringer Library's current practices are quite similar to the above stated best practices. The main exception is that the library does not use system analytics. Instead, librarians scan every item individually to determine how frequently an item is circulated.

Using analytics in the weeding process is more efficient than the library's current process because librarians would no longer need to check each item individually. Instead, they could quickly obtain a list of all items that may need to be weeded.

Therefore, librarians should begin the weeding process by printing a report of items to investigate for weeding. In the Polaris system, the most basic report is the "uncirculated items report." This report will list all items that have not been circulated within a period of time specified by the user. However, the problem with this report is that it does not include materials patrons use within the library but don't actually check out (i.e. in-house). Consequently, a customized Polaris report may need to be created. Based on our review of the CREW manual, we would suggest this customized report list items that have 0 circulations and 0 in-house within the librarian's specified period of time—e.g. within the last 6 months, last year, etc. Each report can be used for about 4 to 6 weeks before needing to print a more up-to-date version.

In addition to conducting analytics on circulation, librarians should also use the Polaris system to run reports of outdated material. For example, a report could be run listing all science books over 10 years old, regardless of circulation.

An added benefit of using analytics in weeding the library's collection is discovering lost or missing items. If an item is lost or missing it will not circulate; so it will eventually find its way on a list of low circulating items. Therefore, librarians will eventually identify items that should be on a shelf (according to the Polaris database) but are not. Because

librarians presently manually pull an item off a shelf and individually scan it, lost or missing items will not be discovered using the current weeding process. Currently, most lost or missing items are discovered through patron requests (e.g. item, hold, or BCS system inter-library loan requests).

One disadvantage to using analytics, rather than scanning every book, is that librarians may not discover damaged books that are still circulating. However, the CREW manual notes that locating damaged books does not necessarily need to be done during weeding. If staff and volunteers are trained to look for shabby and outdated items, these materials can be pulled for review by the appropriate person on a weekly basis. This, for example, can be done during shelving or shelf-reading.

Recommendation 6. *Analytics—librarians should begin using analytics and other best practices outlined in CREW: A Weeding Manual for Public Libraries when they are weeding library materials.*

The BCS Library System should develop written weeding policies and procedures that implement best practices. The policy should include a justification, rationale, a plan for evaluation of materials being considered for discard, and a process for disposal. The library system should consider using the CREW manual, or some similar manual, as a guide in developing its policy, or may even want to simply adopt the CREW manual as its policy. Included in these policies and procedures should be guidelines for using analytics when weeding the system's collection.

Some Library Programs Are Effective, but All Lack Efficiency Standards

The library system's mission statement states that the library provides programs for "lifelong learning, cultural enrichment, and intellectual stimulation." The library's strategic initiatives further state that the library is to provide "programs that foster the love of reading and knowledge," as well as "training classes in computer usage." In addition to fulfilling the mission and initiatives, another good measure of whether a program is effective is whether the program is increasing overall library patronage.

The library system, as a part of both the cities of Bryan and College Station, must also strive to meet the cities' goals of providing these services efficiently. Efficiency is important because of the limited set of resources that are available. To achieve this goal, the programs should have measurable efficiency-related goals and objectives.

The Ringer Library currently offers a variety of programs. For the purposes of this section, the programs have been grouped into four categories: (1) adult, (2) teen, (3) children, and (4) other. The library does not seem to have any measurable efficiency goals set for any of these programs.

In a citizen survey regarding library services and programs administered in January 2014 (see Appendix A); respondents were asked to rank library programs with 1 being the most important and 5 being the least important. Table 8 below summarizes these results. As can be seen, those responding to the survey felt that children's programs were most important for the library to offer.

Table 8: Library Program Ranked Importance

	Program	1	2	3	4	5	Avg. Rank
1	Children	55%	28%	10%	5%	2%	1.71
2	Adult	30%	13%	30%	24%	3%	2.57
3	Teen	4%	37%	34%	21%	3%	2.83
4	Family	10%	19%	235	43%	5%	3.13
5	Foreign Language	1%	3%	35	7%	87%	4.76

Adult Programs. The recurring adult programs at the Ringer Library are adult crafting club, book clubs, and computer classes.

Adult book clubs and computer classes appear to be effective in fulfilling the mission for "lifelong learning" and the initiatives that "foster the love of reading" and "training classes in computer usage." However, it is not clear how the adult crafting club fulfills any of the library's objectives. Additionally, although the purposes of book clubs and computer classes seem to align with the library's objectives, we were unable to find any evidence that these programs attract significantly more patrons into the library.

During the period reviewed, the book club on December 3, 2013 was the only adult program in which a Ringer librarian led and prepared the program. The librarians spent 3.5 total hours (preparation and actual program time) on the program and only three individuals were in attendance. Using 3.5 hours for three patrons may not be an efficient use of a librarian's time.

In addition, there may be some discrepancies in attendance data. For example, an adult book club was observed on January 7, 2014. Based on observations of the program, there were four patrons and two librarians that attended. The attendance log recorded the attendance as six. Thus, librarians, who are employed by the library, were included in the attendance record. In another observation, the adult crafting program, on January 13, 2014, had four patrons and one librarian that attended; the attendance for the program reflected five attendees.

Ringer Library and College Station's Parks and Recreation Department both offer computer classes for citizens. However, those offered by Ringer are taught by a volunteer and are much more basic than those taught through the Parks and Recreation

Department that charges a fee. To avoid overlap of service offerings, we suggest that the Ringer Library not expand computer related programs.

Teen Programs. The recurring teen programs at the Ringer Library are anime club, teen book club, and summer programs.

Teen book club and anime club could be effective in fulfilling the reading mission and initiatives because these programs relate to "fostering a love of reading". However, even though the purposes of the programs seem to align with the library's objectives, we were unable to find any evidence that these programs attract significantly more patrons into the library.

From November 12, 2013 to December 16, 2013, there were two teen programs and both had zero attendance. A teen book club was observed on February 6, 2014 and the three individuals that participated did not stay long for the meeting. A teen anime club meeting was also observed on February 27, 2014, in which three individuals participated. Participants of these teen programs appeared to be high school or junior high age individuals waiting after school at the library for their parents to pick them up.

Although the Ringer Library may be able to grow its teen programs by capitalizing on how some teens use the library as a place to wait after-school until their parents pick them up, significant library staff time and effort may be needed for such an endeavor. In addition, doing so may compete with other programs operated by the City of College Station's Parks and Recreation Department. Currently, the Lincoln Recreation Center and Southwood Community Center provide after-school programs. Unlike library programs, these programs are not offered free of charge. Therefore, there is a potential area for overlap in service offerings between the Parks and Recreation Department and the Ringer Library.

Children Programs. The recurring children's programs at the Ringer Library are storytimes, puppet shows, summer reading programs, craft activities and holiday parties.

Storytimes, puppet shows and summer reading programs are effective in fulfilling the reading mission and initiatives of the library system. However, there is not as clear a relationship among holiday parties and craft activities with the mission or strategic initiatives of the library.

From November 12, 2013 to December 16, 2013, children's programs averaged 21.95 people per program. Librarians spent an average of 2 hours and 14 minutes per

program.[12] Although librarians spend more time preparing for and conducting children's programs than adult and teen programs, children's programs have much higher attendance. Additionally, unlike adult and teen programs, most children's programs appear to attract patrons into the library who would not otherwise be there.

We found that parents and their children visited the library and checked out items prior to or after storytimes. We observed similar patron behavior prior to and after a Thanksgiving party that was held by Ringer staff on November 23, 2013. A puppet show was also observed on January 25, 2014. The puppet show attendance reached the maximum allowable occupancy for the large meeting room. Surprisingly, we observed that most participants of the puppet show did not visit the library prior to or after the puppet show. In addition, the amount of time to prepare for the puppet show was significantly higher than other children's programs. Staff made puppets and costumes for the puppet show. Scripts were written and practiced. Finally, a great amount of setup time, coordination, and preparation was devoted to the show.

Based on the results of a citizen survey regarding library services and programs administered in January 2014 (see Appendix A), respondents found summer reading programs and children's storytime to be the most important programs offered by the Ringer Library. Table 9 below summarizes these results.

Table 9: Survey Results of Importance and Satisfaction of Library Programs

Library Program	Important	Not Important	Satisfied	Not Satisfied	Don't Use
Summer reading program	83%	17%	49%	5%	46%
Children's storytime	83%	17%	48%	4%	49%
Science programs	79%	21%	31%	1%	67%
Author visits	75%	25%	29%	1%	70%
Writing workshops	72%	28%	23%	2%	75%
Shows (puppets, music, etc.)	72%	28%	36%	3%	61%
Computer classes	71%	29%	25%	2%	73%
Book clubs	70%	30%	27%	1%	72%
Craft/art making	61%	39%	29%	2%	68%
Movie showings	58%	42%	26%	2%	71%
Holiday/themed parties	51%	49%	24%	1%	74%

Other Programs. The other recurring programs offered at the Ringer Library are author visits and free movies.

