

A photograph of the Russell Library & City Hall building in Middletown, CT. The building is a two-story brick structure with Gothic-style arched windows and doorways. A large tree with green leaves is in the foreground, partially obscuring the building. A large orange cross graphic is overlaid on the right side of the image. A dark blue semi-transparent banner covers the lower half of the image, containing the title and date.

Russell Library & City Hall Downtown Impact Study

Middletown, CT

May 2025

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Summary of Findings

The Value of the Russell Library and City Hall in Downtown

Summary of Findings

The Russell Library and Middletown's City Hall are important civic institutions in the Downtown. Most importantly, they are Downtown anchor tenants that *occupy large square footage and serve as primary traffic generators*.

The **Russell Library** creates value and benefits for the community by:

- Providing high-quality materials, programs, and services that support community needs.
- Creating jobs and discretionary income, some of which is spent in Downtown.
- Attracting over 60,000 visitors to Downtown annually and generating 20,300 to 33,400 visitors who frequent Downtown establishments annually.
- Returning approximately \$7.2 million in value per year compared to the \$3.5 million per year investment.

City Hall creates value and benefits for the community by:

- Providing access to local government services, democracy, and civic engagement.
- Being a major employer, generating many jobs and disposable income.
- Attracting 51,000 visitors to Downtown annually and generating between 6,500 and 24,000 visitors who frequent Downtown establishments annually.

Middletown has a unique opportunity to further invest in Downtown by investing in two important anchor tenants, the Russell Library and the City Hall. A modern Russell Library will undoubtedly attract more users and visitors, and generate more economic activity and vibrancy in Downtown. A relocated City Hall on Main Street will also outperform its present location, increasing its interaction with Downtown businesses.

The Value of the Russell Library and City Hall in Downtown

Summary of Analysis

Public libraries are essential destinations within their communities. They are gateways to knowledge, arts, and culture, staging areas for public events, classrooms, meeting halls, exam centers, business support centers, and places where citizens can access a greater community with the simple possession of a library card. They are places that reflect much about a community's image – they are so much more than just a routine stop to pick up books.

Our review of relevant literature reminds us that issuing a library card provides citizens access to a larger world while enabling and promoting civic engagement. A state-of-the-art facility downtown can be the ideal place for community engagement to transpire. An enlarged facility providing more services can increase library utilization, offer new uses, and positively impact Downtown. Libraries create value for the community by providing direct and indirect benefits.

- **Direct benefits** are the values created through the circulation of materials and the usage of free services provided by the library. These are quantifiable and can be measured in a dollar value as a direct return on investment.
- **Indirect benefits** are the values created by the spending of wages at local shops and services, creating jobs, and the additional economic value from having a dynamic destination within an active downtown area.

The direct and indirect benefits collectively create meaningful value for the investment made in developing the library. The Russell Library, while small and outdated as a facility, outperforms its condition and capacity. Most importantly, the Library provides many important benefits to Middletown and the Downtown area, including:

- **Attracting visitors from beyond Middletown – 36% of observed visitors came from outside of Middletown in the past 12 months.**
- **Library visitors also visiting Downtown – 33.5% of all observed visitors stopped in Downtown prior to visiting the Russell Library.**
- **Library visitors also visiting Downtown – 21.6% of all observed visitors stopped in Downtown after visiting the Russell Library.**
- **The Russell Library returns approximately \$7.2 million in value per year compared to the \$3.5 million per year investment.**

The Russell Library, even in its obsolete state, is a primary anchor to Downtown Middletown, generating substantial traffic and activity. Based on these findings, we are confident that a new, larger, modern library facility with robust programming space and programs would generate more traffic and activity in the Downtown, resulting in increased community and economic benefits.

The Value of the Russell Library and City Hall in Downtown

Summary of Analysis

City halls are essential facilities and destinations within their communities. They are the seat of government, the temple of democracy, and the place of governance. City Hall is an office, a meeting hall, and a place where citizens have access to their local government. City Hall is the focal point of the Middletown community, and it provides both direct and indirect benefits.

- **Direct benefits** are the values created through the funding of local services and facilities, through employment, and the wages paid. These are quantifiable and can be measured in a dollar value as a direct return on investment.
- **Indirect benefits** are the values created by the spending of wages at local shops and services, creating jobs (beyond City Hall), and the additional economic value from having a dynamic destination within an active downtown.

The direct and indirect benefits collectively create meaningful value for the investment made in relocating City Hall and redeveloping the City Hall site. The existing City Hall is dated, functionally obsolete, and on the fringe of Downtown. The existing site has greater potential as a mixed-use site of commercial and residential uses that contributes economic value and vibrancy to Middletown's Downtown, the proposed new City Hall site allows Middletown to locate City Hall in the heart of the Downtown. With this move, not only will the function of government be relocated, but with the relocation, the activity and vibrancy of City Hall—its

indirect benefits, will be centered in the Downtown, on Main Street. For example, City Hall's many important benefits to Middletown and the Downtown include:

- **Attracting visitors from beyond Middletown – 81% of observed visitors came from outside the Town in the past 12 months.**
- **City Hall visitors/employees also visiting Downtown – 14.5% of all observed visitors stopped in Downtown prior to visiting the City Hall.**
- **City Hall visitors/employees also visiting Downtown – 47.3% of all observed visitors stopped in Downtown post visiting the City Hall.**

City Hall, even in its isolated location, is a primary anchor to Downtown Middletown, generating substantial traffic and activity. Relocated to Main Street, we are confident that City Hall will realize greater impacts on indirect economic activity and vibrancy in the heart of Downtown, generating more traffic and activity in the Downtown, resulting in increased economic and community benefits.

Introduction & Methodology



Project Overview

Introduction & Methodology

Goman+York was asked to provide the City of Middletown policymakers with an analysis and information on the economic impacts of City Hall and the Russell Library on Middletown's Downtown. Specifically, the request included Goman+York identifying the impacts of Middletown's City Hall and Russell Library on Downtown Middletown's economy, including:

- the fiscal impact on the Downtown Business District's economy, including the move of City Hall to Main Street and the highest and best use of 245 DeKoven Drive,
- quantifying the benefits to the Downtown Middletown businesses,
- accurate information and data about the effect the facilities have on the community and the general impacts of city halls and public libraries on downtown and business districts,
- estimating the general economic impact and methods to mitigate losses on the Downtown local economy, should the City Hall relocate inside or outside the district, and
- methods to increase the positive impacts that the City Hall and Library would have within the Downtown.

Additionally, Goman+York was asked to include case studies and information relevant to the study, including:

- information on how City Halls and libraries are seen as anchor institutions in communities, and how they promote economic activities
- how libraries promote social well-being and provide access to vulnerable populations, i.e., diverse, low-income, aged, unemployed
- how neighborhoods are impacted by the presence, traffic, and use of libraries and city halls
- how other communities have been successful at relocating and enhancing their libraries and city halls, and the businesses and services in their immediate area
- the importance of place-making and the use of space, both indoors and outside, that libraries and city halls promote
- examining mixed-use potential and business types to co-exist and potentially enhance the Downtown experience and neighborhood economic impact.

Introduction

Introduction & Methodology

Determining the economic (and community) impacts of a city hall and library in a downtown business district must be done carefully. The benefits, community or economic, of city halls and libraries are more often qualitative than quantitative. For example, in the case of a library, how can the economic value of learning to read, being inspired by books to become a scientist, or having the ability to use the library computer resources to send a resume for a job be quantified with a dollar value? The same is true of City Hall and government. How can a price be placed on the economic value of participating in local government? When quantitative data is available, such as the number of library cardholders, circulation numbers, or yearly visitations, those numbers do not translate easily into qualitative economic benefits. The same is true of the economic benefits of a city hall, the community focal point of civic life, democracy, and governance.

The fact is, city hall and public libraries are civic institutions, not income-producing businesses. Therefore, the ways in which city halls and libraries produce economic benefits differ from a business. The quality control and management guru, W. Edwards Deming, explains, *“that the results of most activities of management [business or government] cannot be measured. The benefits of training cannot be measured. Then why do we spend money on training? We believe that the benefits in the future will*

far outweigh the cost. We manage by theory, prediction, not by figures” (The New Economics, 1993: 20).

City halls and libraries are examples of Deming's remarks above. Not all the benefits of a city hall or library can be measured and quantified. However, we intuitively know that city halls and libraries provide many community benefits beyond those that can be measured. To say it another way, we know that the benefits of having a city hall and library far outweigh the costs. This is, in part, why we invest in public facilities, such as city halls and libraries.

This report aims to explore, understand, and explain both the qualitative and quantitative—the direct and indirect—benefits of Middletown’s City Hall and the Russell Library and their locations in Downtown Middletown.

Methodology

Introduction & Methodology

To determine the benefits of the city hall and library and their location, or an alternative location for the city hall, Goman+York utilized standard and proven methods of research.

Step 1: We conducted in-depth research and review of city halls and libraries, including their community and economic benefits and impacts on downtowns and surrounding areas. This literature review included studies and reports from Connecticut, New England, the United States, and Canada.

Step 2: We analyzed the Statistics for Connecticut Public Libraries from the Connecticut State Library. This analysis included, but was not limited to, a review of population demographics, income, library building size, building age, hours of operation, circulation, residents with library cards, borrowed circulation, internet computers, adult and children circulation, and programming. We completed a comparative analysis of Middletown's statistics and rankings with similar communities and their libraries as part of this research.

Step 3: Goman+York employed state-of-the-art geofencing technology to capture real-time data and activity of visitors to the Russell Library and City Hall, and the interactions and impact of those visitors in the Downtown district for a half-hour before and after their visit to the Russell Library and City Hall. This allowed us to analyze visitations by day-of-week, time-of-day, visitor place of origin, time spent at the library or city hall, and the percentage of visitors present Downtown before or after their visit to the library or city hall.

Step 4: We utilized economic impact metrics from the American Library Association and a similar study in Massachusetts to provide quantitative economic impacts of the Russell Library. We also used economic impact metrics for city halls and commercial office space as a means of estimating the economic impacts of City Hall.

Step 5: From the research conducted, we reviewed and provided case studies of libraries that add value to the considerations for the Russell Library.

Step 6: Summarizing the research, we considered how the information and data informed us as to the location of the Russell Library and City Hall today, alternative locations, and long-term projected community and economic impacts of an expanded library and relocated City Hall.

Demographics & Socioeconomics



Overview

Demographics and Socioeconomics

The following pages provide a summary of demographic and socioeconomic data for Middletown and both a 5 and 10-mile radius from Downtown Middletown. This analysis provides insights into the social and economic structure of Middletown and a large trade area that serves the Downtown, including the Russell Library, and to a lesser degree, City Hall.

Middletown is the largest community in the Lower Connecticut River Valley Region (Region) and functions as the urban core for the Region. Middletown dominates in terms of population, households, housing units, workforce, and commercial development. Therefore, Middletown's Main Street and Downtown do not simply serve the Middletown community, but function as the Region's Main Street and Downtown.

The demographic and socioeconomic data on the following pages inform us who the residents of Middletown are and the users (or consumers) of Downtown Middletown. The Middletown Community Profiles details the residents of Middletown, the population who are likely the most numerous and frequent users of Downtown. The 5- and 10-mile radius Community Profiles further expand our understanding of the proximate populations who are also likely frequent users of Downtown.

Middletown, with a median household income of \$79,786 and 41% of the population with a college degree, is a middle-class community. This is further supported by the Tapestry

Segmentations of Parks & Rec and Front Porches, middle-class and mostly suburban households. The Social Security Set segmentation, an older and less wealthy cohort, reminds us that even though Middletown is younger in average age than the Region and state, it still has a substantial aging population on a fixed income.

In the 5- and 10-mile radiuses, the populations are not very different than those in Middletown. The Parks and Rec and Front Porches repeat as top three segmentations, while Savvy Suburbanites are added to the segmentations, indicating a more affluent segmentation in the Region. The Savvy Suburbanites likely provide a key consumer segment that bolsters the Downtown's dining scene—a scene that is critical to maintaining and creating a regional draw to Main Street and Downtown.

While City Hall is a more functional destination for the local Middletown population, providing governance services to residents and businesses, the Russell Library, as with most libraries, serves the needs of populations beyond the local community. This is especially true of urban core libraries in regions of mostly smaller and rural communities that cannot or don't provide the same level of services. Therefore, this indicates that physical expansion of the library, which will allow for an expansion in services, can and will likely capture a greater regional market share of patrons—expanded services will capture unmet demand.

Community Profile: City of Middletown

Demographics and Socioeconomics



Community Profile & Trends

Geography: County Subdivision

48,529	2.13	30,529	2,426	4.5%	38.7	\$79,786	\$1,127,772
Population	Avg Size Household	2024 Retail Goods (Avg)	2024 Total Businesses	Unemployment Rate - 2024	Median Age	Median HH Income	Average Net Worth

Housing Stats

\$325,250	22,060	\$1,171
Median Home Value	2024 Total Housing Units (Esri)	Median Contract Rent

Education

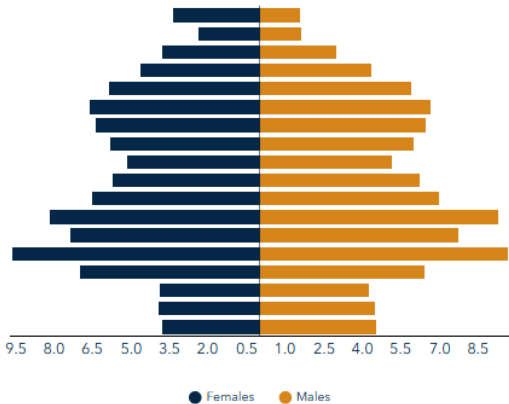
5%	28%	26%	41%
No High School Diploma	High School Graduate	Some College	Bachelor's/Grad/Prof Degree

Projected Growth

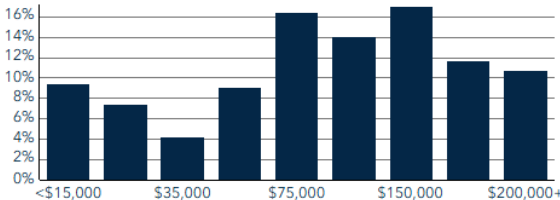
48,164	22,339	34,048
2029 Total Population (Esri)	2029 Total Housing Units (Esri)	2029 Retail Goods (Avg)

Tapestry segments

 5C Parks and Rec 3,400 households	16.6% of Households
 8E Front Porches 3,380 households	16.5% of Households
 9F Social Security Set 2,415 households	11.8% of Households



Household Income



Annual Household Spending

\$2,356	\$273	\$7,118
Apparel & Services	Computers & Hardware	Groceries
\$7,252	3,832	
Health Care	2024 Food Away from Home	

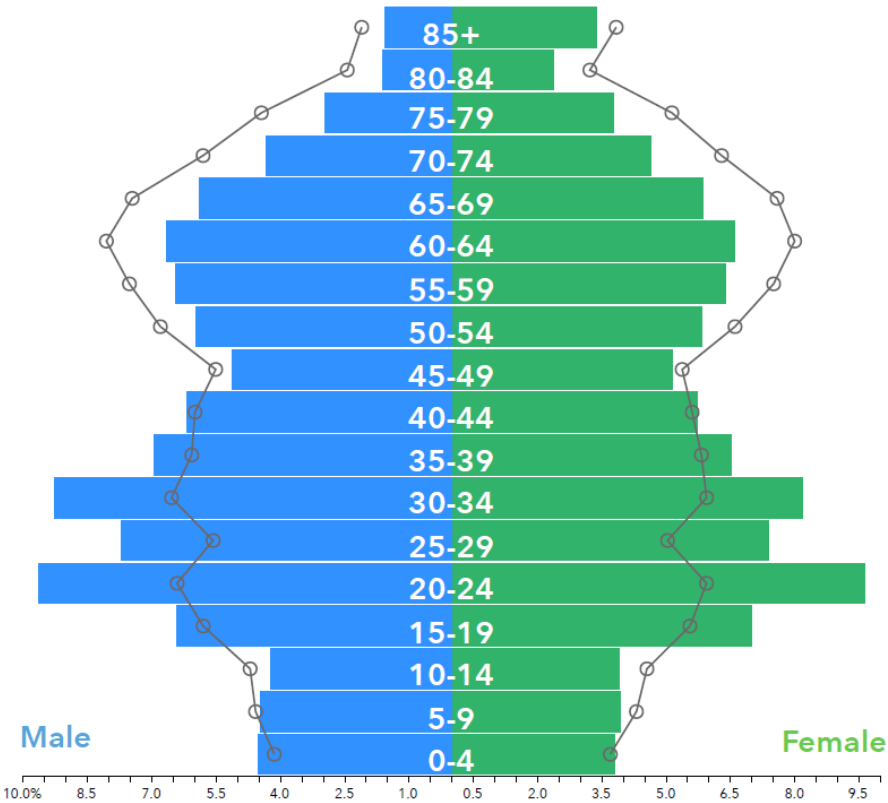


Source: Esri, Esri-U.S. BLS, ACS, Esri-MRI-Simmons, Esri-Data Axle
Esri forecasts for 2024, 2029, 2018-2022
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Age Pyramids: City of Middletown

Demographics and Socioeconomics

2024 Age Pyramid

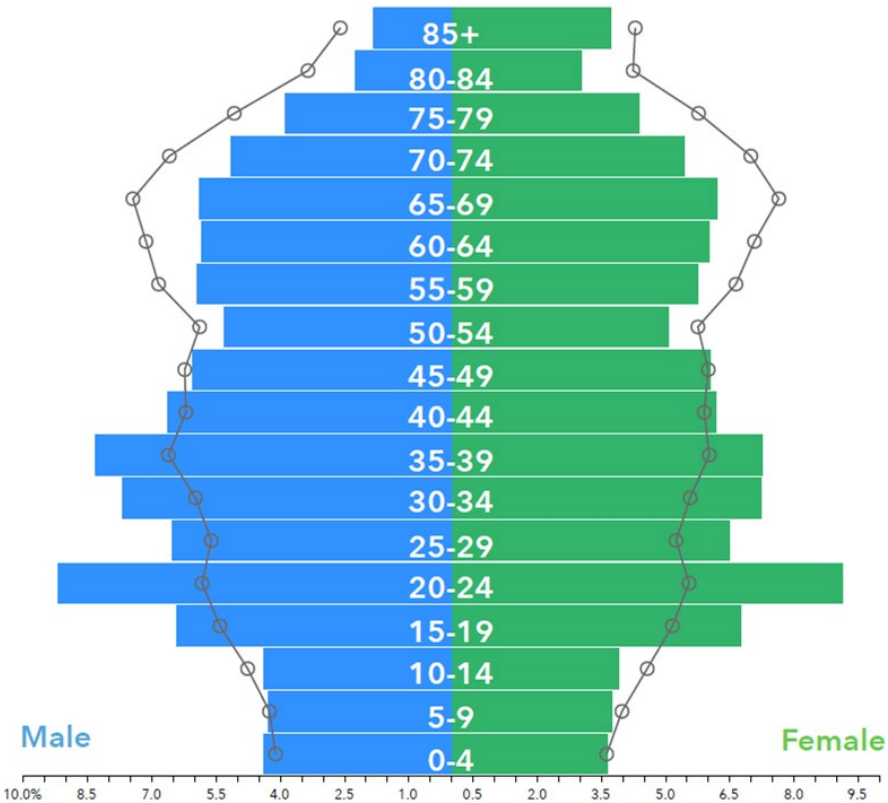


The largest group:
2024 Females Age 20-24

The smallest group:
2024 Males Age 85+

Dots show comparison to Lower Connecticut River Valley Planning Region

2029 Age Pyramid



The largest group:
2029 Females Age 20-24

The smallest group:
2029 Males Age 85+

Dots show comparison to Lower Connecticut River Valley Planning Region

Top Tapestries: City of Middletown

Demographics and Socioeconomics

- 3,400 Households
- 16.6% of Households
- Median Age: 42
- Average Income: \$69,300
- Top Employments:
Professional Services, Management