[12] No puppet shows were held in November and December. Therefore, the calculation for average attendance and librarian time does not factor in puppet shows.

In addition to adult, teen, and children's programs, the library had film screenings and author visits. Film screenings could fulfill the mission and initiatives if a movie based on a book or a historical movie was shown; which could possibly generate more interest in related literature. Author visits could also fulfill the mission and initiatives by making patrons more aware of the author's literature. Any other types of programs would have to be examined on a case-by-case basis to determine if the purpose is fulfilling library objectives.

There were nine attendees for a family film showing we observed on January 11, 2014. The movie shown was based on a popular children's book. The library is limited to only showing Fox films because of its license agreement. In addition, the library is not allowed to advertise the title of the film to be shown. Thus, these factors may limit the number of patrons interested in watching the film at the library. The pros and cons of maintaining the license with Fox should be evaluated and a decision should be made for the future of screening films at the library. We also observed an author visit on January 25, 2014. Based on our observations, there was not much interest by patrons in the author visit. Although we were unable to find any evidence that either of these programs attract significantly more patrons into the library, we recognize that each program could possibly alter patronage differently on a case-by-case basis.
There appears to be minimal library resources needed to host author visits or show family films. Thus, film screenings, author visits, and any other miscellaneous events should weigh the cost of operating the event versus the benefit the event provides to the library and its patrons.

Recommendation 7. *Programs—Management should evaluate programs based on effectiveness (i.e. meets the mission, goals or objectives of the organization) and efficiency (e.g. the ratio of staff time to program participation).*

We found storytime to be the most effective and efficient program currently offered by the Ringer Library. Other summer programs aimed at children and families may also be effective and efficient, but we were unable to observe how these programs are administered due to the scope and timing of the audit. Overall, other library programming was either ineffective or inefficient.

We recommend the library only operate programs that are both effective and efficient in fulfilling the mission, goals, or objectives of the library. This can be done by first determining which programs could be effective, then setting measurable efficiency standards for those programs. For example, the goal could be to have at least ten patrons at each program; or a ratio of at least 4 patrons per librarian hour spent on each program.[13]

[13] The numbers are just examples and not specific recommendations. The library should decide for itself what amount constitutes efficient.

Circulation Policy and Procedures are Generally Effective

Circulation involves the flow of materials in and out of the library handled by clerks. Library clerks have about a dozen different duties. Overall, it appears that clerks are performing their duties efficiently and effectively. However, we did find areas for improvement at the check-out desk.

In addition, the Ringer Library has an excellent policies and procedures manual for circulation operations. It outlines the duties and responsibilities of clerks, as well as outlining the most effective and efficient ways of performing these functions. This policies and procedures manual is probably a major contributing factor to the library clerks' ability to maintain high working standards despite the high turnover of employment.

Check-out desk. The check-out desk is the primary location where clerks interact with patrons. While working at the check-out desk the clerk is responsible for checking-out items to patrons and helping patrons register new library cards. They also are generally responsible for filing the DVDs and Blu-rays, which are locked in the cabinet behind the check-out desk. Occasionally clerks will also perform refunds, but this only occurs if the patron has paid for a lost item, kept the receipt, and then found the item and brought it back within a year of paying for it.

Clerks spend a significant amount of their time working at the library's check-out desk. There is always at least one clerk working the desk, and often there are two. Occasionally when the desk is particularly busy, a third clerk will notice that it is busy and briefly break away from his or her other duties to help with check-outs. We found that library staff are generally very good about noticing when a line is building up at the check-out desk and then moving over to the desk for a few minutes to help check patrons out.

In order to effectively serve patrons, there is a need for at least one clerk to be working the desk during all hours of operation; this way there is always a clerk available should a patron need assistance. However, this also means there is a significant amount of down time at the desk. During our observation period (November 12, 2013 to December 16, 2013), we found that if the check-out desk had been served by only one clerk during all hours of operation, that clerk would have spent 46 percent of his or her time serving patrons. Our observation time was, however, during the less-busy time of the year for the library. To account for seasonality, we used these observations combined with recorded monthly library patronage statistics for 2013. Based on our analysis, we determined that in 2013 a single clerk at the check-out desk would have spent about 53 percent of his or her time serving patrons; with a low in December of 43 percent and a high in June and July of 67 percent. However, it should be remembered that there are

often two clerks working at the check-out desk simultaneously. This means that the amount of time each clerk actually spends serving patrons is lower.

When clerks are not serving patrons they try to keep themselves busy (e.g. filing DVDs, checking in items, etc.). However, there is only so much they can do without straying too far from the desk. Therefore, we found that much of their time at the check-out desk is spent simply waiting to serve patrons.

Recommendation 8: *Circulation front desk—Management should consider reducing the number of clerks assigned to work the circulation desk.*

We recommend that only one clerk be assigned to work at the check-out desk at a time. This will free up the second clerk to be productive in other areas while also minimizing down time. Additionally, because clerks do well at noticing when the check-out desk is getting busy, reducing the number of clerks at the desk should have a minimal effect on the library's overall effectiveness. Finally, repairing or replacing the self check-out machine (discussed later in the report) will further minimize any negative service level affects of reducing the check-out desk to only one clerk.

Seasonal staffing. Many organizations employ a seasonal staffing model when there are significant changes in business throughout the year. For example, the retail industry hires additional staff in the winter time due to the increase in sales for Christmas. Seasonal staffing models have both advantages and disadvantages.

There are four primary advantages to a seasonal staffing model. (1) Seasonal employees add flexibility because the organization can adjust staffing throughout the year, helping to ensure that the organization has adequate staff during busy times and is not overstaffed during the off season. (2) The organization can save money because it is not responsible for the wages of the seasonal employees during the off season, seasonal employees' starting wages are typically lower than the wages of full-time employees, and the organization may not have to provide certain employee benefits that are provided to full-time employees. (3) Seasonal employees offer the opportunity for the organization to evaluate potential employees for full-time hire before hiring them full-time. (4) Seasonal employees offer the opportunity to hire employees with unique or specialized skills for one-time projects that the organization hopes to complete.

There are three primary disadvantages to a seasonal staffing model. (1) Training new employees results in lost time. If new employees are hired for each season, then the potential time lost is compounded. In addition, if the library demand is high, there might not be enough time to properly train the new employees because the new employees might have to start working immediately. (2) If the employee is not properly trained, then the quality of work performed or service given could decline. The seasonal employees may not provide the same level of quality as veteran full-time employees.

This could lead to customer dissatisfaction. (3) The seasonal employees might not be as motivated to work as diligently as the full-time employees. The lack of motivation could result in a decline in quality.

We found that patronage at the Ringer Library is seasonal, with summer being the busiest time of the year and winter the least busy. Table 10 shows the average number of visitors to the library in each season[14] over the last three years.

Table 10: Patrons Visiting the Ringer Library (2011 to 2013)

Season	2011	2012	2013	Avg. Visitors	%
Summer	64,637	62,911	60,171	62,573	100%
Fall	52,999	49,050	48,666	50,238	80%
Winter	48,186	46,269	44,858	46,438	74%
Spring	51,197	54,550	48,156	51,301	82%

It should be further noted that the trends in other library statistics, such as the number of patrons registered, or the number of books circulated, followed a similar pattern as the number of library visitors.

Even though library patronage is seasonal, we found library staffing remained relatively constant throughout the year. Furthermore, we were informed that the library is staffed for the busiest time of the year.

Recommendation 9. *Seasonal staffing—The Ringer Library should initiate a seasonal staffing model for its clerks. This will increase the library's efficiency and help ensure the library is properly staffed throughout the year.*

In order to help mitigate the risk of lost quality that sometimes accompanies seasonal staff, the library should also reorganize the hierarchy for clerks. Currently, the library employs one supervising clerk (who is essentially the assistant branch manager), and the rest of the clerks are on the same level with each other. We recommend adding one additional level, that of senior clerk. The library should promote to this position two clerks who have a proven track record of success. During all hours of operation, at least one of these two clerks would need to be scheduled to work, and while they would still have the same duties as regular clerks, they would have the additional responsibility of acting as leaders and mentors to the other clerks—particularly seasonal clerks—to help maintain quality, motivation, and consistency. Of course, wages for these senior clerks would need to be raised accordingly.

[14] Seasons are: **Summer** – Jun, Jul, Aug; **Fall** – Sep, Oct, Nov; **Winter** – Dec, Jan, Feb; **Spring** – Mar, Apr, May.

Finally, if the library implements a seasonal staffing model, we do not recommend a round of layoffs. The library already has a high employee turnover rate.[15] Therefore, the library can take advantage of this and gradually transition to seasonal employment as year-round employees leave. This process will avoid the damage to morale that generally accompanies layoffs. Additionally, assuming that the majority of library redesign is imminent, the library may find it useful to make the transition to seasonal employment a slow process. This is because of what might be referred to as a "new building effect;" that is, with the excitement of a new or renovated public building, there is generally an uptick in visitors for a few years, which gradually winds down as the novelty wears off.

Self check-out. A self check-out machine can be a major asset to libraries. Self check-out machines are, long-term, generally less expensive than employing a clerk for the equivalent service,[16] require minimal space, increase patron confidentiality, and can offer foreign language support. In addition, having children go through the process of checking items out themselves can keep them engaged and possibly more likely to return to the library.

However, there are some drawbacks of relying on a self checkout machine, such as difficulties for customers who are not tech savvy, increased potential for theft, lack of personal interaction, and need for maintenance and upgrades. Nevertheless, it is our opinion that the benefits of self check-out machines outweigh the costs.

The Ringer Library currently owns a self check-out machine; however, the machine does not function properly or reliably. We observed numerous patrons attempt to use the self check-out, give up, and then ask the clerk to check out their items for them. Because the self check-out machine is unreliable, very few patrons use it. By contrast, libraries with effective self checkout machines can see as many as 90 percent of their checkouts moving to self checkout.

However, it should be noted that under the library's current DVD checkout procedures, DVDs could not be checked out using self-check. This is because under current procedures, DVDs are locked in a cabinet behind the check-out desk in order to prevent theft.

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[15] Total average annual turnover at the Ringer library over the past three years is approximately 28 percent. Average annual turnover for local governments hovers around 10 percent and is approximately 30 percent for service industries with a high percentage of seasonal or part-time workers.

[16] It should be remembered that the cost of a self check-out machine includes the original purchase price and annual maintenance. It should also be remembered the self check-outs "work" during all hours of operation (about 64 hours a week), do not take vacation, and do not take sick days. Therefore, so long as the average annual cost of a self check-out machine is less than the salary and benefit costs of about 1.5 clerks, the self check-out machine is likely cost efficient.

Recommendation 10. *Self check-out—The Ringer Library should either repair or replace the current self checkout machine.*

In order to help patrons become comfortable with self checkout, the library may want to consider instituting a policy that the back-up clerk at the check-out desk offer to help patrons check-out through self check rather than manually checking items out themselves. Finally, the library may want to consider revising the DVD procedures to a method that would allow patrons to self-check DVDs without needing the aid of a clerk. In the alternative, the library could just accept that patrons that want to check out DVDs will not be able to use self-check.

It should be noted that over 70 percent of circulation at the Ringer Library is the result of patrons checking out books (see Table 11 below). Therefore, self check-out machines could potentially service the majority of circulated items under current library policies and procedures.

Table 11: Ringer Circulation by Item Category (2011 – 2013)

Category	2011	2012	2013	3-Yr Avg.	% of Avg.
Books	307,869	283,307	279,673	290,283	71.7%
Books (Audio Media)	13,852	14,631	14,965	14,483	3.6%
DVD's & Videos	48,941	50,241	46,578	48,587	12.0%
Inter-Library Loan	11,293	11,038	10,052	10,794	2.7%
Computers/Online Services	40,383	33,459	31,121	34,988	8.6%
Periodicals/Reference	7,446	6,185	3,642	5,758	1.4%
Total	**429,784**	**398,861**	**386,031**	**404,892**	**100%**

Ringer Library Management of Operations Could be Improved

The Ringer Library has two manager positions: the Branch Manager and the Circulation Supervisor. The Branch Manager has ultimate responsibility for the branch, and tends to focus on managing the activities, operations and personnel. The Circulation Supervisor is primarily responsible for overseeing the clerks and their related duties. Based on our observations, interviews with staff, and review of policies and procedures, the circulation operations were effectively managed. However, areas of improvement in other managerial functions were identified.

The Branch Manager was not carrying out cost-effective duties. The theory of comparative advantage states that the employee who can produce a good or service at the lowest marginal and opportunity cost should be the one producing the good or service. In other words, highly compensated employees generally should not be doing work that could be done by the lower compensated employees. This is even true when the highly compensated employee could do it faster; and often true even when the

highly compensated employee could do it better. Sometimes it may be appropriate for highly paid employees to help the lower paid employees with their work. This could be done in order to help keep up morale, or in situations where time is of the essence. However, a manager should not do such things at the cost of neglecting his or her own duties.

We found that the Ringer Library Branch Manager, the highest paid employee at the library, regularly conducted activities that were not cost-effective given her income. Additionally these activities were not part of her job description. For example, on multiple occasions we observed her creating advertisements, decorations, crafts or costumes for the library. All of these projects could have been completed more efficiently by having clerks or librarians fulfill these tasks. Given the time and materials that went into these projects, buying the decorations and costumes at the store may have been a lower cost alternative as well. Furthermore, it appears that carrying out these activities may have led to the neglect of some managerial duties.

Management communication needs improvement. Interviews with staff indicated that they were most satisfied with managers who had a managerial focus on good communication. However, we found that many staff members were not satisfied with the communication occurring at the Ringer Library—both outside the library system, and within.

During our daily Ringer library operations observation period of November 12, 2013 to December 16, 2013, we observed that there were very few interactions between the Branch Manager and staff. Instead of being actively involved in the day to day operations of library staff, we observed that the majority of the time the Branch Manager was in her office.

However, it should be noted that both the Branch Manager and Circulation Supervisor recently ended their employment at the Ringer Library.

Recommendation 11. *Management— Ringer library management should focus their efforts on functions that are within their stated job description.*

The Larry J. Ringer Library is in Need of a Facility Redesign

Throughout the course of this audit numerous possibilities for the library redesign have been suggested. This section of the report will address the most prominent of the redesign possibilities, and whether the possibility would be a good use of resources.

Recommendation 12. *Library Redesign—No matter what direction the city chooses to take for the library redesign, there are three general principles that should be followed: (1) consider long-term operational costs, (2) receive staff input, and (3) remember noise reduction.*

Long-term operational costs. Every redesign decision should take into account long-term operational costs. This is especially true when a redesign decision will increase staffing requirements, since staffing is the library's primary expense. For example, adding a second floor to the Ringer Library, rather than expanding the first floor, could unnecessarily increase long-term operational costs. This is because libraries often need staff supervision on every floor; so a second floor may require additional staff; while expanding the first floor by the same square footage will not necessarily require additional staffing.

Staff input. Library staff should be consulted on the specifics of proposed library redesign elements because the staff have day-to-day knowledge on what details will be beneficial or detrimental. For example, the design of the current book drops is inadequate. This leads to unnecessarily damaged books. If the city decides to redesign the book drop, library clerks should be consulted since they have the best knowledge of what issues lead to damaged books.

Noise reduction. Many patrons and staff consider the Ringer Library to be much louder than most libraries. While the source of this noise is primarily children, certain design features can intensify the problem. Structurally, two factors can make rooms noisier: hard surfaces and high ceilings. A few obvious redesign choices include keeping newly added ceilings relatively low, and installing carpet and acoustic tile ceilings. Additionally, covering hard surface walls, such as drywall, with paintings or cloth artwork can

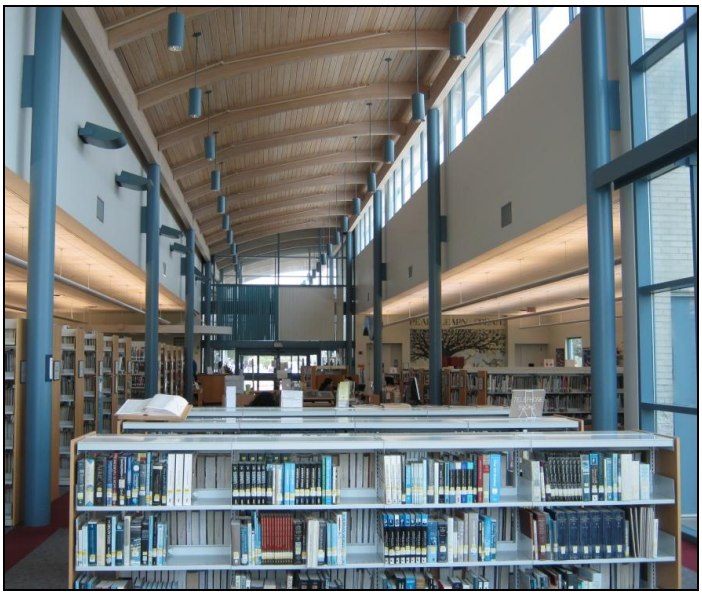
help reduce noise. One major trade-off the library will need to consider is having large windows. The large windows add a level of warmth and brightness to the library that can be inviting, but the windows' hard glass contribute to the noise factor. Additionally, the direct sunlight exposure causes books and materials to fade more quickly.