- 3,380 Households
- 16.5% of Households
- Median Age: 36
- Average Income: \$51,400
- Top Employments:
Professional Services, Administrative

- 2,415 Households
- 11.8% of Households
- Median Age: 47
- Average Income: \$22,100
- Top Employments:
Retired, Professional Services

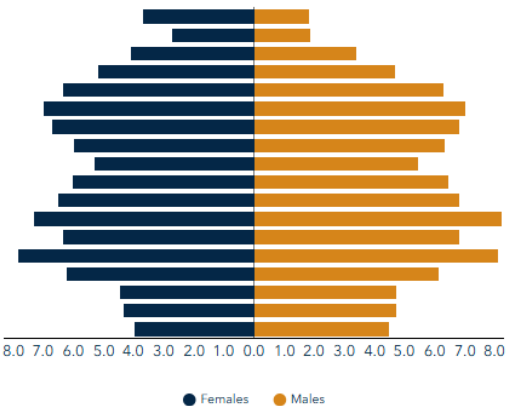
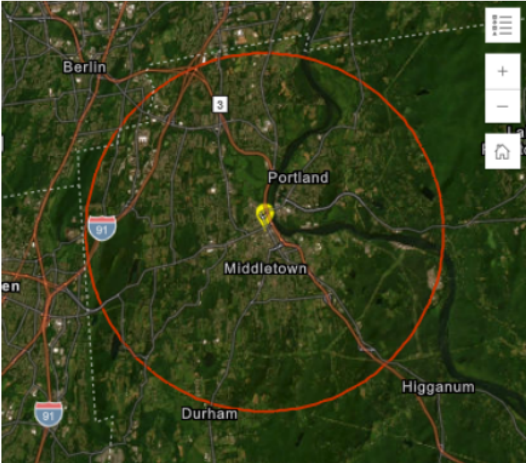
Parks and Rec: These suburbanites have achieved the dream of home ownership by purchasing homes within their means. Their homes are older, often townhomes and duplexes. Many of these families are two-income married couples approaching retirement age; they are comfortable in their jobs and their homes, and budget wisely, but do not plan on retiring anytime soon or moving. Neighborhoods are well established, as are the amenities and programs that support their now independent children through school and college. The appeal of these kid-friendly neighborhoods is now attracting a new generation of young couples.

Front Porches: Front Porches are a blend of household types, with more young families with children and more single households than average. More than half of householders are renters, and many of the homes are older townhomes or duplexes. Friends and family are central to Front Porches residents and help to influence household buying decisions. Households tend to own just one vehicle, but it is used only when needed.

Social Security Set: Social Security Set is an older market located in metropolitan cities. One-fourth of these householders are 65 or older and dependent on low, fixed incomes, primarily Social Security. In the aftermath of the Great Recession, early retirement is now a dream for many approaching retirement age; wages and salary income in this market are still earned. Residents live alone in low-rent, high-rise buildings, located in or close to business districts that attract heavy daytime traffic. But they enjoy the hustle and bustle of life in the heart of the city, with the added benefit of access to hospitals, community centers, and public transportation.

Community Profile: 5-Mile Radius

Demographics and Socioeconomics



● Females ● Males



Source: Esri, Esri-U.S. BLS, ACS, Esri-MRI-Simmons, Esri-Data Axle
Esri forecasts for 2024, 2029, 2018-2022
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Community Profile & Trends

Ring of 5 miles

75,377	2.19	33,742	3,835	4.2%	41.3	\$89,638	\$1,490,446
Population	Avg Size Household	2024 Retail Goods (Avg)	2024 Total Businesses	Unemployment Rate - 2024	Median Age	Median HH Income	Average Net Worth

Housing Stats

\$351,401	34,039	\$1,173
Median Home Value	2024 Total Housing Units (Esri)	Median Contract Rent

Education

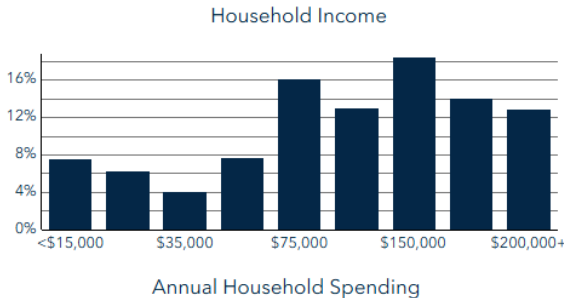
5%	27%	26%	42%
No High School Diploma	High School Graduate	Some College	Bachelor's/Grad/Prof Degree

Projected Growth

75,403	34,670	37,837
2029 Total Population (Esri)	2029 Total Housing Units (Esri)	2029 Retail Goods (Avg)

Tapestry segments

	Parks and Rec 4,397 households	13.8% of Households	▼
	Savvy Suburbanites 3,866 households	12.1% of Households	▼
	Front Porches 3,363 households	10.5% of Households	▼



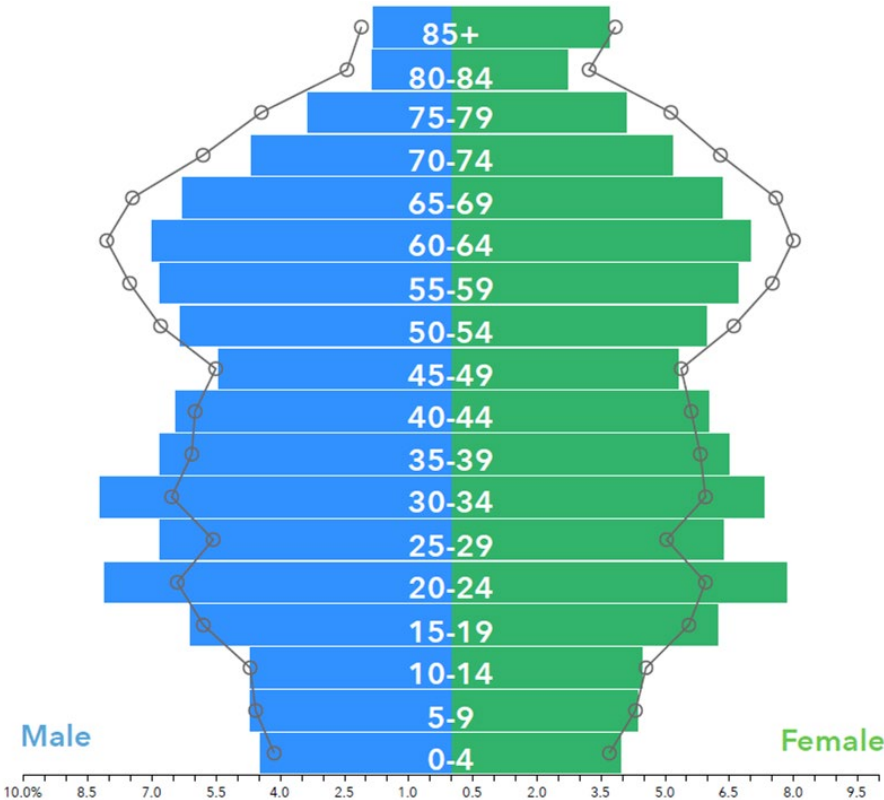
Annual Household Spending

\$2,535	\$292	\$7,709
Apparel & Services	Computers & Hardware	Groceries
\$8,106	4,151	
Health Care	2024 Food Away from Home	

Age Pyramids: 5-Mile Radius

Demographics and Socioeconomics

2024 Age Pyramid

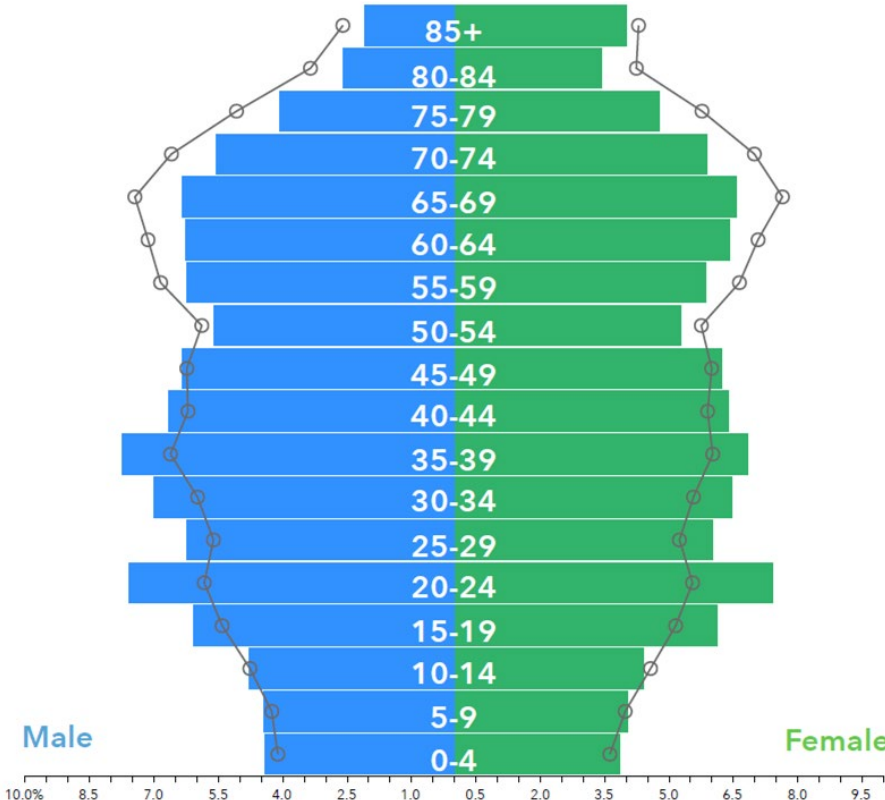


The largest group:
2024 Males Age 30-34

The smallest group:
2024 Males Age 85+

Dots show comparison to Lower Connecticut River Valley Planning Region

2029 Age Pyramid



The largest group:
2029 Females Age 20-24

The smallest group:
2029 Males Age 85+

Dots show comparison to Lower Connecticut River Valley Planning Region

Top Tapestries: 5-Mile Radius

Demographics and Socioeconomics

- 4,397 Households
- 13.8% of Households
- Median Age: 42
- Average Income: \$69,300
- Top Employments:
Professional Services, Management

- 3,866 Households
- 12.1% of Households
- Median Age: 46
- Average Income: \$119,200
- Top Employments:
Professional Services, Management

- 3,363 Households
- 10.5% of Households
- Median Age: 36
- Average Income: \$51,400
- Top Employments:
Professional Services, Administrative

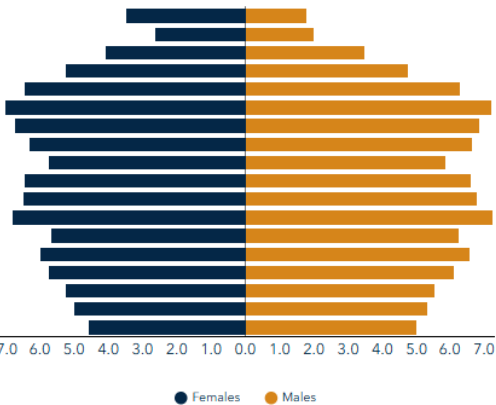
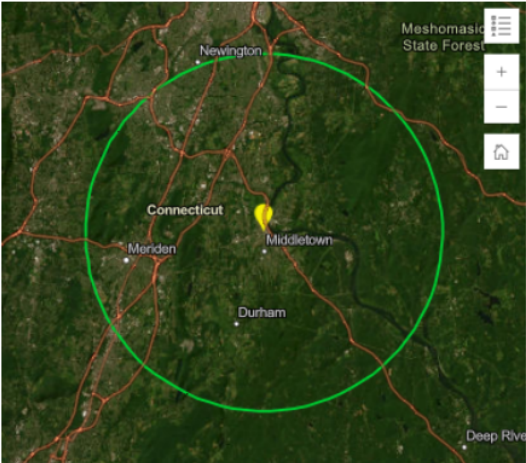
Parks and Rec: These suburbanites have achieved the dream of home ownership by purchasing homes within their means. Their homes are older, often townhomes and duplexes. Many of these families are two-income married couples approaching retirement age; they are comfortable in their jobs and their homes, and budget wisely, but do not plan on retiring anytime soon or moving. Neighborhoods are well established, as are the amenities and programs that support their now independent children through school and college. The appeal of these kid-friendly neighborhoods is now attracting a new generation of young couples.

Savvy Suburbanites: Savvy Suburbanites residents are well-educated, well-read, and well-capitalized. Families include empty nesters and empty nester wannabes, who still have adult children at home. Located in older neighborhoods outside the urban core, their suburban lifestyle includes home remodeling and gardening plus the active pursuit of sports and exercise. They enjoy good food and wine, plus the amenities of the city's cultural events.

Front Porches: Front Porches are a blend of household types, with more young families with children and more single households than average. More than half of householders are renters, and many of the homes are older townhomes or duplexes. Friends and family are central to Front Porches residents and help to influence household buying decisions. Households tend to own just one vehicle, but it is used only when needed.

Community Profile: 10-Mile Radius

Demographics and Socioeconomics



esri | THE POWER OF WHERE™
Source: Esri, Esri-U.S. BLS, ACS, Esri-MRI-Simmons, Esri-Data Axle
Esri forecasts for 2024, 2029, 2018-2022
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Community Profile & Trends

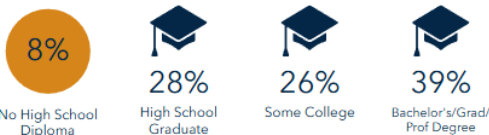
Ring of 10 miles

277,761	2.36	35,506	12,116	4.7%	42.2	\$92,367	\$1,694,868
Population	Avg Size Household	2024 Retail Goods (Avg)	2024 Total Businesses	Unemployment Rate - 2024	Median Age	Median HH Income	Average Net Worth

Housing Stats



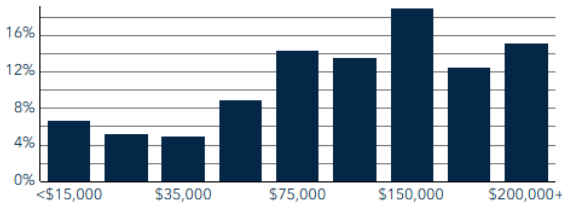
Education



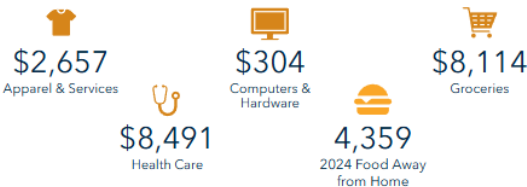
Projected Growth



Household Income



Annual Household Spending



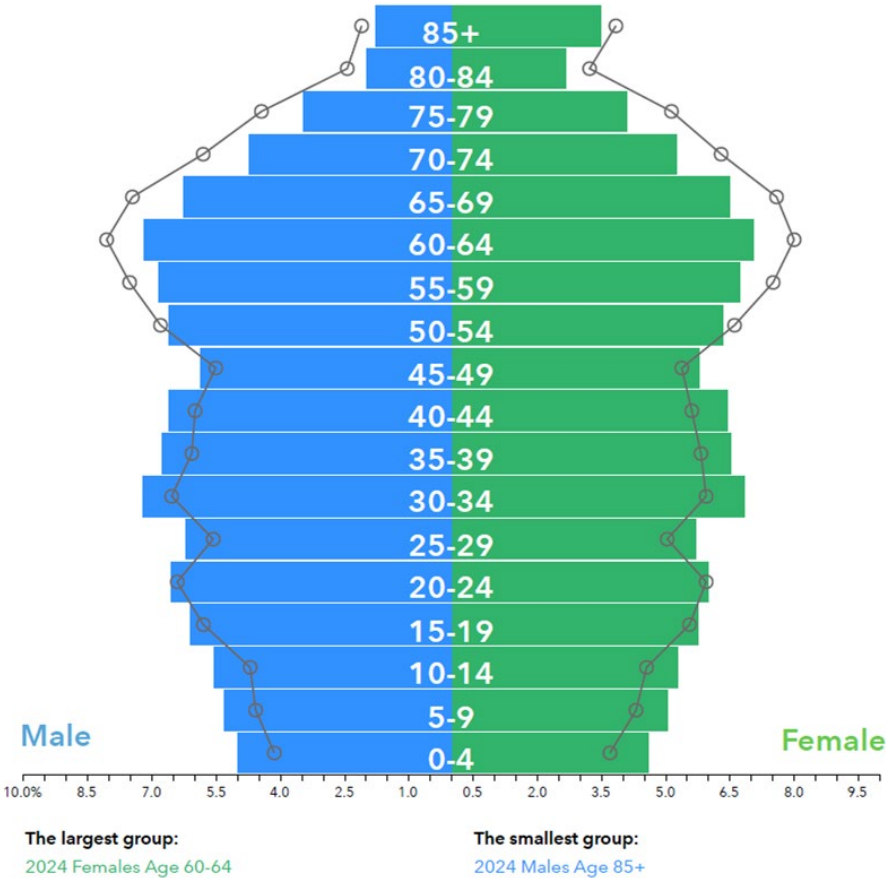
Tapestry segments

1D Savvy Suburbanites 19,819 households	17.4% of Households	▼
5C Parks and Rec 16,481 households	14.5% of Households	▼
8E Front Porches 12,022 households	10.5% of Households	▼