The City Should Consider 11 Specific Facility Redesign Recommendations

We have developed eleven specific recommendations for the library redesign. However, given the library's limited resources, it is unlikely that all of these recommendations can be implemented. Therefore, we have listed the recommendations in priority order, with the recommendations that we believe should be given highest priority at the top.

Book drop. The Ringer Library currently operates two book drops: a drive-through drop and a lobby book drop. The drive-through drop has two major issues. First, it is not properly covered or sealed; as a result, books are regularly water damaged when it rains. Second, the drop area's design and size is inadequate. As a result, when the drop is full, patrons will try to force books into the book drop, which can damage the books. In order to improve the longevity of books, we recommend improving the book drop. This will have long-term cost and quality benefits for the library.

Commons expansion. The library common area is often congested due to lack of space. In addition, patrons have requested additional seating areas. The library would probably benefit from increasing the size of the common area. This would lower congestion and allow for accommodating more patrons. Besides increasing the size of the common area generally, the library may want to consider creating these specific areas within the common area: (1) a children's area, (2) a teen's area, and (3) a quiet area. Each of these possible expansions are explained in greater detail later in the report.



However, it should be remembered that patrons are not necessarily requesting a bigger library—they are requesting a library with more space. This distinction makes a difference when considering e-materials, e-books, e-audio books, e-magazines, and online materials do not take up any library space. Therefore, if in the future the library decides to increase its focus on e-materials, hardcopies can gradually be weeded,

creating space within the library without having to add any square footage to the building. Therefore, the library should develop a long-term strategic plan for e-materials prior to making library expansion decisions.

Children's area. Due to lack of overall space, the children's area is primarily filled with shelving, plus a few cramped tables and chairs. Patrons and staff have expressed interest in expanding the children's area so that it can also contain a reading and play area for children and parents. If the city decides to expand the children's area as part of the library redesign, the city should consider a design that minimizes noise, such as adding noise reduction furnishings and wall coverings. Finally, safety and security should be a priority when designing this area. Therefore, line of site for parents and library staff should be considered. Expanding the children's area should be a top priority because there is demand for it among patrons, it is one of the library staff's most recommended changes, it could help reduce overall noise, and it will directly serve a large proportion of the library's patrons.

Furnishings. The Ringer Library's current furnishings consist of a mixture of group and individual study areas. From both personal and library staff observation we found that these study areas are primarily used by individuals, occasionally used by groups of two, and only rarely used by groups of three or more. These larger study groups instead tend to opt for using the library's meeting rooms. However, the library's current set of furnishings are not aligned with usage. Seventy-five percent of the library's tables seat four people, while 25 percent seat two people. This misalignment can create inefficiencies because many library patrons will not join a table already in use by a stranger, no matter its size. This leads to one person effectively using up four spaces. By better aligning the study area furnishings we can reduce this problem so that one person will only take up one or two spaces.

Additionally, we found that many library patrons bring their own electronic devices, such as laptops or iPads, to study or work in the library. We expect this trend to continue to increase in the future; therefore the library redesign should accommodate this growing demand. For example, all or nearly all study areas should have conveniently located electrical outlets.

Meeting rooms. Based on personal and library staff observation, we found that the meeting rooms are not usually in high demand. For most of the day at least one of the meeting rooms is open. The two primary exceptions are: during tax preparation months (January to April) the rooms are always reserved by tax prep volunteers, and weekdays from 4 to 6pm the rooms are usually in use by after-school tutors. Because both meeting rooms are sometimes booked at the same time, the library could benefit from additional meeting rooms. The need for meeting rooms does not appear to be as great as the other needs previously listed, and so should be given a lower priority. The exception is the large meeting room located at the front of the library. This room is used for storytimes and other library programs as well as meetings for various community groups. The room is not very well designed for many of the programs held in the space. For example, the floor is tiled, the lighting is poor, and the furniture and décor of the room are very drab. Combined, these factors make the atmosphere uninviting for children and families who might otherwise want to attend storytimes. We also observed at least one occasion when the room's capacity was met; therefore, library staff had to turn potential patrons away.

Staff area. Studies show that when employees are comfortable and happy they are more productive. The back staff area, where library employees spend much of their time, is cramped and noisy. Therefore, the library could improve productivity, retention, and overall employee well-being by renovating the back staff area. At a basic level, the library could install carpet to reduce the noise and increase comfort. At a more ambitious level the

size of the back area could be expanded, particularly in the narrow entry hall of the back area, where it currently is not even wide enough for two carts to be pushed past each other.

Increased parking. The Ringer Library has 66 parking spaces in the front lot and 12 parking spaces in the back lot. The back lot is almost never used because of its inconvenient location. (In order to use it patrons would have to park behind the library then walk around to the front to enter the facility.) We found in most cases there are enough spaces for everyone to park in the front lot. However, occasionally when there is a large event, such as a puppet show or science presentation, the front lot fills and patrons must park at the First Baptist Church across the street. Because the parking lot is occasionally over-filled, we recommend the library follow one of three courses of action:

1. *Construct new parking spaces in the front lot:* The benefit of adding more spaces to the front lot is that patrons would not have to park across the street when the front lot is full. However, the disadvantage to adding more spaces to the front lot is it reduces the amount of space available for the building expansion; and lack of building space is a daily problem whereas lack of parking space is relatively uncommon.

2. *Establish employee parking:* The library could free up space in the front lot by using the back lot as an employee lot. This would require a relatively minor adjustment to the library's back door so that it could be used as an employee entrance. Additionally, for safety reasons, it would likely require the addition of 1-3 lamp posts (there is currently only one at the back parking lot). The benefit of using the back parking lot is that it is cheaper than building additional spaces, and would not take up potential building expansion space. The primary disadvantage to establishing the back parking lot as an employee lot is that it would, at the most, free up only 12 parking spots in the front.

3. *Accept current parking situation:* The library could accept the existing parking situation as is. The obvious advantage of this choice is that the library would not incur any additional costs. Resources could then be focused on areas that patrons have deemed a higher priority, such as books and building space. The disadvantage

is that the library could lose patronage during the library's busy times since some patrons will not be able to find parking and may be unwilling to park across the street.

Teen's area. For the most part, the extent of the teen area is the location where the teen books are shelved—it does not have its own well-defined area. Currently, the primary obstacle preventing a dedicated teen area is a lack of space. There is enough space for the teen books, but not much else. If the city chooses to include a teen area in the library redesign, this teen area should have space for additional books and materials, as well as open space with furniture for teens to come and hang out. However, the teen area is a low priority. Only one survey respondent expressed interest in a teen area, and this respondent was not a teen herself. Therefore, there is the risk that after the teen area is built, it will be under used. On the other hand, given the library's close proximity to Consolidated High School, it has potential to become heavily used after-school by teens.

Quiet space. Because noise is a problem at the Ringer Library, a dedicated quiet space may be beneficial. To help keep noise out, these quiet spaces are usually contained within their own room. Many quiet spaces have multiple study tables and reading chairs, and sometimes contain shelving (such as reference works). If the library decides to build a quiet room, the library should consider glass walls. While glass walls are not the best material for minimizing noise, having transparent walls helps keep staffing requirements low since staff will not have to specifically monitor the quiet room.

Outdoor area. Currently, the library is surrounded by grassy areas outside the building. This unused space could be used for an outdoor area, such as a reading lounge or a playground. Maintaining an outdoor area could be as simple as placing furniture outdoors or as elaborate as constructing a gated area. Two advantages of outdoor areas are that they can be less expensive than building expansions and, in good weather, may be more desirable to patrons than indoor areas. The disadvantages to outdoor areas are that they can become unusable in poor weather, and can be more difficult to oversee and secure than indoor areas. Additionally, it should be noted that survey respondents did not express any demand for outdoor areas.

Bus stop. The nearest public bus stop to the Ringer Library is about 50 yards away. However, there is nothing at the bus stop indicating that it is a bus stop. Therefore, potential patrons may not be aware the stop exists, which may be reducing the patronage at the library. On the other hand, it appears that the majority of library patrons drive to the library, so installing a bus stop sign post may prove to be a cost with little benefit. If the city decides to install a bus stop at the library, there are three primary options: (1) a sign-only bus stop, costing approximately $2,000, (2) an unsheltered bus stop, costing approximately $5,000, or (3) a sheltered bus stop with amenities, costing approximately $25,000.

There are Four Library Redesign Ideas that Should Not Be Implemented

In addition to the eleven library redesign recommendations, we examined four redesign possibilities that were ultimately deemed a poor use of resources. These four are listed below.