Age Pyramids: 10-Mile Radius

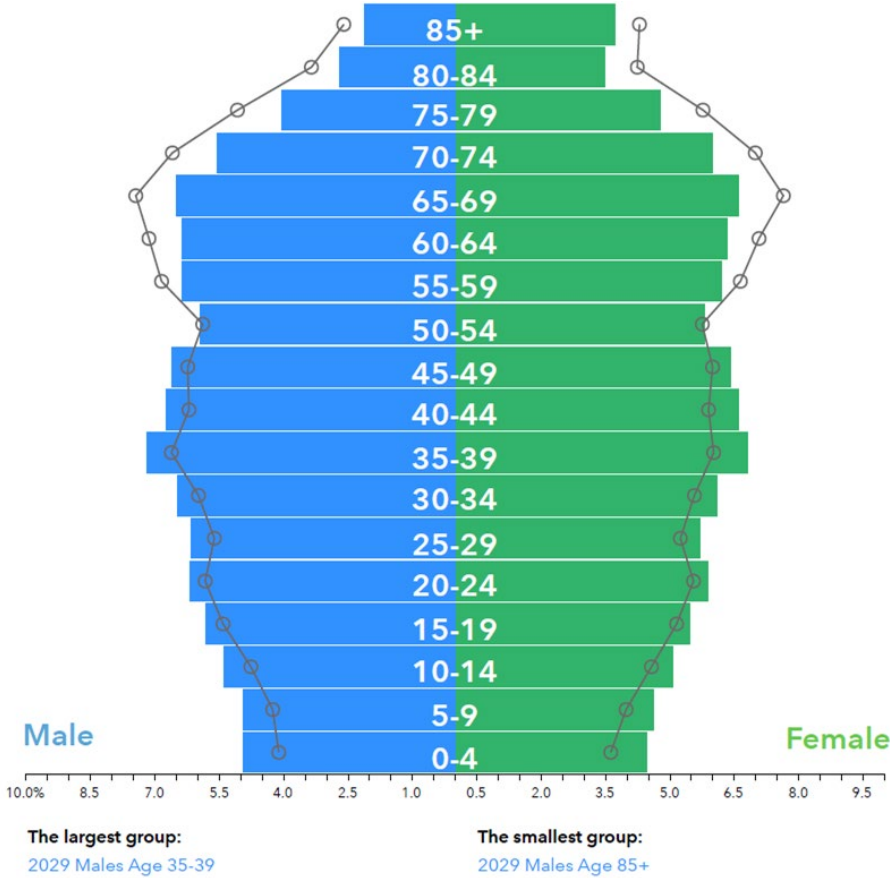
Demographics and Socioeconomics

2024 Age Pyramid



Dots show comparison to Lower Connecticut River Valley Planning Region

2029 Age Pyramid



Dots show comparison to Lower Connecticut River Valley Planning Region

Top Tapestries: 10-Mile Radius

Demographics and Socioeconomics

- 19,819 Households
- 17.4% of Households
- Median Age: 46
- Average Income: \$119,200
- Top Employments:
Professional Services, Management

- 16,481 Households
- 14.5% of Households
- Median Age: 42
- Average Income: \$69,300
- Top Employments:
Professional Services, Management

- 12,022 Households
- 10.5% of Households
- Median Age: 36
- Average Income: \$51,400
- Top Employments:
Professional Services, Administrative

Savvy Suburbanites: Savvy Suburbanites residents are well-educated, well-read, and well-capitalized. Families include empty nesters and empty nester wannabes, who still have adult children at home. Located in older neighborhoods outside the urban core, their suburban lifestyle includes home remodeling and gardening plus the active pursuit of sports and exercise. They enjoy good food and wine, plus the amenities of the city's cultural events.

Parks and Rec: These suburbanites have achieved the dream of home ownership by purchasing homes within their means. Their homes are older, often townhomes and duplexes. Many of these families are two-income married couples approaching retirement age; they are comfortable in their jobs and their homes, and budget wisely, but do not plan on retiring anytime soon or moving. Neighborhoods are well established, as are the amenities and programs that support their now independent children through school and college. The appeal of these kid-friendly neighborhoods is now attracting a new generation of young couples.

Front Porches: Front Porches are a blend of household types, with more young families with children and more single households than average. More than half of householders are renters, and many of the homes are older townhomes or duplexes. Friends and family are central to Front Porches residents and help to influence household buying decisions. Households tend to own just one vehicle, but it is used only when needed.



Russell Library: A Downtown Anchor

Overview

Russell Library: A Downtown Anchor

The City of Middletown is considering the construction of a modern library on the existing site of Russell Library that will include spaces and facilities to enable substantially enhanced delivery of services and programs to the public. Middletown now has approximately 45,000 square feet of library space, located within the Downtown neighborhood. A new library would replace the Russell Library, which has served Middletown since 1876. The existing Library went through expansions in 1930, the 1950s, 1972, 1983, and 1997. Unfortunately, with the last major renovation being in 1983, the Library has reached the end of its useful life. It is undersized, outdated, and functionally obsolete. However, its location is vital to the Downtown. This report focuses on and evaluates the strength of the Russell Library from the perspective of its functionality and location as an anchor and hub for the downtown area.

Middletown's Plan of Conservation and Development (2021) observes that:

"The Russell Library should build on its existing programming and services to create an environment where all patrons feel welcome, comfortable, and inspired. The library should strive to substantially increase its capacity to provide 21st-century services to the community by addressing the challenges posed by its 19th-century building and infrastructure: efficiency/sustainability,

maintenance, staffing, wiring/technology. The last major renovation to the Russell Library occurred 37 years ago (1983) when it connected three buildings not designed to function as a library (an 1834 church, a 1930 wing, and a 1960s bank building). A comprehensive plan should address the convenience and cost of parking."

The plans to construct a new library are consistent with the POCD.

Middletown is the twentieth-largest municipality in Connecticut, with nearly 48,000 residents. We visited the library and spoke with Library Director Ramona Burkey and other library and municipal officials as part of this study. We reviewed the strategic plan entitled *"Future-Ready for Middletown: A Strategic Plan for the Russell Library 2021-2025"* and the many studies related to space assessment, feasibility, site planning, and conceptual renderings.



Overview

Russell Library: A Downtown Anchor

Middletown has a vibrant downtown that has improved greatly over the past 20 years, becoming a regional hub of hospitality and sociality. The Russell Library is located one block west of Main Street and one block south of Washington Street at the corner of Court Street and Broad Street—in the heart of Downtown Middletown.

When considering a civic institution such as a library in a downtown, it is valuable to conceptualize the library as an anchor tenant. ICSC Innovating Commerce Serving Communities, the former International Council of Shopping Centers, characterizes *“anchors as major tenants with substantial economic strength that occupy large square footage and serve as primary traffic generators.”* Most municipal facilities, a library or city hall, would not be thought of in these terms. Still, libraries and city halls are activity centers that draw large numbers of visitors and can and ought to be considered anchors. Even with its age, small size, and substandard facilities, the Russell Library is a powerful traffic generator and an essential anchor tenant to Downtown Middletown

Modern libraries that require significant square footage now include meeting rooms, activity centers, teen areas, business support centers, computers, digital services, modern restrooms, and other needs over and above their stacking requirements. These modern libraries generate more traffic than the Russell

Library. The attributes of a modern library are the elements lacking within the current Library. They would be included in a new facility and significantly strengthen direct and indirect benefits and returns. Most importantly, these amenities would increase the traffic in the Downtown generated by the library.

A new 63,000 square foot library would easily make it one of the most significant buildings within the downtown and therefore one of the largest tenants. However, the size of the building is secondary to its ability to deliver services and generate traffic. The existing Russell Library is historically very successful in loaning its collection and serving the needs of the community.

As part of our analysis and presentation of our findings, we have provided additional statistical profile information from Connecticut Library statistics, including library services and circulation in Middletown and a sample of comparable communities in population and wealth on the following page.

Market Analysis

Russell Library: A Downtown Anchor

General Information

	Population of Service Area 2020	AENGLC Wealth Rank 2021	Latest Major Construction Date (Main Library)	Square Feet of Main & Branches	Square Feet Per Capita
Middletown	47,984	134	1983	45,000	0.94

Comparable Communities	Danbury	86,124	124	1997	45,000	0.52
	Hamden	60,014	147	1980	46,351	0.77
	Bristol	61,601	145	2013	69,327	1.13
	Manchester	59,408	137	1962	38,502	0.65
	Enfield	40,792	135	1968	20,224	0.50

Overall Middletown Rank	21	134	145	19	112
Rank Amongst Comparable Communities	5	5	3	3	2

Library Services

Total Annual Service Hours (Main Library Only)	Hours Open in a Typical Week (Main Library)	Total Library Visits	Library Visits Per Capita	Library Visits Per Service Hour	% of Residents with Library Cards	# Internet Computers for the Public	Internet Computers per 1000 of Population
3,122	64	175,662	3.7	56.3	26%	26	0.54

2,652	51	123,739	1.4	46.7	26%	65	0.75
2,652	51	60,605	1.0	10.4	21%	19	0.32
3,247	63	167,448	2.7	27.6	23%	38	0.62
3,432	68	202,914	3.4	33.1	30%	8	0.13
3,120	60	94,894	2.3	17.2	31%	17	0.42

18	13	18	82	10	122	62	137
3	2	2	1	1	4	3	3

Circulation

	Total Circulation	Total Physical Items Circulation	Circulation Per Capita	Approximate Residential Circulation Per Capita	2023-2024 borrowIT CT Circulation	Total Adult Circulation, All Formats	Adult Circulation Per Capita	Total YA Circulation, All Formats	Total Children's Circulation, All Formats	Children's & YA Circ Per Capita (Under 18 Population Only)
Middletown	265,043	203,210	5.5	5.0	23,161	149,920	3.1	12,549	91,147	14.58

Comparable Communities	Danbury	274,260	187,027	3.2	3.1	10,889	185,190	2.2	13,360	72,470	4.89
	Hamden	310,882	234,379	5.2	4.7	26,434	187,508	3.1	10,920	103,050	10.68
	Bristol	275,595	232,848	4.5	4.0	27,432	148,959	2.4	9,128	117,473	9.74
	Manchester	689,104	599,858	11.6	9.8	108,293	343,964	5.8	27,592	269,069	24.17
	Enfield	199,938	162,603	4.9	4.5	18,158	135,827	3.3	3,703	60,403	7.86

Overall Middletown Rank	25	27	96	94	42	19	91	17	28	68
Rank Amongst Comparable Communities	5	4	2	2	4	4	4	3	4	2



City Hall: A Downtown Anchor

Overview

City Hall: A Downtown Anchor

The City of Middletown is considering the relocation of City Hall to the northwest corner of Main Street and College Street. Middletown's Plan of Conservation and Development (2021) observes that:

"Middletown has features with regional draw, including large employers and high household incomes. The City owns two large parcels of land, the Arcade site (2.5 acres) on Dingwall Drive and the City Hall property (5.0 acres) on DeKoven Drive, which offer prime land for private investment..." And that "City Hall should be an inviting and safe public place where residents can meet the City's leaders and staff, seek services, find information, conduct business, attend meetings, and contribute to civic life."

The plans to relocate City Hall to Main Street can achieve these observations in the Plan. For example, the five-acre City Hall does provide an opportunity for private investment, adding economic activity and vibrancy to the Downtown. Another example, the proposed location at the corner of Main Street and College Street is more inviting, has usable outdoor public space, and is better located within the Downtown.



Overview

City Hall: A Downtown Anchor

As noted by the City's consultant, who has studied the existing City Hall, the Main Street building, and the reuse of the City Hall site, the Main Street location provides many benefits:

- More accessible for the public, closer to the population
- Allows a presence on Main Street
- Provides large gathering spaces for the public
- Allows for creative use of County Lane (green space)
- Uses an existing underutilized parking structure
- Allows for better use of the existing City Hall site
- Retrofitting is less expensive than a new build.

Goman+York agrees with these benefits, and we also believe that the Main Street location will create greater interactions between City Hall employees and visitors with Main Street businesses, creating greater economic activity and vibrancy. In addition, research has shown that government facilities, such as city halls, have positive economic impacts on downtowns. A new City Hall on Main Street will be a strong anchor for Downtown.



Geofence Analysis: Russell Library



Russell Library and Downtown Middletown

Geofence Analysis: Russell Library

As noted, anchor tenants are expected to generate traffic, and the Russell Library does so based on our geofencing analysis. To analyze the effect of the Russell Library on Middletown's Downtown, Goman+York utilized geofencing technology by Placer.ai. Geofencing, also known as Location Insights, provides anonymized location service data obtained from cellphone applications to analyze where individual consumers have been in the past year and what their likely evening ("home") or daytime ("work") locations are. This allowed us to draw a geofence (a digital net) around the Russell Library and find the likely home locations of Library visitors and where they were up to 30 minutes before and after their visit. With this information, Goman+York was able to determine:

- the most popular days of the week for library visitation (Tuesday and Saturday),
- the most frequent visit duration (15 to 29 minutes), and
- 36% of observed visitors came from outside the Town of Middletown in the past 12 months.

The 36% of observed visitors coming from outside of Middletown is important for two reasons. First, it demonstrates and substantiates that the Russell Library functions at a regional scale—serving a population beyond Middletown. Second, it also demonstrates that the Russell Library is attracting visitors from

outside of Middletown into the Downtown—the Library is contributing to an expanded trade area for Downtown.

In addition, we also analyzed the effect of the Library on the Downtown and found:

- 33.5% of all observed Library visitors stopped in Downtown prior to visiting the Library, and
- 21.6% of all observed Library visitors are stopping in Downtown post their visit to the Library.

Recognizing that there is likely overlap in the prior and post Library visitors to Downtown, Goman+York estimates that these visitors to the Russell Library who also stop in Downtown prior to and post their visit to the Library, account for anywhere from a low of 20,300 and a high of 33,400 visitors to Downtown establishments annually. This demonstrates that the Russell Library is an anchor for Downtown, contributing to the economic vitality of Downtown. The Library-related Downtown visitors bring their wallets, and we presume that if they come to Downtown for other purposes, when they visit the library, they will also make expenditures for other goods and services Downtown.

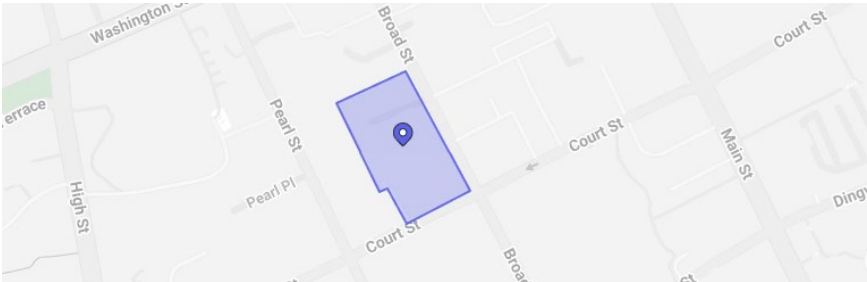
Russell Library Visitation

Geofence Analysis: Russell Library

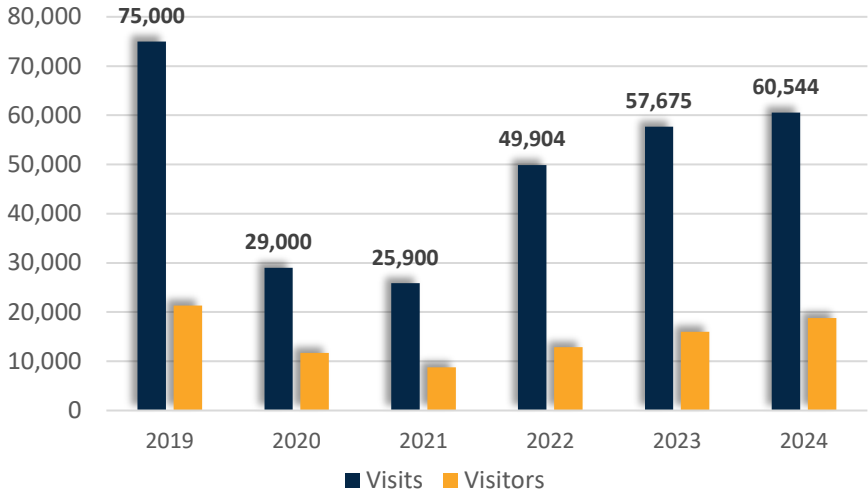
Overview

The map to the right depicts the digital geofence placed around the Russell Library site. The associated graphs show summary data about visitation to the site over the course of the last few years, along with data from the last 12 months that shows the distribution of visits by days of the week and hours of the day.

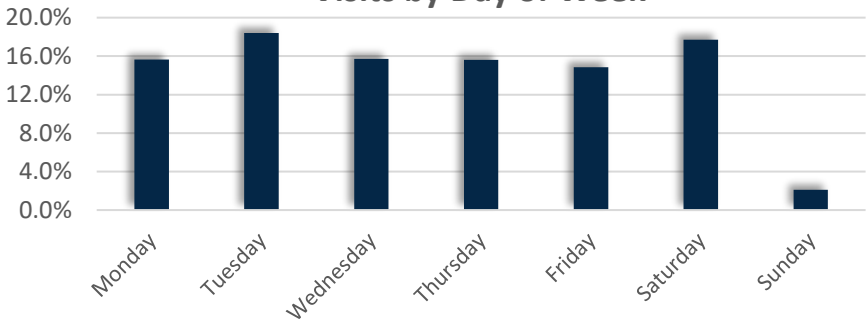
The visitation data represents the total # of visits from April 2024 – March 2025.



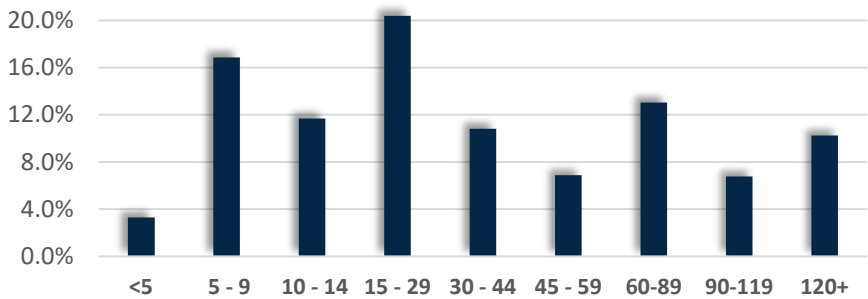
Visitation History



Visits by Day of Week

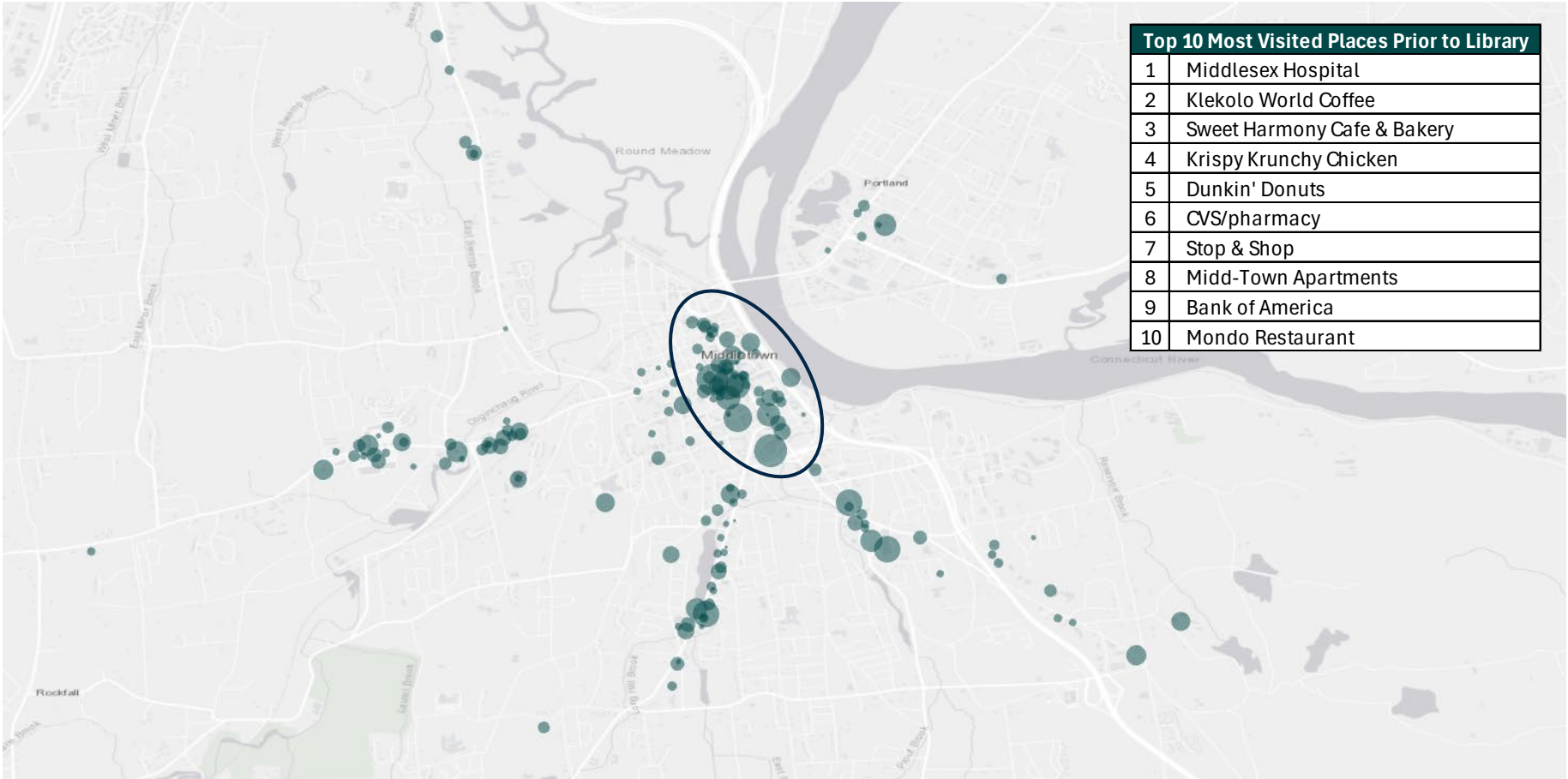


Visits by Duration (Mins)



Visitation Prior to Russell Library

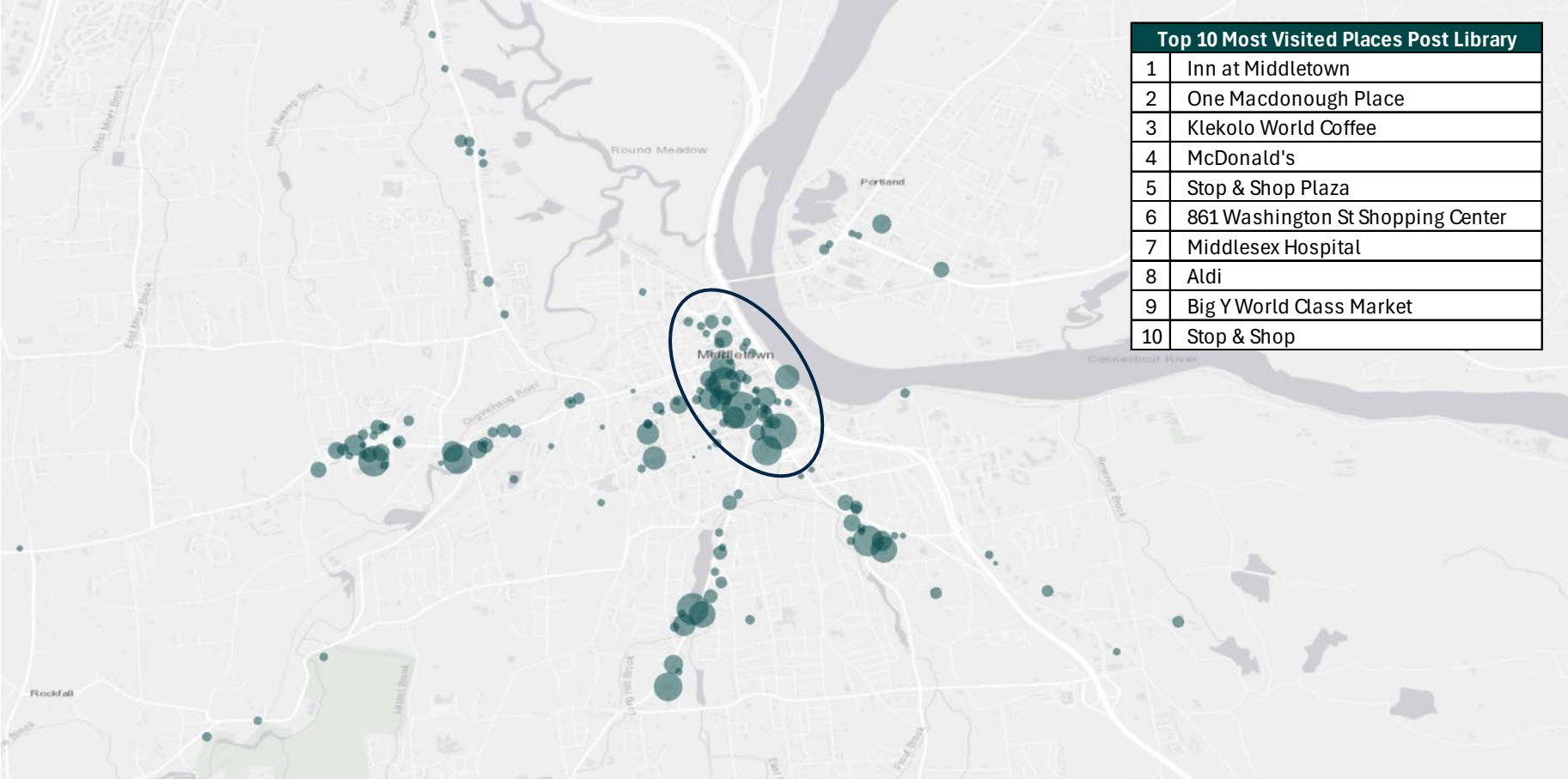
Geofence Analysis: Russell Library



33.5% of Visitors to the Russell Library visited the Main Street area prior to the library.

Visitation Post Russell Library

Geofence Analysis: Russell Library



21.6% of Visitors to the Russell Library visited the Main Street area post the library.

Visitation by Zip Code

Geofence Analysis: Russell Library

The Geofencing analysis and data bring to light the symbiotic relationship between the Russell Library and the Downtown. With the Library accounting for thousands of the observed visitors to Downtown—including visitors from outside of Middletown—we are confident that no other use (civic or commercial) generates that much spillover activity in Downtown. Therefore, it is evident that the Library is resulting in consumer spending that may not otherwise occur Downtown. While it is impossible to project specifically the increase in library visitations or the spillover effect of a new, modern, and larger Russell Library, it is reasonable to assume that library visitation and the spillover visits from the library Downtown will increase with a larger library.

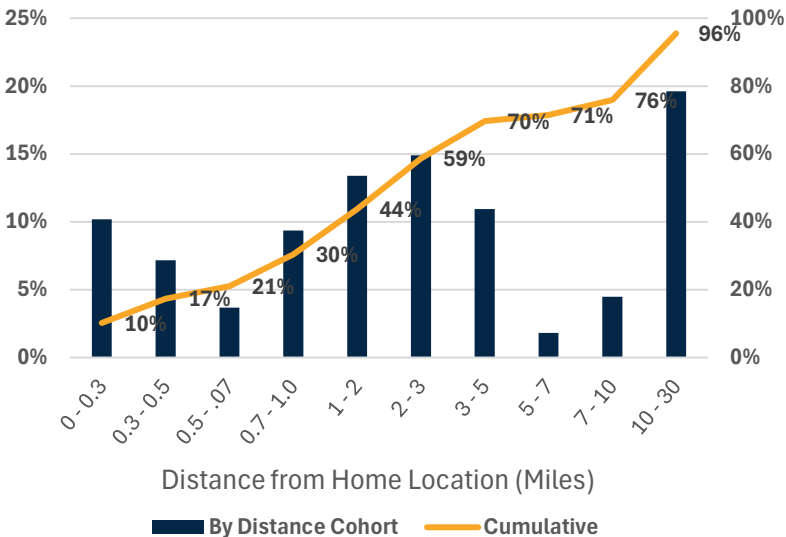
Top 10 Visits by Zip Code

Zipcode	City	Visits	% of Visits	% YoY Change in Visits
06457	Middletown	30,373	63.6%	9.5%
06416	Cromwell	878	1.8%	30.3%
06450	Meriden	769	1.6%	-37.0%
06513	New Haven	747	1.6%	909.5%
06480	Portland	714	1.5%	-15.1%
06062	Plainville	611	1.3%	201.0%
06066	Vernon Rockville	538	1.1%	782.0%
06451	Meriden	505	1.1%	-58.3%
06492	Wallingford	414	0.9%	245.0%
06370	Oakdale	349	0.7%	N/A

Today, 64% of Visits come from Middletown—no other Zip Code represents more than 2% of total visits. In addition, 70% of the Trade area is covered within 5 miles of the library.

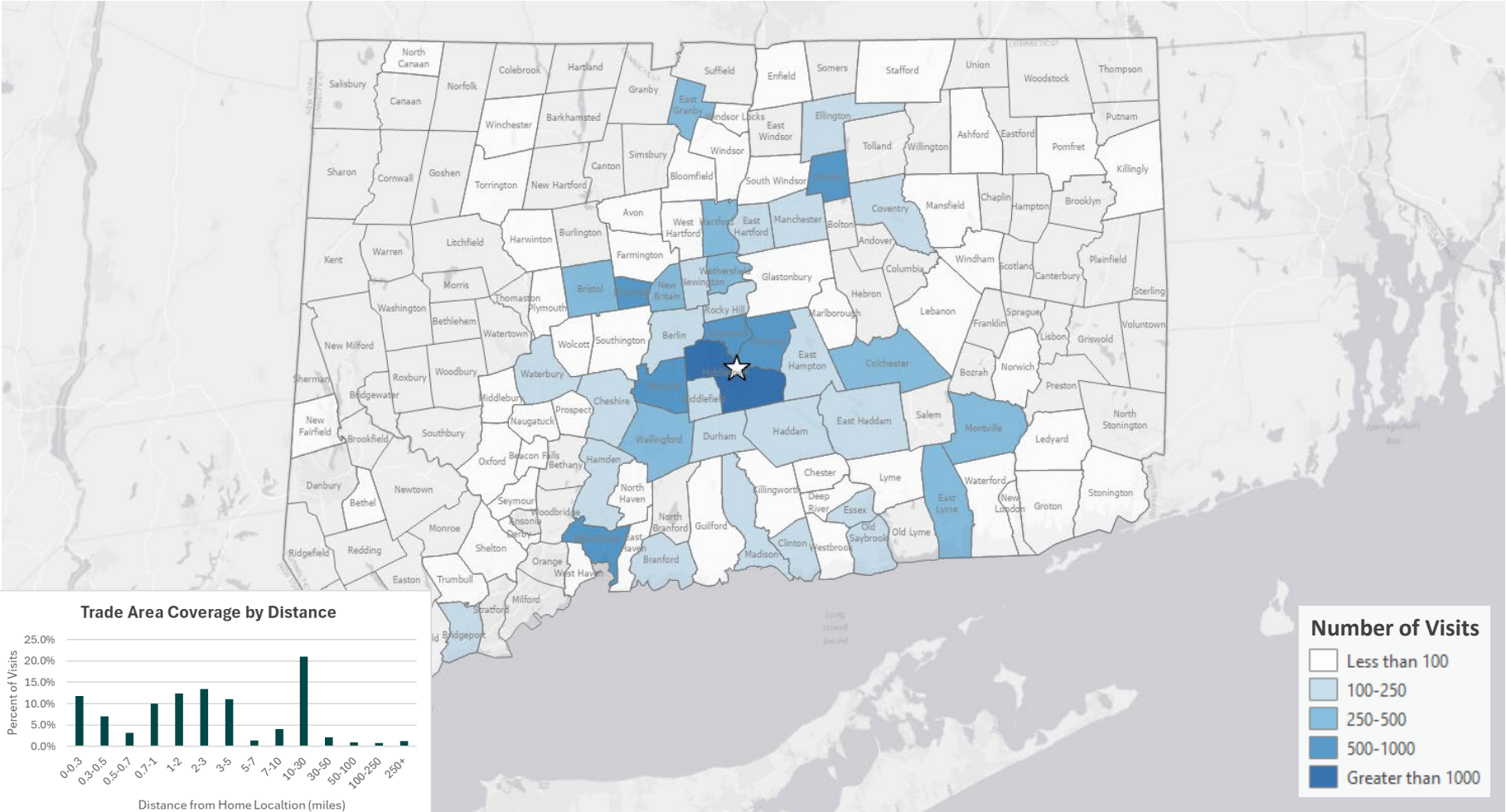
The map on the following page shows the number of visitors by zip code to the Russell Library on a statewide scale. The map demonstrates and depicts the broad regional geography and draw of the Russell Library.

Trade Area Coverage by Distance (Miles)



Visitation by Zip Code

Geofence Analysis: Russell Library





Geofence Analysis: City Hall (Melilli Parking Lot)

City Hall (Melilli Parking Lot) and Downtown Middletown

Geofence Analysis: City Hall (Melilli Parking Lot)

As noted above, anchor tenants are expected to generate traffic, and City Hall does so based on our geofencing analysis. To analyze the effect of City Hall on Middletown's Downtown, Goman+York utilized geofencing technology by Placer.ai. However, based on concerns of sensitive sites, Placer.ai blocks data from some government facilities, including city halls. Therefore, Goman+York utilized the Melilli Parking Lot, used by City Hall employees and visitors, as a proxy for City Hall. (Goman+York applied several filters and tests to determine if the parking lot geofence was capturing City Hall employees and visitors. Goman+York has a moderate to high degree of confidence in the geofence). This analysis allowed us to draw a geofence (a digital net) around the Melilli Parking as a proxy for City Hall and find the likely home locations of City Hall employees and visitors, and where they were up to 30 minutes before and after their visit. With this information, Goman+York was able to determine:

- the most popular day of the week for City Hall visitation (Friday),
- the most frequent time of day for visitation (early morning, between 8:00 and 10:00 AM), and
- 81% of observed visitors came from outside the Town of Middletown in the past 12 months.

The 81% of observed visitors coming from outside of Middletown is important for two reasons. First, it demonstrates and

substantiates that City Hall functions at a regional scale. Second, it demonstrates that City Hall is attracting visitors from outside of Middletown into the Downtown—City Hall is contributing to an expanded trade area for Downtown.

In addition, we also analyzed the effect of City Hall on the Downtown and found:

- 12.6% of all observed City Hall visitors stopped in Downtown prior to visiting City Hall, and
- 47.3% of all observed City Hall visitors are stopping in Downtown post their visit to City Hall.

Recognizing that there is likely overlap in the prior and post Library visitors to Downtown, Goman+York estimates that these visitors to City Hall who also stop in Downtown prior to and post their visit to the Library, account for anywhere from a low of 6,500 and a high of 24,000 visitors to Downtown establishments annually. This confirms that City Hall is an anchor for Downtown, contributing to the economic vitality of Downtown. The City Hall-related Downtown visitors bring their wallets, and we presume that if they come to Downtown for other purposes, when they visit the City Hall, they will also make expenditures for other goods and services Downtown. It is also important to note that City Hall employees also visit Downtown prior to work (14.5%) and post work (22.9%), further contributing to the economic vitality of Downtown Middletown.

City Hall Visitation – Employees

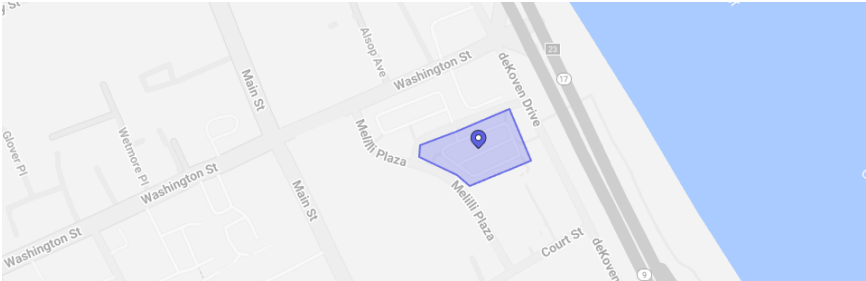
Geofence Analysis: City Hall (Melilli Parking Lot)

Overview

The map to the right shows the geofenced area around the Melilli Parking Lot. Due to platform restrictions, we were unable to geofence City Hall directly within Placer.ai. To work around this, we applied an “**Employee**” filter on the visitors to the parking lot, allowing us to isolate visits by what Placer.ai identifies as likely employees.

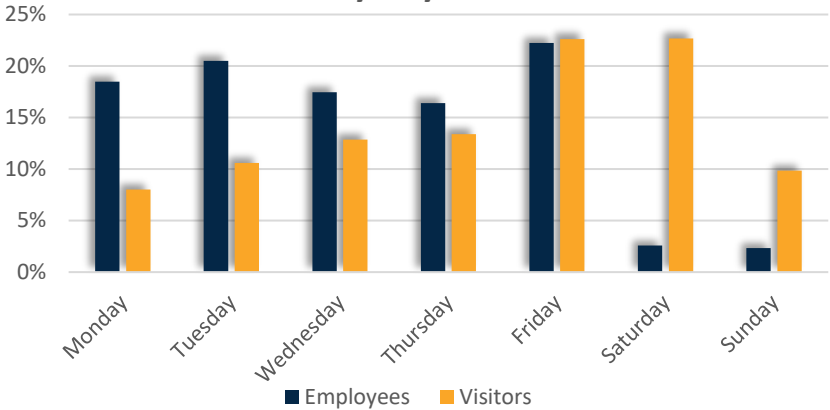
Goman+York also reviewed data from **general visitors** to the same geofenced area for comparison. The graphs and table below illustrate how visitation patterns differ between likely employees and the general public.