Coffee shop/bookstore. Some patrons and employees have suggested that a shop (such as a coffee shop or bookstore) might benefit the library. However, running a secondary operation or business in the library carries significant risk. Most library shops are not profitable. If the library itself runs the shop, this likely means increased costs for the library. If the shop is privatized, and the private business subsequently fails, the library risks having a vacant shop in the library. Considering that lack of space is a primary concern for patrons and library staff; the library, with its limited resources, would probably be able to better serve the public by focusing its funds on other aspects of library redesign and not engage in a risky secondary operation, such as a coffee shop or bookstore.

Computer lab. The College Station library does not currently have a computer lab—that is, it does not have a specific room or section of the library dedicated solely to providing computer access. Computer labs are a common feature in many libraries. Nevertheless, the Ringer Library redesign probably should not include plans for a computer lab. This is because over the last three years computer usage in the library has been declining. This is even true when taking into account that overall patronage is also in decline. (I.e. the decline in computer usage is faster than

the decline in patronage). Therefore, if the library redesign includes a computer lab, there's a risk that in a few years that lab will be underutilized.

A second College Station library branch. Some individuals have suggested building a second library branch in College Station. Presumably, the greatest benefit of a second branch is to make visiting the library more convenient since it could then be found in multiple locations. However, our analysis of survey respondents found that respondents who live closer to the current library do not use the library more often than those who live farther away. (In fact, survey respondents who live farther from the library, on average, visit the library more often than those who live closer.) Therefore, a second library branch is unlikely to appreciably increase the number or library patrons or the frequency of their visits. Additionally, building a second library branch would be disproportionately more expensive than building the equivalent additional space at the current library since the second branch would require the purchase of new land, and would not be able to take advantage of economies of scale, resulting in greater capital and operational costs.

Additional book drops. Library patrons can return their checked-out materials at the libraries in Bryan or College Station. The B-CS library system does not offer stand-alone book drops dispersed throughout the city. While additional book drops would be convenient for some library patrons, overall, it is probably not a good use of resources. This is for two primary reasons: first, similar to the prospect of a second library branch, additional book drops are unlikely to increase library patronage. Second, the stand-alone book drops would carry additional operational costs since staff would need to frequently drive out to these book drops in order to collect the books.

The City Should Consider Altering Aspects of the Library ILA

Overall, the inter-library agreement appears to be attempting to maximize benefits for both cities, while sharing the costs equitably. Nevertheless, by its very nature, the Inter-local agreement (ILA) carries both advantages and disadvantages.

There are Several Advantages to the Library Agreement

The City of College Station receives two primary benefits through the inter-library agreement: (1) a supplemented collection, (2) simplified coordination, and (3) reduced personnel concerns.

Supplemented collection. A major advantage of the ILA is the fact that it allows the Ringer Library to use the Bryan libraries' collections. However, at the moment it does not appear that the two cities are taking full advantage of this benefit. As has been previously explained there is a significant amount of unnecessary duplication of materials between the two libraries. Furthermore, it should be noted that only about 3 percent of Ringer's checkouts were sent to the Mounce Library in 2013. Mounce sends more than double the amount of items to Ringer than Ringer sends to Mounce, but these amounts still represent a relatively small portion of overall circulation (see Table 12 below).

Table 12: BCS Library Items Loaned (last 5 years)

Library Items	2009	2010	2011	2012	2013
Ringer to Mounce	10,479	12,531	10,989	10,673	9,724
Mounce to Ringer	22,320	29,160	27,636	25,606	25,296
Total Items Loaned:	32,799	41,691	38,625	36,279	35,020
Ringer to Mounce	32%	30%	28%	29%	28%
Mounce to Ringer	68%	70%	72%	71%	72%
Ringer Circulation	422,727	443,924	429,784	398,861	386,031
% of Ringer Circ. loaned to Mounce	2%	3%	3%	3%	3%

Simplified coordination. Because the College Station and Bryan libraries are under a single Library Director, it is easier for the libraries to coordinate their objectives.

Reduced indirect personnel costs. Because the Ringer Library is staffed by Bryan employees, the City of College Station avoids any accompanying *indirect* personnel costs. For example, in the past the Bryan Human Resources (HR) department had to spend time helping with personnel issues at the Ringer Library. Had College Station

employed the Ringer staff, College Station HR staff would have had to divert their resources to working on these problems. However, it should be remembered that College Station is not avoiding any *direct* personnel costs since College Station reimburses Bryan for the Ringer staff, as well as for a portion of BCS System administrative staff, such as the Library Director.

There are Some Disadvantages to the Library Agreement

Reduced governmental control. The nature of the ILA requires the City of College Station to give up some control of the services it offers. For example the ILA states that Bryan is responsible for purchasing materials for the Ringer Library. The Library System Director (a Bryan employee) must confer with the College Station City Manager, but the final authority for the selection of library materials rests with the Library System Director. In other words, the City of Bryan decides what library materials the City of College Station will and will not own.

In addition, there are currently very few costs that the City of College Station has direct control over when budgeting for library expenditures. The primary expenditure that College Station can control is its library materials budget. It is notable that College Station spends significantly less on library materials than the City of Bryan. Bryan spent $123,860 in fiscal year 2013 for books and other library items for Mounce; whereas, College Station spent $38,321 for Ringer. Bryan spent $2,468 in fiscal year 2013 for books and other library items for the Carnegie Center.

Reduced democratic control. Citizens elect city council members, who then set policy and appoint individuals to managerial positions. Management in turn carries out the policy directives set by council members.

At the Ringer library these policies, procedures, and strategic initiatives are primarily governed by the City of Bryan because all Ringer library employees are City of Bryan employees. However, most Ringer library patrons are College Station residents. This creates a situation in which most Ringer library patrons are being served by a government over which they have no direct democratic control.

Generally, the Library ILA Delineates Expenditures Equitably

For the most part, the ILA does a good job of fairly sharing responsibilities and costs between Bryan and College Station; however, one part of the ILA—the Twin Cities Interlibrary Loan program—places inequitable costs on College Station.

Book runs. The interlibrary agreement requires that Ringer library staff be in charge of the Twin City Inter-library Loan program, e.g. transferring books between the branches. As such, not only does Ringer staff physically drive the books back and forth, they are

responsible for gathering and preparing the books for transfer in *both* libraries. The agreement states that costs are to be shared equally among the cities, but specifies the cost as including vehicle replacement, maintenance, and fuel. The agreement does not appear to take into account the cost of time Ringer staff must spend performing their duties.

Two Ringer library clerks spend between 3 and 4 hours every day of the week, except Sunday, performing book runs. The combined hours spent by these two Ringer clerks performing this function approximates one fulltime position.

Staffing Costs Could Be Reduced Through Efficiency Gains

In 2013, College Station paid Bryan $905,820 for library services. More than 90 percent of this money goes to paying the Bryan employees who work in the Ringer Library. Bryan employs seven librarians at the Ringer Library: one branch manager, three reference librarians, two youth services librarians, and one cataloguing librarian.

During our observation period, we recorded how much time librarians spent serving patrons. By this we mean the amount of time librarians spent working with patrons who approached them and asked for assistance. This generally occurs when the librarians are working at the reference or children's desks. We also recorded the amount of time librarians spent conducting programs. Based on feedback from librarians we were also able to determine the approximate amount of time spent preparing for these programs.

Table 13 below shows the percentage of a librarian's time spent on each of these activities. The rows show the service provided, the columns show the percentage of time that would be spent based on the number of librarians working in the library at that time. For example, the table shows us that if there were two librarians working in the library at all times, they would on average serve patrons for 11.16 percent of their time. It should be remembered that librarians work 40 hours a week, but the library is open about 64 hours a week. Therefore it would require three librarians in order to have two librarians working in the library the majority of the time.

Table 13: Percent of Time Spent Performing Some Library Duties

Librarian	Number of Reference Librarians			
Duty	**One**	**Two**	**Three**	**Four**
Serving Patrons	22.32%	11.16%	7.44%	5.58%
Programs	10.47%	5.23%	3.49%	2.62%
Program Prep	13.46%	6.73%	4.49%	3.37%
Total:	46.25%	23.12%	15.42%	11.57%

The remainder of the librarian's time is spent on other duties such as collection development, weeding, class tours, and marketing library services. By rearranging these remaining duties, we believe staffing requirements can be reduced. Specifically, the Branch Manager should take on reference desk duties along with the other reference librarians. Her time not working at the reference desk should then be spent on managerial duties. Additionally, we recommend that the circulation supervisor (who could be re-titled Assistant Branch Manager) be a librarian with reference desk duties as well. Time not spent serving patrons can be spent managing the clerks. The work that the Branch Manager and Circulation Supervisor must discontinue due to the increased reference desk duties can be made up by clerks.

As discussed previously in this report, we also believe that staffing costs for clerks can be reduced by implementing a seasonal staffing model. Ringer clerk staffing costs could be further reduced if the library ILA is adjusted to account for the amount of time Ringer staff spend performing the book run for the library system, and the self-checkout machine is replaced.

Overall we recommend the following staffing changes:

Table 14: Current and Recommended Ringer Library Staffing

Library Position	**Current**		**Recommended**			
	FTE	Cost	Min FTE	Min Cost	Max FTE	Max cost
Branch Mgr	1	82,000	1	82,000	1	82,000
Asst Branch Mgr	1	69,000	1	69,000	1	69,000
Librarians	6	380,000	3	190,000	4	253,000
Sr. Clerk	0	0	2	86,000	2	86,000
FT Clerks	7	274,000	2	78,000	3	117,000
PT Clerks	4	59,000	6	88,000	8	118,000
Janitor	1	40,000	0	0	1	40,000
Total:	**18**	**904,000**	**12**	**593,000**	**16**	**764,000**

The cost estimates described in Table 14 above are based on fiscal year 2013 City of Bryan payroll records and assume full employment for the entire fiscal year.

The recommended staffing assumes that the library adopts the seasonal staffing model, which makes up the part-time clerks. Even though 6 to 8 FTEs are recommended, we do not necessarily recommend that part-time clerks be employed year-round. The library should consider having zero part time clerks in the slow season, and as many as are needed in the busier seasons.

Additionally, as has previously been stated, these staffing changes should not be accomplished through layoffs or demotions. Instead, the library should gradually transition to the new staffing model as staff choose to leave on their own.

These changes to the staffing model should introduce fairly significant cost savings. We recommend that these savings be directed toward purchasing library materials. This will move the percentage of expenditures on materials from about 4 percent to 15 to 30 percent.

Additionally, with the reduced staffing for reference librarians, there is a reduced need for reference librarian desks. Therefore if the library decides to reduce reference librarians, then the library redesign should take this into account and reduce the number of reference desks. We would suggest the reference desk in the children's area be eliminated to provide a larger space for children and families.

There May be Some Principal Agent Issues with the Library Agreement

A principal-agent dilemma occurs when one entity (the agent) can make decisions on behalf of another entity (the principal), but the two entities do not have perfectly aligned goals. This can lead to the agent making decisions that are best for the agent, but are not to the benefit of the principal. For example, if a principal hired an agent to perform maintenance on his vehicle, the two have slightly opposing goals. The principal wants the vehicle to last as long as possible so that he does not need to buy a new vehicle too soon. The agent wants to minimize costs of maintenance for himself. Therefore, the agent may be tempted to cut corners on the maintenance—such as using low quality materials or delaying repairs—which results in savings for the agent but greater long-term costs for the principal.

For the most part, the ILA manages to avoid the principal agent dilemma. For example, since College Station owns the Ringer Library's facility as well as the van used in interlibrary loans, College Station is in charge of their maintenance.

However, we found that there are two areas that may give rise to principal-agent issues: material purchases and janitorial services.

Material purchases. As has previously been mentioned, the Library System Director, a Bryan City employee, has final authority on selection of materials for the Ringer Library. Because College Station is the owner of Ringer library materials, this means that the City of Bryan decides what library materials the City of College Station will and will not own.

However, from a practical standpoint, the Library System Director's final authority is not an issue because he has delegated purchasing decisions to Ringer staff, who are less likely to make material selection decisions that would hurt the Ringer Library for the purpose of benefitting the Bryan libraries.

Janitorial services. One full-time janitor has been hired by the City of Bryan for the Ringer Library. Because janitorial services are essentially the day-to-day maintenance of a building, it means that Bryan is in charge of a substantial portion of the Ringer Library's maintenance. Therefore, it would probably be in the city's best long-term interest to take over janitorial services. This would not increase costs since College Station reimburses Bryan for the cost of the janitor anyway.

Recommendation 13: *Library Agreement— College Station should keep the ILA in some form in order to have continued access to a shared collection, but the agreement should be altered in certain aspects.*

Consideration should be given to the following:

- The City of College Station may want to consider taking over all staffing of the Ringer Library in order to increase governmental and democratic control. This would also solve any principal agent issues that may exist within the current agreement. However, this will increase indirect personnel costs and may make coordination between the libraries less efficient. Regardless of whether or not College Station takes over of all library staffing, College Station should consider assuming control of janitorial services at the library.

- Costs for the Twin City Interlibrary Loan program should be adjusted to take into account the time Ringer employees spend working in the Mounce Library. Alternatively, procedures should be adjusted so duties are more equitably shared between staff of each library.

- The Ringer Library should consider reallocating staffing as laid out in this report. Alternatively, the Ringer Library could gradually reduce staffing through turnover and then leave positions vacant. All or a portion of savings realized through vacancy savings could then be utilized to acquire a new self-checkout machine or new materials. To provide further incentive for Bryan Library Management to realize vacancy savings, the ILA could be modified to require College Station to spend a portion of agreed open vacancy savings on capital related library expenditures.

- The City of College Station should strive to maintain the shared collection and shared electronic cataloguing system (Polaris). If this part of the ILA were terminated, the City of College Station would be left without a library catalog system because the City of Bryan holds all the licensing rights of the Polaris Library System. The sharing of a catalog system for patrons to easily reserve or checkout books from either Ringer or Mounce is one of the biggest benefits to the ILA and should be maintained if at all possible. In addition, the upfront cost to College Station (monetarily and staff time) to implement a new catalog system could be substantial.

Summary of Audit Recommendations

1. **Reference desk transactions**—Management should consider modifying the computer use policy to allow computer users to continue using a computer once their allotted time has lapsed if there are not additional patrons waiting to use the computer. This process should be automated as much as possible to allow for ease of use and reduce staff time required to address these routine requests.

2. **Job rotation**—Management should consider periodically rotating different members of staff into the position of cataloger.

3. **Performance standards**—Consideration should be given to setting reasonable cataloging performance standards. In addition, documented cataloging policies and procedures may need to be modified to give guidance on cataloging difficult items that are currently taking up a disproportionate amount of the Cataloging Librarian's time.

4. **Materials budget**—The City of College Station should increase its budget for library materials.

5. **Collection development policy**—Management should revise its collection development policy. The policy should establish priorities, support efforts, and help facilitate decisions that will result in better coordination amongst librarians when making system-wide purchasing decisions.

6. **Analytics**—librarians should begin using analytics and other best practices outlined in CREW: A Weeding Manual for Public Libraries when they are weeding library materials.

7. **Programs**—Management should evaluate programs based on effectiveness (i.e. meets the mission, goals or objectives of the organization) and efficiency (e.g. the ratio of staff time to program participation).

8. **Circulation front desk**—Management should consider reducing the number of clerks assigned to work the circulation desk.

9. **Seasonal staffing**—The Ringer Library should initiate a seasonal staffing model for its clerks. This will increase the library's efficiency and help ensure the library is properly staffed throughout the year.

10. **Self check-out**—The Ringer Library should either repair or replace the current self checkout machine.

11. **Management**— Ringer library management should focus their efforts on functions that are within their stated job description.

12. **Library Redesign**—No matter what direction the city chooses to take for the library redesign, there are three general principles that should be followed: (1) consider long-term operational costs, (2) receive staff input, and (3) remember noise reduction.

13. **Library Agreement—** College Station should keep the ILA in some form in order to have continued access to a shared collection, but the agreement should be altered in certain aspects.

Appendix A: Management Responses to the Audit Recommendations

TO: Ty Elliot, City Internal Auditor

FROM: Larry Koeninger, Ed. D., Library System Director

SUBJECT: Management Response to Ringer Library Operations Audit

DATE: April 22, 2014

The following is the Library System Director's response to the recommendations in the City of College Station City Auditor Office's Ringer Library Operations Audit.

Recommendation 1. *Reference desk transactions—Management should consider modifying the computer use policy to allow computer users to continue using a computer once their allotted time has lapsed if there are not additional patrons waiting to use the computer. This process should be automated as much as possible to allow for ease of use and reduce staff time required to address these routine requests.*

The computer use policy has been modified by management following recommendations from a Library Administrative Staff meeting. The new policy will extend computer time at the Ringer Library to 1.5 hours of use with two automatic time extensions of 15 minutes each. Usage will be monitored to determine if the longer additional time period is effective in reducing the amount of staff time spent.

The final comment in this section of the audit report states that librarians are not proactive in seeking out patrons. Management will begin addressing this issue system wide.

Management would like to highlight the information contained in footnote 7 that includes additional librarian duties.

Recommendation 2. *Job rotation—Management should consider periodically rotating different members of staff into the position of cataloger.*

Although cataloging can be a monotonous task the recommendation of rotating staff is not acceptable to management. The accuracy of the library catalog is crucial to ease of access of materials by patrons and staff. The cataloger must be conversant with complex cataloging rules and with the history of cataloging for the library system. Cataloging is a highly specialized area of librarianship. Decisions that were made years ago may require the cataloger to edit information on a downloaded record for a particular item due to how related items were cataloged in the past.