The visitation data represents the total # of visits from April 2024 – March 2025.



Metric	Employees	Visitors
Total Visits	18,500	127,700

Visits by Day of Week



Visits by Time of Day



City Hall Visitation – Visitors during Work Hours

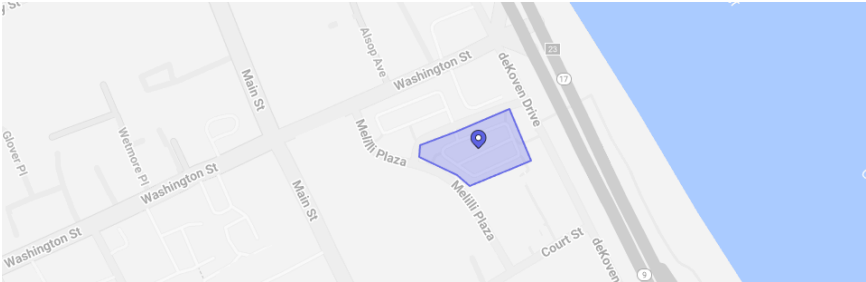
Geofence Analysis: City Hall (Melilli Parking Lot)

Overview

The map to the right shows the geofenced area around the Melilli Parking Lot. Due to platform restrictions, we were unable to geofence City Hall directly within Placer.ai.

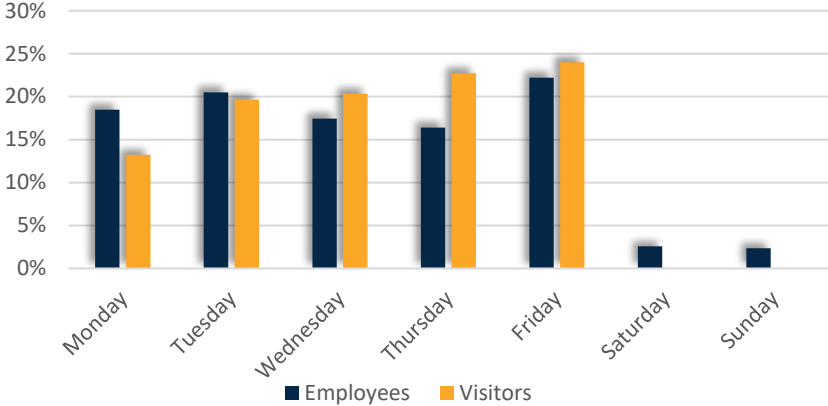
Goman+York also reviewed data from **general visitors filtered by Days: Mon-Fri and Hours: 7 AM – 5 PM** to the same geofenced area for comparison. The graphs and table below illustrate how visitation patterns differ between Visitors During Work Hours and the general public.

The visitation data represents the total # of visits from April 2024 – March 2025.

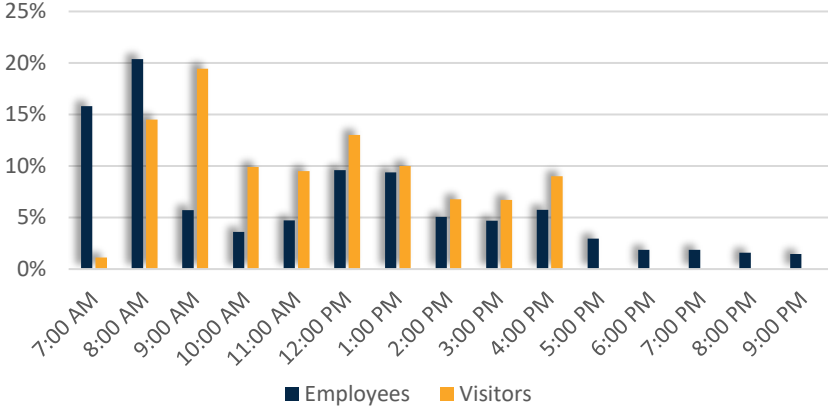


Metric	Employees	Visitors
Total Visits	18,500	51,099

Visits by Day of Week

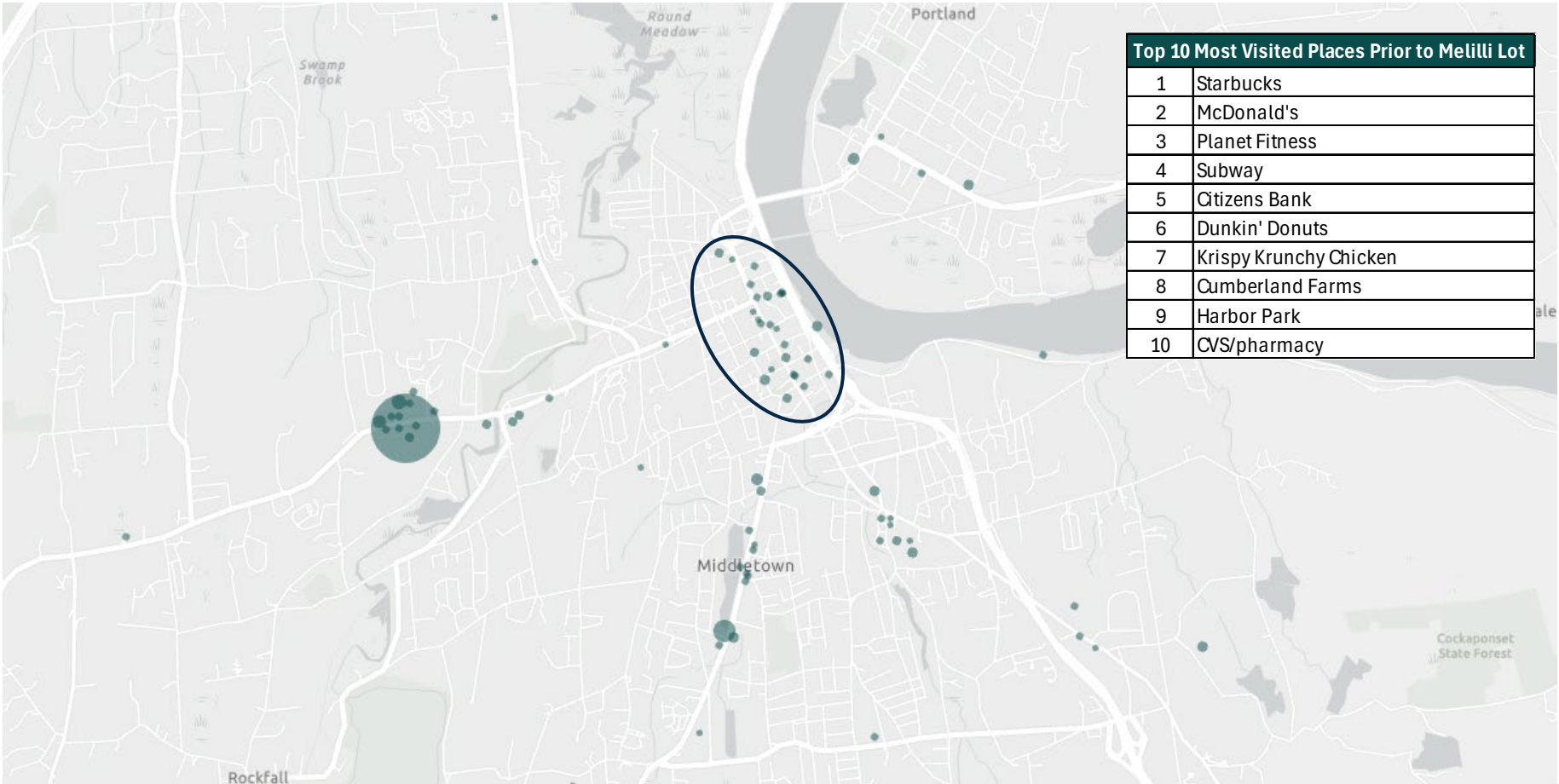


Visits by Time of Day



Visitation Prior to City Hall – Employees

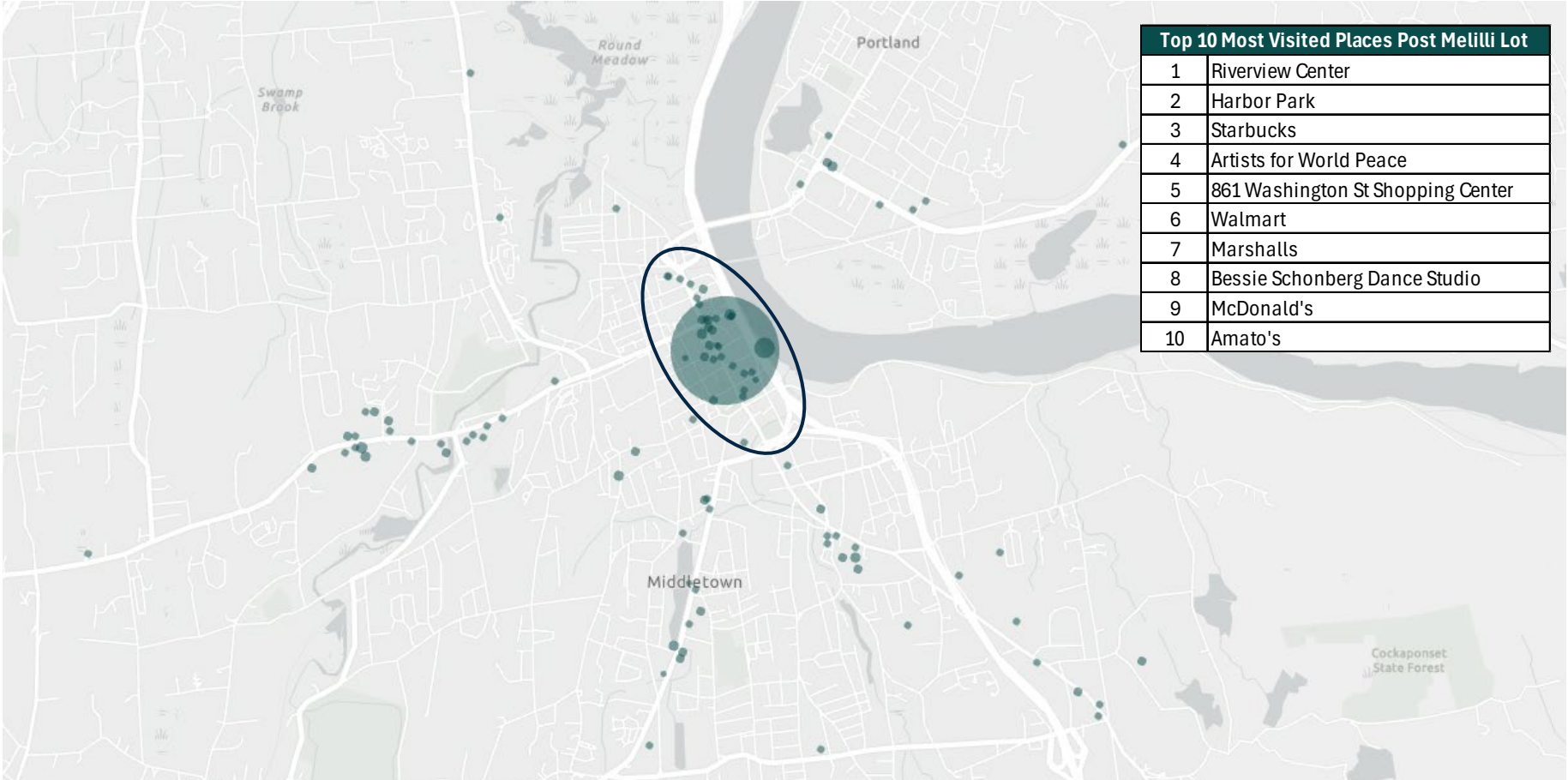
Geofence Analysis: City Hall (Melilli Parking Lot)



14.5% of likely employees of City Hall visited the Main Street area prior to the parking lot.

Visitation Post City Hall – Visitors during Work Hours

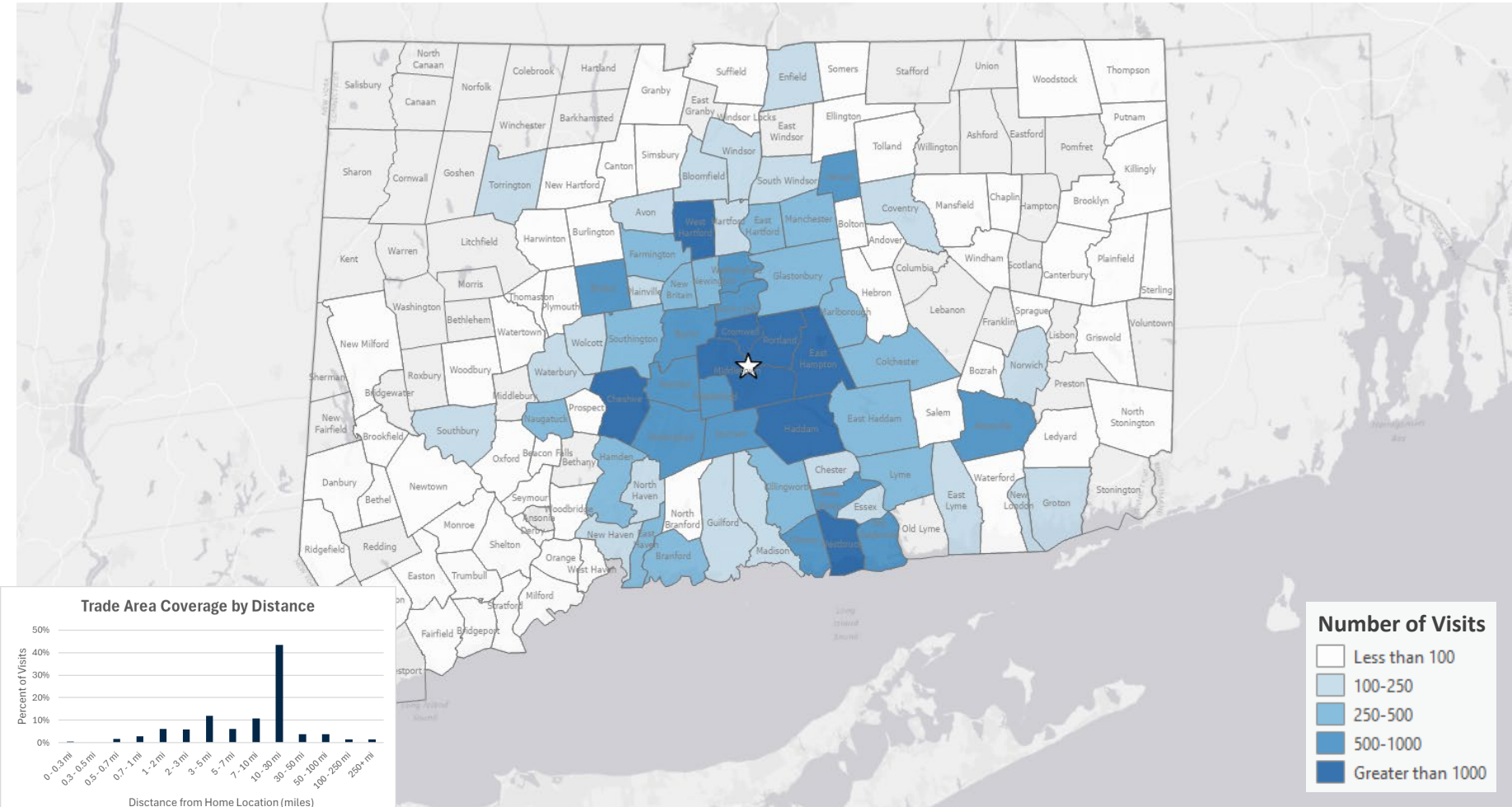
Geofence Analysis: City Hall (Melilli Parking Lot)



47.3% of Visitors to the Melilli Parking Lot visited the Main Street area post the parking lot.

Visitation by Zip Code: Visitors during Work Hours

Melilli Parking Lot and Main Street



Visitation by Zip Code – Employees

Geofence Analysis: City Hall (Melilli Parking Lot)

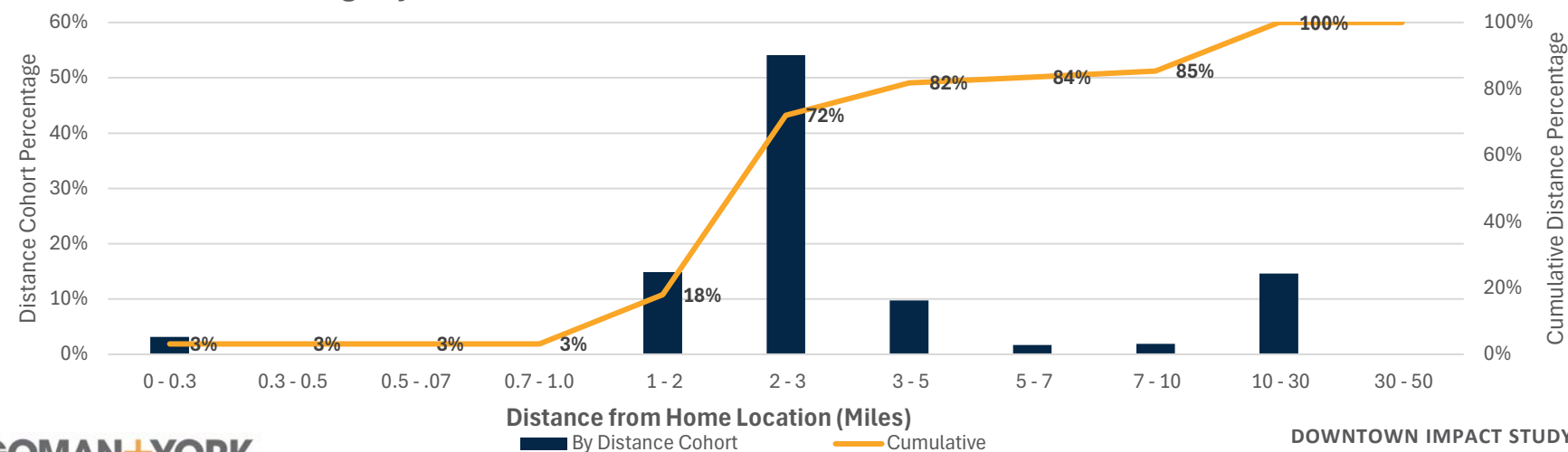
Summary

- 67% of Visits come from Middletown
- 82% of the Trade area is covered within 5 miles of the library
 - With 72% of visitors coming within 2-3 Miles

Top 10 Visits by Zip Code

Zipcode	City	Visits	% of Visits
06457	Middletown	12,293	67.2%
06010	Bristol	1,389	7.6%
06480	Portland	822	4.5%
06481	Rockfall	731	4.0%
06416	Cromwell	540	3.0%
06053	New Britain	425	2.3%
06029	Ellington	399	2.2%
06422	Durham	306	1.7%
06513	New Haven	298	1.6%
06438	Haddam	237	1.3%

Trade Area Coverage by Distance



Visitation by Zip Code – Visitors during Work Hours

Geofence Analysis: City Hall (Melilli Parking Lot)

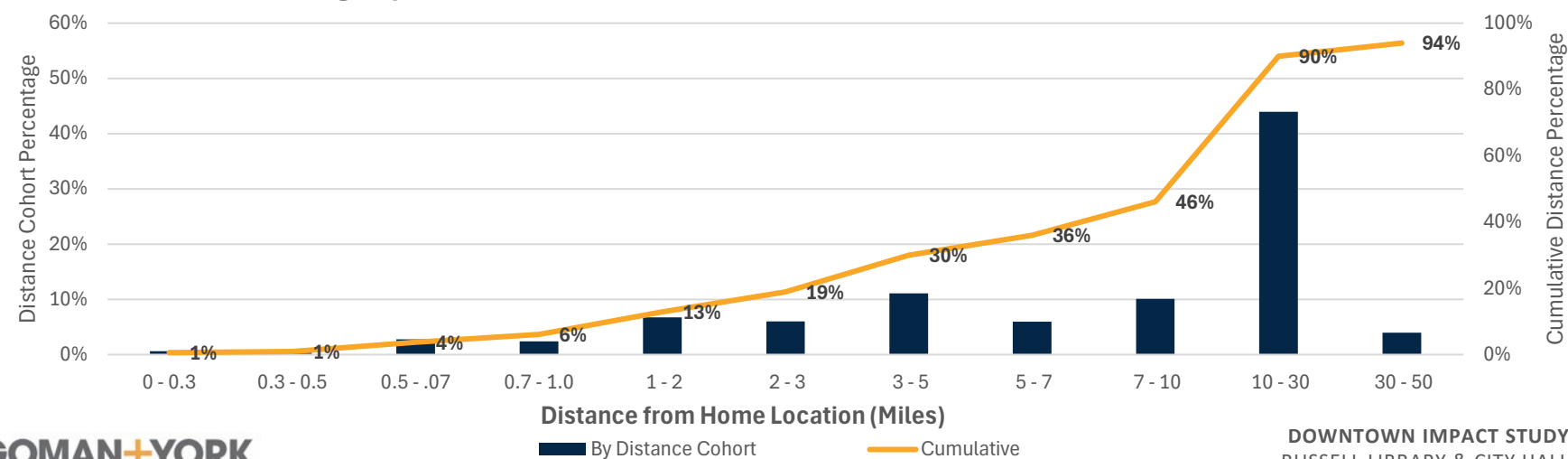
Summary

- 19% of Visits come from Middletown
- 44% of the trade area is covered within 10-30 miles of the library

Top 10 Visits by Zip Code

Zipcode	City	Visits	% of Visits
06457	Middletown	9,862	19.3%
06416	Cromwell	2,518	4.9%
06498	Westbrook	2,131	4.2%
06480	Portland	1,648	3.2%
06119	West Hartford	1,505	2.9%
06410	Cheshire	1,198	2.3%
06424	East Hampton	1,125	2.2%
06441	Higganum	1,125	2.2%
06438	Haddam	970	1.9%
06422	Durham	890	1.7%

Trade Area Coverage by Distance





Russell Library & City Hall: Direct & Indirect Benefits

Direct Benefits

Russell Library & City Hall: Direct & Indirect Benefits

Another indicator of the Russell Library’s role as an anchor tenant is its return on investment. The various materials loaned and service functions provided by libraries are direct benefits that can be translated into dollar values to estimate a return on the investment made to create this essential public facility. For this purpose, we used a methodology entitled “What’s Your Library Worth” (see Appendix A) developed by the American Library Association that assigns value to the various inputs of library use. Libraries have used this method within Massachusetts, Maine, and Illinois to help estimate the economic return for library services.

For this purpose, we calculated the economic return on the loaning of books, audiobooks, interlibrary loan requests, and eBooks downloaded using the values developed by the Massachusetts Library Association and updated in 2019 by the Maine State Library. In addition, we made additional adjustments to the Maine values to test against values generated by the Russell Library. Working with staff at the Russell Library’s more detailed values, we generated and tested against both the Massachusetts, Maine, and our Goman+York adjusted values. Therefore, we are confident in the Russell Library values shown in the table. The Russell Library for fiscal year 2024 returned approximately \$6,031,317 in value and is projecting \$7,237,580 for the end-of-year total, far greater than the Russell Library's total operating expenditures of \$3,502,939.

Recognizing and understanding the return on investment is important in the context of both the Library as a community asset and as an anchor tenant in Downtown. While the geofencing analysis demonstrates the symbiotic relationship with Downtown, the return-on-investment analysis further substantiates the economic value of investing in the Library.

Russell Library Total Circulation Values

	Total Circulation
Total FY 2024	\$265,161
Total FY 2024 to date	\$223,618
Total FY 2025 to date	\$231,068
% change	3.3%
Monthly Avg FY 2024	\$22,097
Monthly Avg FY 2025	\$23,107
Proj. FY 2025	\$277,282
Proj. % over/under FY 2024	4.6%
Value	\$4,733,589
Total Value YTD	\$6,031,317
EOY Projected Value	\$5,680,307
Total EOY Projected Value	\$7,237,580

Indirect Benefits

Russell Library & City Hall: Direct & Indirect Benefits

In addition to the positive return on investment, a new state-of-the-art library within Downtown Middletown could provide improved economic value. An article by the Urban Libraries Council (ULC) entitled “Making Cities Stronger: Public Library Contributions to Local Economic Development” reviews how modern, accessible libraries can make positive contributions to foster economic development.

Indirect benefits from public libraries include providing career resources to the community with links to local businesses, training, and technology, all of which are essential for today’s job seekers and employers. The availability of resources enables users to enjoy cost savings over having to pay for these services in the marketplace. The Russell Library has limited resources and physical facilities, which can be enhanced and upgraded within a new facility.

The design, location, and reconstruction of any library is an exercise in Placemaking. Libraries can be catalysts for physical development as they generate significant foot traffic within their surrounding area. Expanding the Russell Library can result in business-related spin-off benefits to the local economy. This includes the library visitors, and the jobs created with a larger library.

Additionally, staff do and will continue to frequent the businesses within the downtown. Library staff contribute to downtown

businesses through their expenditures. There are 37.5 full-time equivalent staff at the Russell Library, and a total of \$1,915,822 is paid in salary during Fiscal Year 2023/2024. These employees also spend money in the downtown area, benefitting local businesses. The geofencing study shows that Russell Library is already a major traffic generator for the downtown.

The construction of a new library will also be a source of income for local merchants. We estimate that a 24-month construction period would likely be needed from groundbreaking to issuing a Certificate of Occupancy, with crews assigned to complete each stage. These construction workers would be customers of local restaurants and retail stores for the duration of the buildout, thereby providing a financial benefit to downtown merchants. While this activity and its benefits may be temporary, their value can be significant to local merchants.

Direct and Indirect Benefits

Russell Library & City Hall: Direct & Indirect Benefits

Research into the economic impacts of city halls on downtowns and downtown businesses is less common than such research into libraries. The reasons for this are most likely that city halls have traditionally been located in downtowns and government facilities have not typically been viewed as economic generators.

However, of the limited research available, the most notable and cited study, "The Importance of Government Facilities in Downtown: An Analysis of Business Establishments in Wisconsin's County Seats" by the University of Wisconsin Extension (2005), found that downtowns that were county seats in Wisconsin had more businesses across all sectors than downtowns that were not County seats. This provides a strong indicator that government facilities, for example, city halls, do have positive economic impacts on downtowns.

The Wisconsin findings make sense qualitatively based on direct and indirect benefits. For example, City halls are major employers that create many jobs in the downtown—a direct benefit to downtown and downtown businesses. The indirect benefits, city halls attract other businesses, such as law firms, and increase pedestrian traffic, both of which benefit the economy and vibrancy of downtown.

Middletown's City Hall is already in downtown; therefore, the relocated City Hall would not add jobs to Downtown Middletown. However, as stated above, the current location of City Hall is

isolated, a condition that likely limits interaction between City Hall and Downtown Businesses. The proposed relocated site for City Hall, at the corner of Main Street and College Street, will place City Hall in the heart of Downtown Middletown, a location that Goman+York is confident will result in greater interaction between City Hall employees, visitors, and Downtown businesses. That increased interaction will result in greater economic activity and vibrancy in the Downtown. In addition, as a placemaking activity, the new City Hall location will draw more attention and activity to Main Street and the Downtown.

The construction/renovation of a new City Hall on Main Street will also be a source of income for local merchants. We estimate that a 12- to 18-month construction period would likely be needed from groundbreaking to issuing a Certificate of Occupancy, with crews assigned to complete each stage. These construction workers would be customers of local restaurants and retail stores for the duration of the buildout, thereby providing a financial benefit to downtown merchants. While this activity and its benefits may be temporary, their value can be significant to local merchants.

Direct and Indirect Benefits

Russell Library & City Hall: Direct & Indirect Benefits

Relocating City Hall to Main Street will not only benefit Main Street but will also create an opportunity for new private investment and development at the existing City Hall site. The five-acre City Hall is a strong location for redevelopment, as discussed in the 2024 LandMark Architects report. As conceptualized, the site could yield 160,000 square feet of mixed-use space, including 30 housing units, a 90-room hotel, and a 200-space parking garage. LandMark estimates such a development would have a total project cost of \$125,000,000. Using a construction cost approach to value, we estimate the market value of said mixed-use development at \$93,750,000 and an Assessed Value of \$65,625,000. Such a mixed-use development would result in approximately \$2,415,000 in real property taxes based on the current City and Fire District 36.80 mill rate—a substantial increase in tax revenue.

The new residents and hotel rooms at the existing City Hall site would draw more visitors and households to Downtown Middletown, creating more economic activity and vibrancy. In addition, such activity would be seven days a week compared to the five days a week of activity generated by the existing City Hall.





Library Case Studies

Purpose

Library Case Studies

The scope of work for this study requested that Goman+York provide case studies as examples of how municipalities have leveraged the construction of a new library to increase economic activity and vibrancy in a surrounding district. In addition, we were asked to consider libraries as attractions and catalysts for place-based economic development, the foot traffic generated by libraries, and the impact of active civic spaces.

In reviewing specific research for case studies, we did not find any singular case study that addressed all these considerations. While many studies focused on the community, civic, and economic benefits of libraries, they did not conceptualize the library as integrated into their surroundings as Middletown has in defining the scope of this study and report. Therefore, beyond community and economic benefits, the review revealed a few of the requested specific considerations. For example, we did not find any models for integrating commercial uses, combining libraries with retail or residential, or libraries as attractions and catalysts for place-based economic development. We found general recognition of the community and economic benefits of libraries, including that they have direct and indirect spillover impacts in the community.

In preparing this review, we examined studies done for libraries in many communities. Worthy of mention is a review for the new 40,000 square foot library in New Canaan, CT, and a new 29,256 square foot library in Kennett, Pennsylvania. An economic impact

study was performed for each of these, and we will summarize their key points here. The Hartford and West Hartford case studies do not provide economic impact analysis. However, they provide examples of limited efforts at placemaking.

Based on the limited research around city halls as economic generators, we did not find any applicable city hall case studies.



New Canaan, CT and Kennett, PA

Library Case Studies

The New Canaan, CT analysis was completed by AdvanceCT in January 2020, for which they noted that a new library would provide a variety of benefits, including learning programs such as literacy, workforce training, small and local business support, and technology training, while also supporting local arts, music, and culture and serving as a community gathering place.

The study predicts that spending by the library for supplies and by staff will benefit local merchants. It also indicated that a new library would have additional programming post-construction, from which other returns will be generated, and that patrons will also combine trips to the library with other stops within the downtown, generating additional income for those merchants. Our geofencing analysis for the Russell Library substantiates such a statement in Middletown.



The Kennett, PA study was completed in anticipation of the construction of a new 31,000 square foot library. The study concluded that the new Kennett Library would have positive economic impacts, including a projection of 52,140 unique visits per year that would generate up to \$41.89 million in non-local visitor spending. They also projected up to \$16,050 of new revenue from meeting and event space rental. The study estimated that for every \$1.00 invested in the new library, there would be a return of between \$1.05 and \$1.36 in spending in the Kennett Library zip code area. The Kennett study reinforces the indirect benefits we discussed for the Russell Library, including school readiness through early literacy training, workforce support and development, stimulating local enterprises and creating new jobs, and contributing to the character of its place through design and increased foot traffic.

New Canaan, CT and Kennett, PA

Library Case Studies

In addition to the two communities and studies noted above, we believe it is important to note the recent expansions/renovations of the Hartford Public Library and the West Hartford Public Library. The Hartford Public Library, when renovated several years ago, added commercial retail space, specifically a café known as the Kitchen Café. The café is at the front of the library, next to the main entrance, and accessible from both outdoors and inside the library, and it includes an outdoor patio area. The addition of the café and its design, fronting on Main Street, was a place-making effort to make the library more inviting to the street and public. It was also added as a source of revenue since the Hartford Public Library is an independent non-profit organization that must fundraise to cover a portion of its budget.



The West Hartford Public Library was remodeled during the development of Blue Back Square. While the Town of West Hartford publicly owns the library building, its renovations were incorporated into the Blue Back Square design, with public access provided on the library's lower level off the central square in Blue Back. The public square was intentionally designed as a place-making feature for public gatherings. Access to the library from this space was included to bolster the public space and connect to civic engagement. This simple design element highlights the publicness of both the square and the library, enhancing the symbiotic relationship between the two. The result is, the West Hartford Public Library is an anchor tenant in Blue Back Square, drawing the public to Blue Back while providing services and an experience beyond simply shopping and socializing.

Conclusion

Russell Library and Middletown City Hall

Conclusion

The Russell Library is a vibrant library and an anchor tenant for downtown Middletown. However, the library in its current state is constrained from realizing its full potential, both as the library and as an anchor tenant to Middletown's Downtown, due to the age and size of the existing building. The building is too small to provide the space, amenities, and programs expected of a modern library. In addition, the building has significant limitations. Compared to modern libraries, the Russell Library is functionally obsolete and needs to be replaced.

The same is true of Middletown's City Hall. While the building does facilitate the functions of government, it is limited in its effectiveness and efficiency. In addition, the building suffers from age and size, and needs extensive upgrades and improvements, if it is to remain as City Hall. In addition, the location of City Hall is isolated, on the fringe of Downtown, limiting its impact on the economics and vibrancy of Downtown Middletown. As with the Library, City Hall is functionally obsolete.

Both the Russell Library and City Hall need large investments, regardless of any other factors. Failure to invest now only postpones the inevitable and will result in greater costs in the future. The plan to rebuild the Library in its current location is a good plan. Goman+York, accepting that a modern library facility is needed, believes that the current site of the Russell Library is the best location. The primary reason for this is the results of the

geofencing analysis, which demonstrate that the Russell Library is an anchor tenant to Downtown, generating many visitors to the Downtown—visits that most likely result in economic activity and vibrancy.



Russell Library and Middletown City Hall

Conclusion

City Hall needs large investments, be that such investments are made in the existing location and structure or in an alternative location and structure. City Hall is also an anchor tenant to Middletown's Downtown, but its impacts are less pronounced than those of the Russell Library. However, the need for large investments in City Hall provides a unique opportunity to relocate City Hall, make those investments into a better location, and a more suitable existing structure. Goman+York believes that the proposed site at the corner of Main Street and College Street is an ideal location for City Hall—a location that will increase the role of City Hall as an anchor to Downtown, resulting in greater economic activity and vibrancy in the core of Downtown Middletown. Furthermore, the existing site of City Hall is an ideal site for private investment, especially mixed-use development, that will add further economic activity and vibrancy to Downtown, while making the isolated location more active with seven-day-a-week activity.

Middletown has worked hard and for a long time to improve its Downtown. Unlike many communities, Middletown has been very successful in its efforts, as Downtown has improved greatly in recent decades. Middletown now has a unique opportunity to continue its investment and support for Downtown by investing in both the Russell Library and the City Hall—two of Downtown's anchor tenants. A modern Russell Library will undoubtedly perform better than it is today, attracting more users and visitors, and ultimately generating more economic activity and vibrancy in

Downtown. A relocated City Hall into the core of Downtown will also outperform its present location and its interaction with Downtown. Together, the investments in the Russell Library and City Hall will be capstones to Downtown, large anchor tenants with local and regional draws, that place feet and wallets on Downtown Middletown streets.