Management will encourage other librarians to learn the basics of cataloging so that they will be available to assist the cataloging librarian as needed.

Recommendation 3. *Performance standards—Consideration should be given to setting reasonable cataloging performance standards. In addition, documented cataloging policies and procedures may need to be modified to give guidance to cataloging difficult items that are currently taking up a disproportionate amount of Cataloging Librarian's time.*

Management will meet with Library Catalogers and Cataloging Clerks to develop performance standards for cataloging and processing difficult items.

Recommendation 4. *Materials budget—The City of College Station should increase its budget for library materials.*

Management concurs. The materials budget for College Station is inadequate.

Management requests that cost savings created by staff reductions outlined in the audit report be used to supplement library materials budgets.

Table 6 reports that people are in general "Satisfied" with the print collections and "Somewhat Satisfied" with the non-print collections. More funds should be devoted to the expansion of the electronic collections.

Recommendation 5. *Collection Development policy—Management should revise its collection development policy. The policy should establish priorities, support efforts, and help facilitate decisions that will result in better coordination amongst librarians when making system-wide purchasing decisions.*

Collection Development requires librarians to develop an understanding of the needs of the community. Librarians balance the amount of funds available with the demand for fiction, non-fiction, school curriculum support (public and academic) and movies. In addition the number of formats that are now available require libraries to purchase popular titles in print, large print, audio, and electronic formats.

Management concurs that determining the number of copies needed by the library system to meet public demand is a crucial component of collection development. Guidelines will be developed for determining how many copies of each item will be purchased for the Library System. The collection development policy will be edited and revised to incorporate Recommendation 5.

Recommendation 6. *Analytics—Librarians should begin using analytics and other best practices outlined in* ***CREW: A Weeding Manual for Public Libraries*** *when they are weeding library materials.*

Management concurs the weeding process should be streamlined. The Library System has 5 licenses for the Polaris reports module. Librarians in each library will be selected and trained in creating and printing reports. These librarians will need to coordinate the creation of reports so that the processing of a large volume report does not hamper the operations of Polaris during business hours.

The Library System uses the **CREW** method as the basis for weeding. Library staff will be re-trained so that they understand the principles of **CREW** and apply them while weeding. A formal policy will be written as a guide for weeding.

Recommendation 7. *Programs—Management should evaluate programs based on effectiveness (i.e. meets the mission, goals or objectives of the organization) and efficiency (e.g. the ratio of staff time to program participation).*

Management concurs that the children's programs are much more efficient than the adult or tween/teen programs. However, management believes that programming for all ages supports the library system's mission statement by providing educational opportunities to the citizens. Management will evaluate all programs to determine what is effective and what should be modified or dropped.

Recommendation 8. *Circulation front desk—Management should consider reducing the number of clerks assigned to work the circulation desk.*

Management will work with the City of College Station to reduce the number of clerks and develop work schedules that maintain customer services.

Management requests that the City of College Station use the cost savings created by staff reductions to supplement the library materials budget.

Recommendation 9. *Seasonal Staffing—The Ringer Library should initiate a seasonal staffing model for its clerks. This will increase the library's efficiency and help ensure the library is properly staffed throughout the year.*

Management concurs that library usage is seasonal.

Management concurs that senior clerks are a reasonable measure especially if the Circulation Supervisor position is to become an Assistant Manager position. There are several clerks who would be excellent in this position currently on staff. Wage scales and job descriptions will need to be developed for Senior Clerk and Assistant Branch Manager by the City of Bryan.

Management is heartened to see that layoffs are not recommended. Management understands that the reduction in employee costs may be used to supplement the materials budget.

Recommendation 10. *Self check-out—The Ringer Library should either repair or replace the current self checkout machine.*

Management requests that the self-check unit be replaced as soon as possible. The current unit is unreliable. Replacing the self-check unit will help to mitigate the impact of a smaller staff on customer service.

Recommendation 11. *Management—Ringer Library management should focus their efforts on functions that are within their stated job description.*

The Library Branch Manager who was observed by the audit team recently resigned. The new Branch Manager will be required to learn the duties of the clerks and the librarians and will be able to perform the duties of any employee at Ringer.

Recommendation 12. *Library redesign—No matter what direction the city chooses to take for library redesign, there are three general principles that should be followed: (1) consider long-term operational costs, (2) receive staff input, and (3) remember noise reduction.*

Management concurs with Recommendation 12. Management believes that the Ringer library can be expanded without the need for additional staff. A single story design with expanded space for meeting rooms and study areas should prove to be the most effective.

Management concurs that the library staff should have considerable input into the design of the new facility, but would also encourage the city to include other stakeholders such as the Library Advisory Board, the Friends of the Library, and the public.

Management believes that noise reduction can be accomplished as part of the design. The auditor has identified several steps that could be taken. The redesign of the space could include a children's area that is not only expanded, but also separated from the main library space with walls or partitions.

Management concurs that a second library would not be fiscally responsible. A second location would require additional staff and resources and create ongoing costs for salaries and benefits.

Recommendation 13. *Library Agreement—College Station should keep the ILA in some form in order to have continued access to a shared collection, but the agreement should be altered in certain aspects.*

Management and City of Bryan administration will work with City of College Station representatives to revise the current ILA.

Book Runs—Staffing patterns will be addressed in order to provide more equitable cost in terms of staff time.

When the library system was created the College Station collections were very small. The Bryan Library provided the materials and the College Station Library provided the transportation of books between the two locations including staff to transport and process them. As stated in the audit report there are three times the number of items going from the Mounce Library to the Ringer Library. In the latest Intergovernmental Contract the City of Bryan agreed to begin funding part of the costs of the van including fuel, maintenance, and the replacement of the vehicle. Management will develop a plan to distribute the staff workload more evenly between the Mounce Library and Ringer Library staffs.

Material Purchases—Management will revise the Selection Policy to emphasize the need for cooperation between Ringer Librarians and Mounce Librarians for the purposes of collection development.

Janitorial Services – Maintenance of the Ringer Library should be the responsibility of College Station.

Polaris—According to the Intergovernmental Contract in the event of termination of the contract "BRYAN shall remain the license holder for Polaris ILS and College Station hereby consents to the removal of all software and hardware related to said license from the Premises as required by the license agreement with Polaris Library Systems."

Appendix B: Ringer Library Survey Methodology & Results

Ringer Library Survey Methodology

1. We began by conducting a 28 day observation of the library and interviewing all library staff. This gave us sufficient background information to know where to focus the survey questions.
2. We wrote a draft of the survey, and had the survey reviewed by library staff and professionals in the City of College Station communications department (who have extensive experience administering surveys). We updated the survey according to their feedback.
3. We had the survey filled out by several College Station employs who are not involved in the audit in any way in order to test the questions for validity and reliability.
4. The survey was administered via surveymonkey by the City of College Station communications department.
5. The survey was advertised via the City's communication channels (community outreach newsletter, blog, facebook, and twitter); through the library's communication channels (newsletter, website, facebook). Library and audit staff were also encouraged to promote the survey via their personal social media accounts. The survey was available online from Jan. 30, 2014 through Mar. 4, 2014.
6. Hard copies of the survey were also administered at the Ringer Library. The survey was available in the library from Feb. 13, 2014 through Mar. 4, 2014.
7. After the survey closed, the online responses and hardcopy responses were compared in order to verify validity and reliability.

Ringer Library Survey Results

Q1: In the last year, how often have you used the services or programs at College Station's Larry J. Ringer Library (online or in person)?

Answer Choices	Responses
At least 3 times a week	19
Once or twice a week	61
Once or twice a month	113
Once or twice every 6 months	43
Once or twice a year	31
Never	16
Total	**283**

Q2: Do you have a library card?

Answer Choices	Responses
Yes	264
No	19
Total	**283**

Q3: Did you know these materials are available for checkout at the Ringer Library?

Category	Yes	No	Total
Audio books	263	18	281
Fiction books	282	1	283
Non-fiction books	282	1	283
Children's books	280	3	283
Young adult books	270	9	279
Large print books	238	37	275
Music CDs	182	94	276
DVD & Blue-Ray Films	243	35	278
E-audio books	193	79	272
E-books	207	66	273
Magazines/ Serials	235	39	274
Foreign language material	185	82	267

Q4: How important is it to you that these materials are available?

Category	Very Important	Somewhat Important	Somewhat Unimportant	Not at All Important	Total
Audio books	113	90	45	35	283
Fiction books	236	34	3	10	283
Non-fiction books	227	46	6	4	283
Children's books	212	37	18	16	283
Young adult books	196	52	21	14	283
Large print books	125	80	36	42	283
Music CDs	52	69	95	67	283
DVD & Blue-Ray films	100	93	60	30	283
E-audio books	108	82	54	39	283
E-books	156	70	29	28	283
Magazines/ Serials	99	84	64	36	283
Foreign language books, films, etc.	77	84	53	69	283

Q5: How satisfied are you with the materials provided by the Ringer Library?

Category	Satisfied	Somewhat Satisfied	Somewhat Dissatisfied	Dissatisfied	Never Used	Total
Audio books	95	55	8	4	115	277
Fiction books	183	67	11	3	17	281
Non-fiction books	161	81	9	5	25	281
Children's books	153	49	5	2	69	278
Young adult books	135	51	3	3	86	278
Large print books	90	29	3	2	150	274
Music CDs	56	20	1	4	191	272
DVD & Blue-Ray films	74	70	11	5	117	277
E-audio books	51	38	11	12	159	271
E-books	64	52	19	13	126	274
Magazines/ Serials	79	54	12	1	126	272
Foreign language books, films, etc.	49	33	11	4	176	273

Q6: Did you know the Ringer Library provides these services?

Category	Yes	No	Total
Interlibrary loan	233	50	283
Computer/wi-fi access	269	14	283
Research databases	201	82	283
Fax machine access	131	152	283
Meeting rooms	228	55	283
Tax help/legal forms	207	76	283
Book deliveries to homebound seniors	65	218	283

Q7: How important to you are these services that are provided by the Ringer Library?

Category	Very Important	Somewhat Important	Somewhat Unimportant	Not at All Important	Total
Interlibrary loan	178	72	13	20	283
Computer/wi-fi access	163	74	12	34	283
Research databases	139	89	23	32	283
Fax machine access	73	67	55	88	283
Meeting rooms	105	105	34	39	283
Tax help/legal forms	94	81	40	68	283
Book deliveries to homebound seniors	134	89	17	43	283

Q8: How satisfied are you with the services provided by the Ringer Library?

Category	Satisfied	Somewhat Satisfied	Somewhat Dissatisfied	Dissatisfied	Never Used	Total
Interlibrary loan	143	24	1	3	111	282
Computer/wi-fi access	149	31	4	3	93	280
Research databases	97	28	0	4	151	280
Fax machine access	52	8	2	4	213	279
Meeting rooms	89	31	8	4	149	281
Tax help/legal forms	77	18	1	2	182	280
Book deliveries to homebound seniors	43	8	1	2	223	277

Q9: Did you know the Ringer Library provides these programs?

Category	Yes	No	Total
Book clubs	176	107	283
Children's story time	267	16	283
Computer classes	177	106	283
Craft/art making	157	126	283
Movie showings	174	109	283
Author visits	189	94	283
Writing workshops	126	157	283
Summer reading program	256	27	283
Holiday/themed parties	135	148	283
Science programs	136	147	283
Shows (puppets, music, etc.)	202	81	283

Q10: How important to you are these programs at the Ringer Library?

Category	Very Important	Somewhat Important	Somewhat Unimportant	Not at All Important	Total
Book clubs	108	88	36	47	279
Children's story time	175	58	13	36	282
Computer classes	119	79	29	52	279
Craft/art making	71	100	51	58	280
Movie showings	67	94	63	55	279
Author visits	117	93	27	42	279
Writing workshops	107	94	26	51	278
Summer reading program	183	49	15	32	279
Holiday/themed parties	55	87	66	70	278
Science programs	129	90	19	40	278
Shows (puppets, music, etc.)	107	94	27	51	279

Q11: How satisfied are you with the services provided by the Ringer Library?

Category	Satisfied	Somewhat Satisfied	Somewhat Dissatisfied	Dissatisfied	Never Used	Total
Book clubs	61	16	1	2	201	281
Children's story time	98	37	5	5	138	283
Computer classes	54	16	3	2	206	281
Craft/art making	63	20	2	4	193	282
Movie showings	55	19	1	6	200	281
Author visits	60	22	1	2	196	281
Writing workshops	46	18	2	3	211	280
Summer reading prog.	106	33	7	6	129	281
Parties (holiday/themed)	51	17	0	4	209	281
Science programs	69	19	1	3	188	280
Shows (puppets, etc.)	73	27	4	4	171	279

Q12: Did you know the Ringer Library provides these programs?

Category	1	2	3	Total
Materials	260	13	10	283
Services	12	234	37	283
Programs	11	36	236	283

Q13: Please rank these programs categories in order of importance (1=most important)?

Category	1	2	3	4	5	Total
Children	156	78	29	15	5	283
Teen	11	105	97	60	10	283
Adult	86	37	83	68	9	283
Family	28	55	65	122	13	283
Foreign Language	2	8	9	18	246	283

Q14: What's one thing that would increase your use of the Ringer Library? **Open ended results**

Q15: How do you typically find out about the library's services and program?

Answer Choices	Responses
Library website	153
Social media (Facebook, Twitter, etc.)	51

Local newspaper	61
Library newsletter	25
Bulletin boards	38
Library staff	65
Word of mouth	112
Total Respondents: 283	

Q16: How old are you?

Answer Choices	Responses
12 or under	2
13-18	4
19-25	12
26-45	125
46-64	87
65 or older	53
Total:	**283**

Q17: What is your gender?

Answer Choices	Responses
Female	196
Male	87
Total:	**283**

Q18: How long have you lived in the area?

Answer Choices	Responses
Fewer than 5 years	60
6-10 years	59
11-20 years	69
More than 20 years	95
Total:	**283**

Q19: What is your annual household income?

Answer Choices	Responses
Less than $20,000	15
$20,001 to $40,000	27
$40,001 to $60,000	50
$60,001 to $80,000	43
More than $80,000	118
Total:	**253**

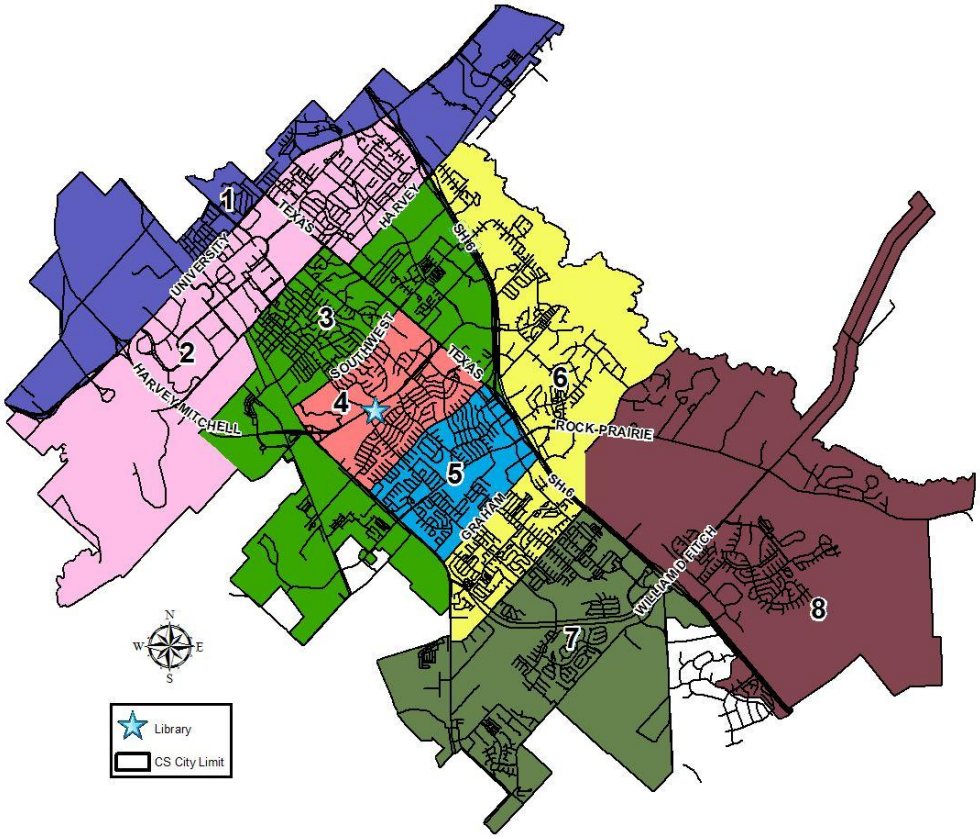
Q20: What is the highest level of education you have completed?

Answer Choices	Responses
None	0
Grade school	1
Middle or intermediate school	1
Some high school	1
High school graduate	8
Some college	43
Bachelor degree	98

Graduate degree	128
Total:	**280**

Q21: What is your employment status?

Answer Choices	Responses
Employed/self-employed	154
Homemaker	34
Retired	45
Unemployed	5
College student	6
Other student	4
Total:	**248**

Q22: Please choose the number on the map below that corresponds to the area where you live?

Answer Choices	Responses
1	7
2	16
3	29
4	48
5	29
6	60
7	29
8	30
I live outside the city limits	35
Total:	**283**