Appendix A: Library Use Value Calculations

Appendix A: Library Use Value Calculations

Developed Based on the Massachusetts Library Association

Library Service	Value of Service	Based On
Adult Books Borrowed	\$17.00	Amazon.com average price
Young Adult Books Borrowed	\$12.00	Amazon.com average price
Children Books Borrowed	\$17.00	Amazon.com average price
Audiobooks Borrowed	\$9.95	Audible.com download average
Interlibrary Loan Requests	\$25.00	Amazon.com average price plus shipping
eBooks Downloaded	\$15.00	Estimated B&N/Amazon average
Magazines Read	\$5.00	Estimated purchase price average
Newspapers Read	\$9.50	Boston Globe subscription (outside city)
Movies Borrowed	\$4.00	Estimated Netflix average
CDs Borrowed	\$9.95	iTunes download album average
Music Downloaded	\$1.00	iTunes download song average
Meeting Room Use (per hour)	\$25.00	Estimated value
Adult Programs Attended	\$15.00	Entertainment/program admission fee - estimated average per adult
Young Adult Programs Attended	\$12.00	Entertainment/program admission fee - estimated average per youth
Children's Programs Attended	\$7.00	Entertainment/program admission fee - estimated average per child
Museum Passes Borrowed	\$20.00	Museum admission fee - estimated average for two adults
Computer Use (per hour)	\$12.00	FedEx/Kinkos price
Database Searches	\$19.95	Average cost for online article search
Reference Assistance	\$7.00	Average library cost

Appendix A: Library Use Value Calculations

Main State Library Value Calculator and Goman+York Adjusted Value

Library Services	Maine Retail Value	GY Adjusted Retail Value
Adult Book Borrowed	\$18.00	\$24.00
Young Adult Borrowed	\$12.00	\$15.00
Children's Book Borrowed	\$10.00	\$13.00
Audiobook Borrowed	\$25.00	\$13.00
Interlibrary Loan Request	\$30.00	\$38.00
eBook/Audiobook Downloaded	\$8.00	\$10.00
Magazine Borrowed	\$8.00	\$10.00
Movie Borrowed	\$17.00	\$5.00
CD Borrowed	\$22.00	\$13.00
Magazine Use in Library	\$7.50	\$6.00
Meeting Room Use per Hour	\$50.00	\$32.00
Auditorium Use per Hour	\$250.00	\$250.00
Adult Programs Attended	\$14.00	\$19.00
Children's Programs Attended	\$11.50	\$15.00
Computer Use/Hour	\$12.00	\$15.00
Reference Assistance	\$15.00	\$9.00

Appendix A: Library Use Value Calculations

Russell Library Value Calculation, Compiled by Goman+York

	Total Circulation
Total FY 2024	\$265,161
Total FY 2024 to date	\$223,618
Total FY 2025 to date	\$231,068
% change	3.3%
Monthly Avg FY 2024	\$22,097
Monthly Avg FY 2025	\$23,107
Proj. FY 2025	\$277,282
Proj. % over/under FY 2024	4.6%
Value	\$4,733,589
Total Value YTD	\$6,031,317
EOY Projected Value	\$5,680,307
Total EOY Projected Value	\$7,237,580

	Physical Books	Physical Audio	Physical Video	Other Physical	Total Phys. Circulation	Download/Streaming	Online Museum Pass	Total Visits
Total FY 2024	\$166,006	\$7,870	\$27,603	\$1,758	\$203,237	\$61,589	\$335	\$175,632
Total FY 2024 YTD	\$140,753	\$6,732	\$24,303	\$1,501	\$173,289	\$50,054	\$275	\$148,036
Total FY 2025 to YTD	\$143,288	\$5,622	\$20,680	\$3,224	\$172,814	\$57,917	\$337	\$145,590
% Change	1.8%	-16.5%	-14.9%	114.8%	-0.3%	15.7%	22.5%	-1.7%
Monthly Avg FY 2024	\$13,834	\$656	\$2,300	\$147	\$16,936	\$5,132	\$28	\$14,636
Monthly Avg FY 2025	\$14,329	\$562	\$2,068	\$322	\$17,281	\$5,792	\$34	\$14,559
Proj. FY 2025	\$171,946	\$6,746	\$24,816	\$3,869	\$207,377	\$69,500	\$404	\$174,708
Proj. % Change FY 2024	3.6%	-14.3%	-10.1%	120.1%	2.0%	12.8%	20.7%	-0.5%
Value	\$3,295,624	\$84,330	\$310,200	\$161,200	\$3,851,354	\$868,755	\$13,480	
EOY Projected Value	\$3,954,749	\$101,196	\$372,240	\$193,440	\$4,621,625	\$1,042,506	\$16,176	

	Library Cards	Programs	Program Attendance	Computer Sessions	Computer Hrs.	Tech. Checkouts	Database Uses	Meeting Rooms
Total FY 2024	\$2,598	\$584	\$22,245	\$21,641	\$27,525	\$0	\$47,962	\$1,944
Total FY 2024 YTD	\$2,064	\$484	\$17,998	\$19,029	\$22,301	\$0	\$41,090	\$1,648
Total FY 2025 to YTD	\$2,372	\$543	\$14,863	\$14,748	\$29,496	\$503	\$39,458	\$1,865
% Change	14.9%	12.2%	-17.4%	-22.5%	32.3%		-4.0%	13.2%
Monthly Avg FY 2024	\$217	\$49	\$1,854	\$1,803	\$2,294		\$3,997	\$162
Monthly Avg FY 2025	\$237	\$54	\$1,486	\$1,475	\$2,950	\$50	\$3,946	\$187
Proj. FY 2025	\$2,846	\$652	\$17,836	\$17,698	\$35,395	\$604	\$47,350	\$2,238
Proj. % Change FY 2024	9.6%	11.6%	-19.8%	-18.2%	28.6%		-1.3%	15.1%
Value			\$297,260		\$14,748	\$10,060	\$789,160	\$186,500
EOY Projected Value			\$356,712		\$17,698	\$12,072	\$946,992	\$223,800

Appendix B: Literature Review



Appendix B: Literature Review

Developed by the Massachusetts Library Association

Library Contributions to the Local Economy, Prepared for New Canaan Library by the Connecticut Economic Resource Center, January 2020

<https://www.newcanaannewlibrary.org/impact/2020/2/26/library-contributions-to-the-local-economy-an-economic-impact-study-prepared-by-the-ct-economic-resource-center>

Economic Benefits of the Woodstock Public Library, Study 2018

https://www.mywpl.ca/images/PDFs/Reports_and_Presentations/Economic_Impact_Study_2018_-_WPL_-_Full_Report_with_Exhibits_-_Final.pdf

Kennett Square Library Economic Impact Study, by 4WARD PLANNING, February 4, 2020

https://campaign4.kennettlibrary.org/wp-content/uploads/2020/12/KL_EconomicImpactStudy.pdf

Making Cities Stronger: Public Library Contributions to Local Economic Development, Urban Libraries Council, January 2007

<https://www.urban.org/research/publication/making-cities-stronger>

The Economic Impact of Public Libraries on South Carolina, prepared by The School of Library and Information Science, University of South Carolina, January 2005

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I Love Libraries, Supporting One of our Nation's Most Important Resources, An Initiative of the American Library Association, 2009-2020

<http://www.ilovelibraries.org/what-libraries-do/calculator>

Libraries Offer Return on Tax Dollars, Articles and Information, Wyoming State Library, August 14, 2020

<http://library.wyo.gov/libraries-offer-return-on-tax-dollars/>

Four Ways Modern Libraries Boost the Local Economy, International City Management Association

<https://icma.org/blog-posts/four-ways-modern-libraries-boost-local-economy>

Palaces for the People, Why Libraries are more than just Books, The Guardian, September 24, 2018

<https://www.theguardian.com/cities/2018/sep/24/palaces-for-the-people-at-the-library-everyone-is-welcome>

To Restore Civil Society, Start With the Library, Eric Klineberg, New York Times, September 8, 2018

<https://www.nytimes.com/2018/09/08/opinion/sunday/civil-society-library.html>

Worry Less About Crumbling Roads, More About Crumbling Libraries, Eric Klineberg, The Atlantic, September 20, 2018

<https://www.theatlantic.com/ideas/archive/2018/09/worry-less-about-crumbling-roads-more-about-crumbling-libraries/570721/>

U.S. Book Show, Why America Needs Libraries Now More Than Ever, Job Zone, Publishers Weekly, May 25, 2021

<https://www.publishersweekly.com/pw/by-topic/industry-news/libraries/article/86470-u-s-book-show-why-america-needs-libraries-more-than-ever.html>

Appendix B: Literature Review

Middletown, Russell Library, State, and Other Documents

Connecticut, State of, Connecticut's Public Libraries: a Statistical Profile, July 2023-June 2024, Library Data

Middletown, City Of, Middletown City Hall: Pricing Set (85%), January 14, 2025

Middletown, City of, Feaibility Study for: Middletown City Hall. By Landmark Architects, P.C. July 2024

Russell Library, borrowIT CT Report Form for 2024-2025

Russell Library, Future-Ready for Middletown: A Strategic Plan for the Russell Library 2021-2025

Middletown, City Of, Middletown 2023: 2020-2030 Plan of Conservation & Development, January 13, 2021

<https://russelllibrary.org/wp-content/uploads/2023/01/2020-2030-Middletown-POCD-Adopted-1.13.2021-FINAL.pdf> Russell Library, Circulation and Programing Utilization Values, 2023 – 2025,

<https://russelllibrary.org/wp-content/uploads/2020/12/Future-Ready-for-Middletown -A-Strategic-Plan-for-the-Russell-Library-FINAL.pdf>

Russell Library, Facilities Assessment and Space Planning Recommendations, October 14, 2021

https://russelllibrary.org/wp-content/uploads/2021/11/RUSSELL-LIBRARY_COMPREHENSIVE-FACILITY-ASSESSMENT_HMA2-ARCHITECTS.pdf

Russell Library, Feasibility Study: Phase 1. Russell Library/City Hall Middletown, CT Report Summary, October 19, 2023

https://russelllibrary.org/wp-content/uploads/2023/10/2023.10.19_Middletown-Feasibility-Study-Phase-1-Report.pdf

Russell Library, Phase 1 Feasibility Study for Library/City Hall Progress Report, August 29, 2023

<https://russelllibrary.org/wp-content/uploads/2023/10/Middletown-Russell-Library-Phase-1-Feasibility-Study-Presentation.pdf>

Russell Library, Planning for the Future: Reimagining Russell Library Community Insights

<https://russelllibrary.org/wp-content/uploads/2024/12/Round-1-Preliminary-Site-Plans-and-Conceptual-Renderings.pdf>

The Importance of Government Facilities in Downtowns, September 2025

<https://fyi.extension.wisc.edu/downtowneconomics/files/2012/08/DowntownCountySeatStudyFinal.pdf>

Maine State Library, Library Use Value Calculator

<https://www.maine.gov/msl/services/customcal.htm>



Appendix C: Supplemental Data Analysis

Community Profile: 25-Mile Radius

Executive Summary



Community Profile & Trends

Ring of 25 miles

1,827,552	2.38	35,148	79,877	4.9%	41.1	\$124,571	\$1,624,128
Population	Avg Size Household	2024 Retail Goods (Avg)	2024 Total Businesses	Unemployment Rate - 2024	Median Age	Average HH Income	Average Net Worth

Housing Stats

\$351,488	795,762	\$1,099
Median Home Value	2024 Total Housing Units (Esri)	Median Contract Rent

Education

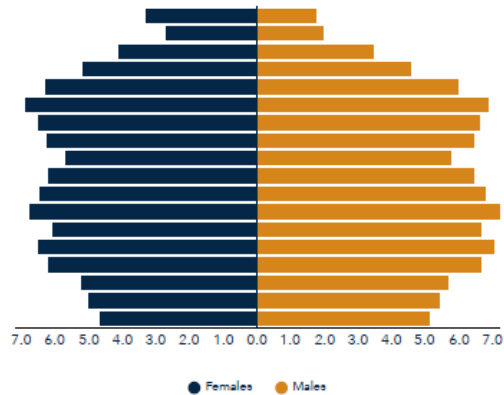
8%	28%	24%	40%
No High School Diploma	High School Graduate	Some College	Bachelor's/Grad/Prof Degree

Projected Growth

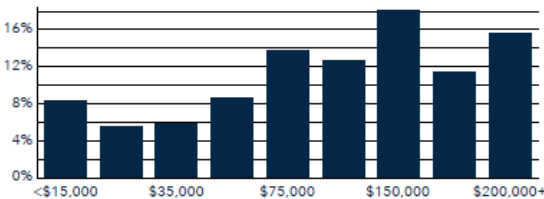
1,812,451	804,112	39,815
2029 Total Population (Esri)	2029 Total Housing Units (Esri)	2029 Retail Goods (Avg)

Tapestry segments

	5C Parks and Rec 117,583 households	15.9% of Households	▼
	1D Savvy Suburbanites 96,830 households	13.1% of Households	▼
	8E Front Porches 67,453 households	9.1% of Households	▼



Household Income



Annual Household Spending

\$2,661	\$304	\$8,083
Apparel & Services	Computers & Hardware	Groceries
\$8,370	4,346	
Health Care	2024 Food Away from Home	

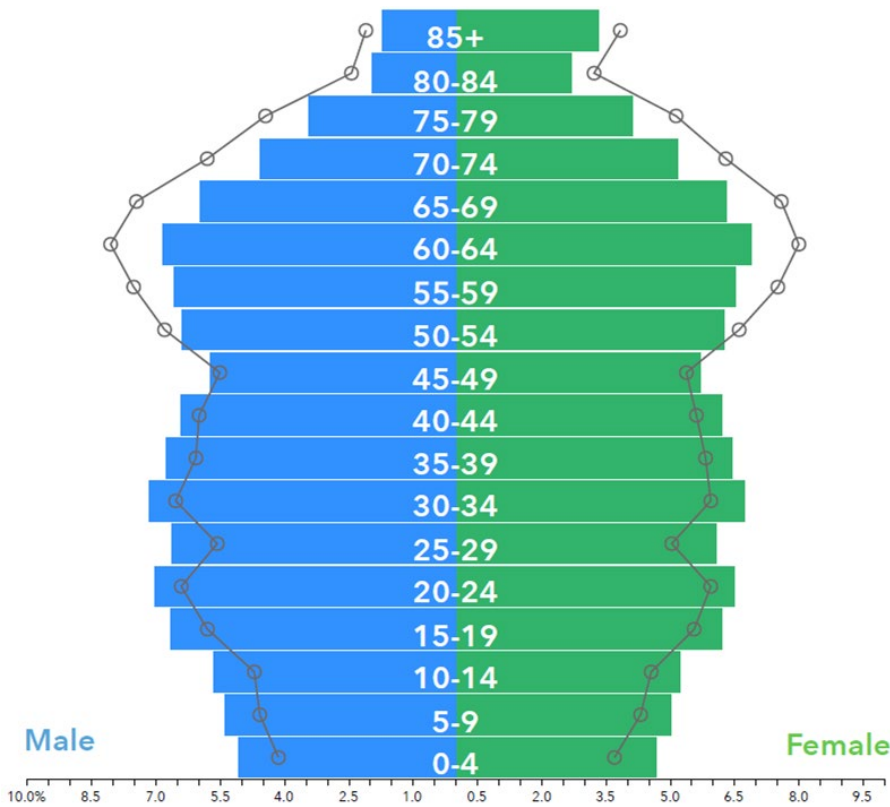


Source: Esri, Esri-U.S. BLS, ACS, Esri-MRI-Simmons, Esri-Data Axle
Esri forecasts for 2024, 2029, 2018-2022
© 2025 Esri

Age Pyramids: 25-Mile Radius

Executive Summary

2024 Age Pyramid

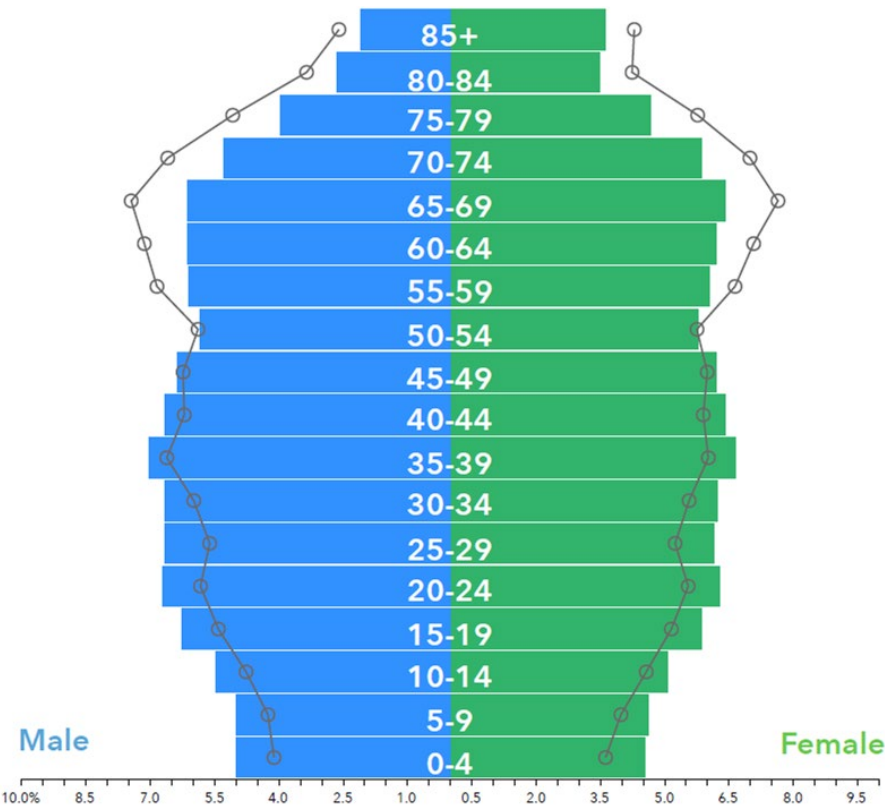


The largest group:
2024 Females Age 60-64

The smallest group:
2024 Males Age 85+

Dots show comparison to Lower Connecticut River Valley Planning Region

2029 Age Pyramid



The largest group:
2029 Males Age 35-39

The smallest group:
2029 Males Age 85+

Dots show comparison to Lower Connecticut River Valley Planning Region

Top Tapestries: 25-Mile Radius

Executive Summary

- 117,583 Households
- 15.9% of Households
- Median Age: 42
- Average Income: \$69,300
- Top Employments:
Professional Services, Management

- 96,830 Households
- 13.1% of Households
- Median Age: 46
- Average Income: \$119,200
- Top Employments:
Professional Services, Management

- 67,453 Households
- 9.1% of Households
- Median Age: 36
- Average Income: \$51,400
- Top Employments:
Professional Services, Administrative

Parks and Rec: These suburbanites have achieved the dream of home ownership by purchasing homes within their means. Their homes are older, often townhomes and duplexes. Many of these families are two-income married couples approaching retirement age; they are comfortable in their jobs and their homes, and budget wisely, but do not plan on retiring anytime soon or moving. Neighborhoods are well established, as are the amenities and programs that support their now independent children through school and college. The appeal of these kid-friendly neighborhoods is now attracting a new generation of young couples.

Savvy Suburbanites: Savvy Suburbanites residents are well-educated, well-read, and well-capitalized. Families include empty nesters and empty nester wannabes, who still have adult children at home. Located in older neighborhoods outside the urban core, their suburban lifestyle includes home remodeling and gardening plus the active pursuit of sports and exercise. They enjoy good food and wine, plus the amenities of the city's cultural events.

Front Porches: Front Porches are a blend of household types, with more young families with children and more single households than average. More than half of householders are renters, and many of the homes are older townhomes or duplexes. Friends and family are central to Front Porches residents and help to influence household buying decisions. Households tend to own just one vehicle, but it is used only when needed.

Main Street Visitation

The Library and Main Street

Overview

The maps to the right show the geofenced areas along both the east and west sides of Main Street. These zones were established to analyze visitor movement between the Russell Library and Main Street—specifically, whether individuals visited Main Street before or after going to the library.

The data shows that a majority of Main Street visits occurred after a trip to the library, indicating that Russell Library may serve as a valuable anchor, generating activity and helping to drive foot traffic to the Main Street commercial corridor.

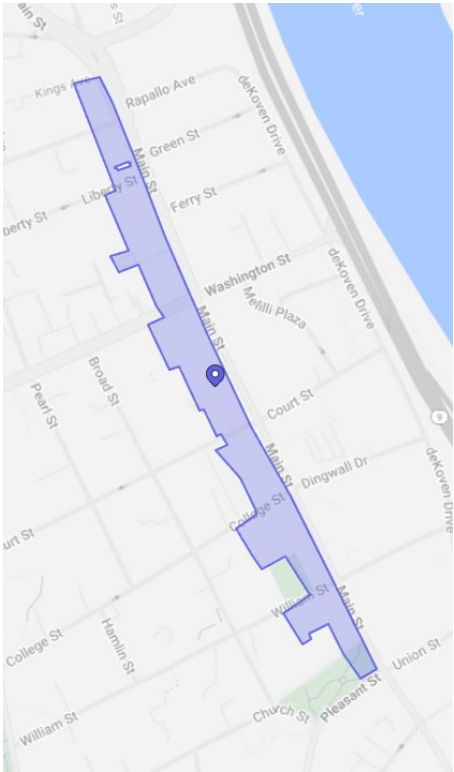
- Russell Library ranked 19th in visits prior to a stop on West Main Street and 40th in visits prior to East Main Street, in comparison to other notable locations like Wesleyan University, Middlesex Hospital, and the Inn at Middletown.

The visitation data represents the total # of visits from April 2024 – March 2025.

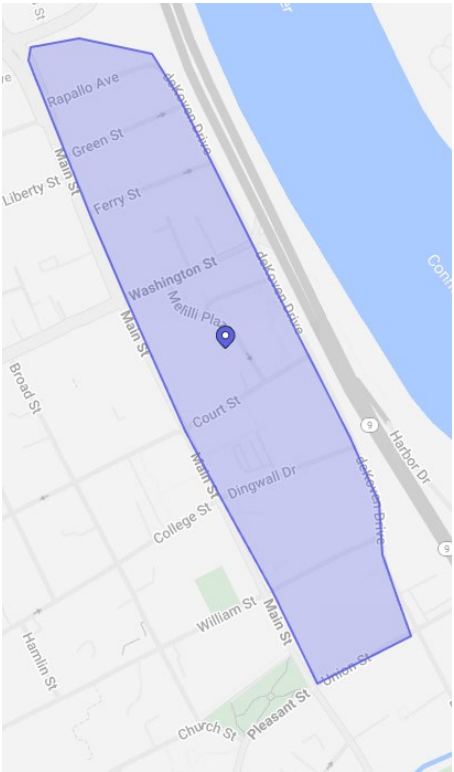
Russell Library Prior and Post Visits to Main St

GeoFenced Area	Prior	Post	Total
West Main Street	1,656	481	2,137
East Main Street	2,970	2,069	5,039
Cumulative	4,626	2,550	7,176

West Main St

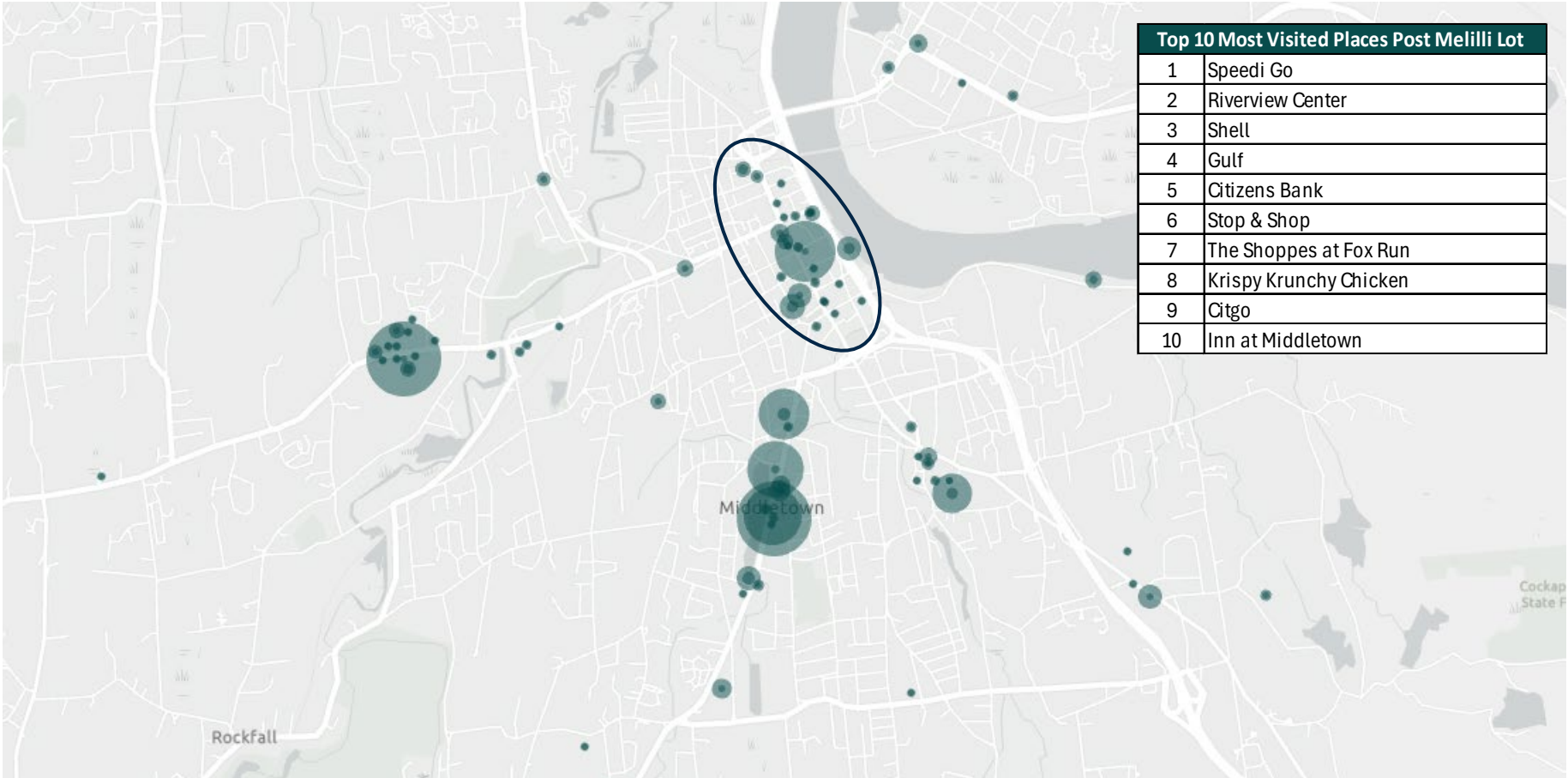


East Main St



Visitation Post City Hall - Employees

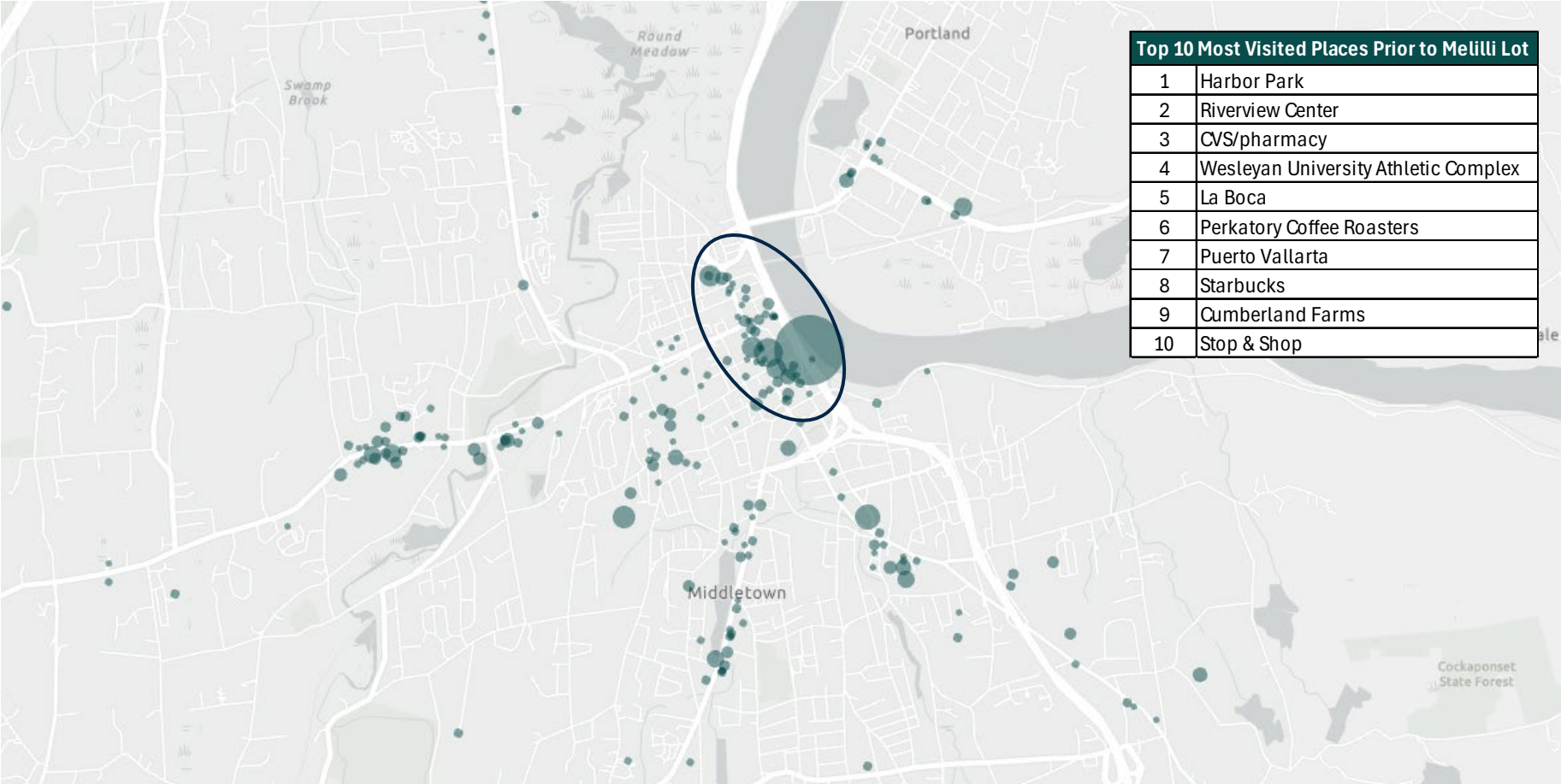
Melilli Parking Lot and Main Street



22.9% of likely employees of City Hall visited the Main Street area post the parking lot.

Visitation Prior to City Hall - Visitors

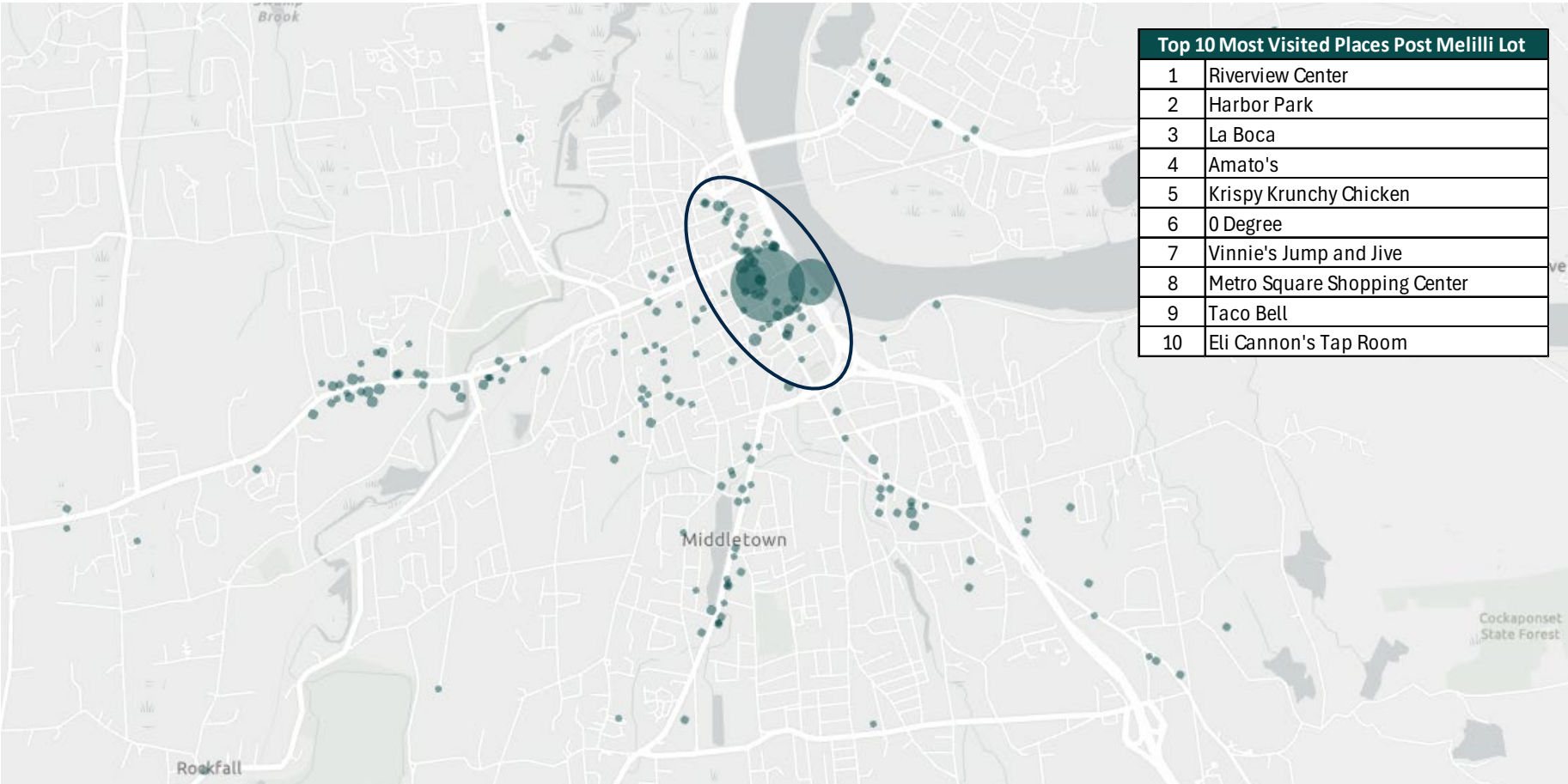
Melilli Parking Lot and Main Street



19.4% of Visitors to the Melilli Parking Lot visited the Main Street area prior to the parking lot.

Visitation Post City Hall - Visitors

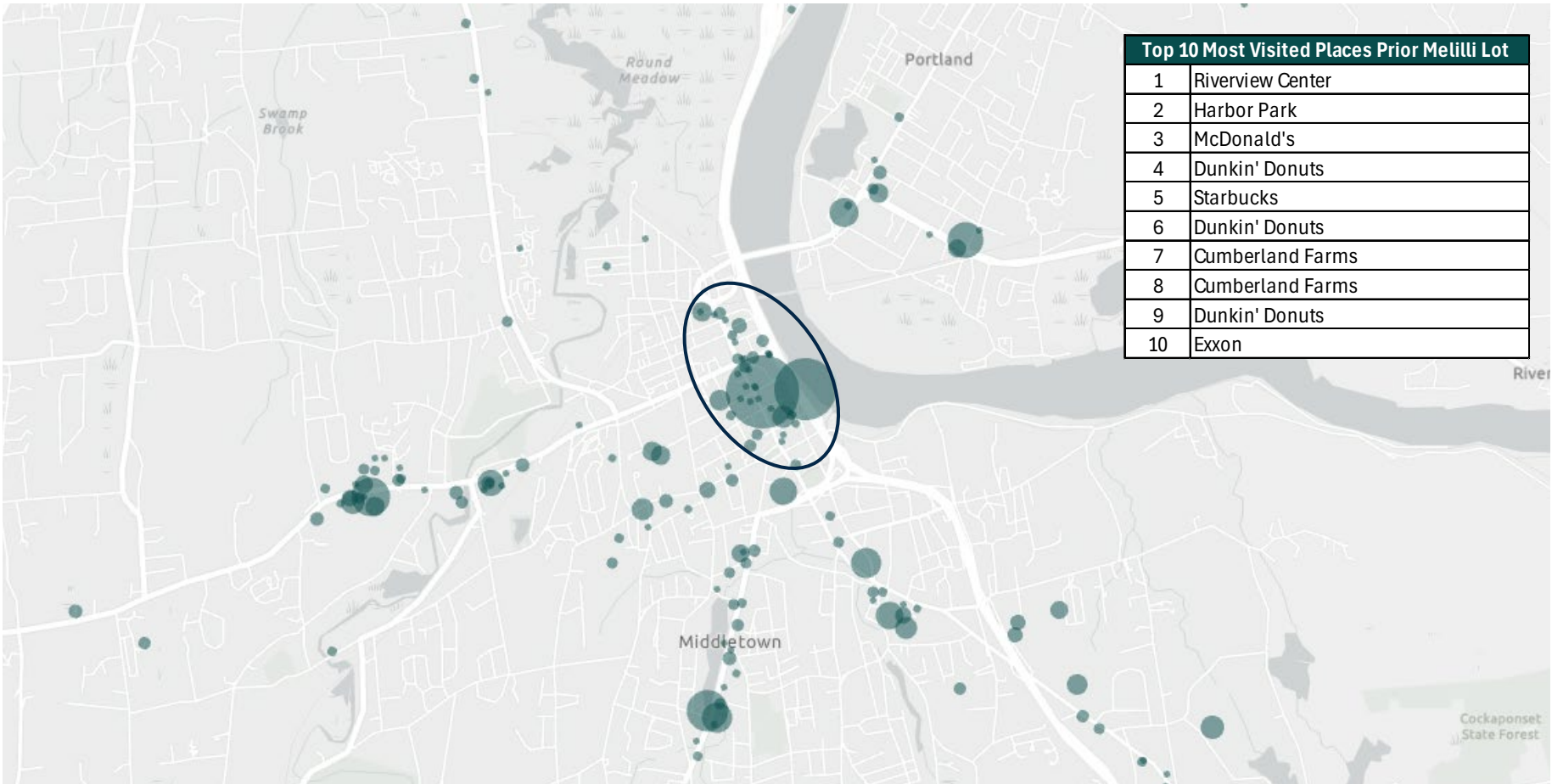
Melilli Parking Lot and Main Street



52.6% of Visitors to the Melilli Parking Lot visited the Main Street area post the parking lot.

Visitation Prior to City Hall - Visitors, Mon-Fri 7am-5pm

Melilli Parking Lot and Main Street



12.6% of Visitors to the Melilli Parking Lot visited the Main Street area prior to the parking lot.

Visitation by Zip Code: City Hall Employees

Melilli Parking Lot and Main Street

