



BURLINGTON PUBLIC LIBRARY

Report Date: January 30, 2002

TO: Chair and Members of the Community and Corporate Services Committee

SUBJECT: RENEWAL OF THE BURLINGTON CENTRAL LIBRARY

1.0 RECOMMENDATION:

THAT Council endorse proceeding with the Library Board's plans to expand and renovate the current Central Library facility within the framework of the Central Park Improvement Plan;

AND THAT this report be referred to the 2002 - 2011 Capital Budget and Forecast process for consideration and approval by Committee and Council of the project's proposed capital financing strategy;

AND THAT Council endorse the Library Board's plans to amend the Central Library Building Program to allow for possible re-adaptive use of the facility to serve future municipal needs;

AND THAT City staff provide technical assistance to the Library during the remaining phases of the project;

AND THAT the Library Board develop a capital plan that addresses the future development of Central Library and the branches and report back to Committee upon completion of this work.

2.0 EXECUTIVE SUMMARY:

The purpose of this report is to:

- Provide an update on the Central Library Renewal Project, including a summary of the estimated project costs and proposed capital financing strategy to be considered in conjunction with Council's review and approval of the 2002 – 2011 Capital Budget and Forecast.
- Outline the next steps and proposed approach to the design phase.
- Outline the project timelines and how these relate to the phased implementation of the Central Park Improvement Plan, as recommended by City staff in the 2002 – 2011 Proposed Capital Budget and Forecast.

3.0 BACKGROUND:

3.1 Pertinent Library Board Motions:

Motion 02-07 (January 17, 2002), Central Library Renewal Project

Moved by Bob Parry, Seconded by John Taylor:

1. That we proceed with plans to expand and renovate the current facility in Central Park.
2. That we amend the approved building program to allow for future adaptive use of the facility and additional square footage consistent with the Central Park Improvement Plan and 2002 Proposed Capital Budget.
3. That we outline our plans for the Central Library project in a supplementary report to our 2002 Proposed Capital Budget for consideration at the February 12, 2002 Community and Corporate Services meeting.
4. That we develop a capital plan that addresses land, structural, collection and operating costs for the future development of Central Library and the branches.

3.2 Pertinent Council Resolutions:

CC-41-01-1 Approval Of The Central Library Needs Assessment Findings

THAT the Central Library Needs Assessment findings be received and approved; and

THAT Council approve proceeding with the development of the functional design for the Central Library expansion and renovations, including detailed cost estimates, subject to approval of funding for this work being included in the 2001 to 2010 Capital Budget and Forecast; and

THAT the Director of Engineering be directed to provide technical assistance to the Library with the development of the functional design and detailed project costing; and

THAT following the completion of the detailed functional design plan and costing, the Library Board be directed to report back to Committee with an update on the project status, including revised project estimates, the alternatives for proceeding and a financial plan.

CC-119-01-1 Approval Of Proposed Central Park Improvement Plan And Development Strategy

THAT the Proposed Central Park Improvement Plan and Development Strategy, Phase I (years 1-10) of the 20-year vision, as outlined in Parks & Recreation

Department Report PR-25/01, dated May 3, 2001, be approved, as part of the Central Park Master Plan/ Library Needs Assessment Study; and

THAT the Director of the Parks & Recreation be directed to proceed with detailed design and preparation of detail construction drawings for Phase I, Packages 1A – 1C, of the Park Improvement Plan in 2003, in order to co-ordinate with the proposed Library works; and

THAT the Director of the Parks & Recreation report back during the fall of 2001 with a financing strategy for Phase I, Packages 1A – 1D, of the implementation of the Central Park Improvement Plan, for consideration as part of the 2002 to 2011 Capital Budget and Forecast; and

THAT the Director of the Parks & Recreation report to Council on Phase II of the Central Park Improvement Plan at the appropriate time prior to advancing to Phase II (11-20 years) of the proposed Improvement Plan and Implementation Strategy.

File: 930-00 (PR-25/01)

3.3 Role of Central Library:

Central Library serves as a major resource for the entire Burlington community, providing programs and access to information that contribute to the skills development, life long learning and quality of life of all Burlington residents. Its unique resources and specialized services provide support to branch libraries located throughout the community.

3.4 Previous Studies:

A functional audit completed in 1999 identified major deficiencies throughout the facility and concluded that significant improvements to Central Library could not be achieved without a building expansion. Deficiencies included a lack of parking, poor traffic flow, poor exterior accessibility, lack of washroom facilities, poor interior accessibility and circulation patterns, extreme congestion at the main entry and check-out desk, and crowding of the collections, staff and public areas.

As a result of the functional audit, from February 2000 to May 2001, Library and City Parks & Recreation staff worked on the Central Park Improvement Plan and Central Library Needs Assessment. The purpose of the library portion of the study was to assess Central Library service needs and space requirements for the next twenty years and to assess the impact of any proposed expansion on Central Park. Extensive public consultation was undertaken through user focus groups, two public forums, as well as staff and stakeholder interviews. The Library study concluded that a minimum expansion of 15,000 square feet was needed, as well as extensive renovations to the existing facility in order to meet the community's needs.

Burk & Associates were hired in late April 2001 to determine the feasibility of a capital campaign for the Central Library project. As a result of this study, the Library Board informally endorsed proceeding with a capital campaign for the Central Library project and undertaking fundraising on an ongoing basis. The project's financing strategy includes fundraising as a source of revenue.

Following approval of the needs assessment findings and park improvement plan, a building program and project budgets were developed for a 15,000 square foot expansion and renewal of Central Library. The building program included a detailed analysis of the current deficiencies of Central Library. Like the functional audit completed in 1999, this analysis confirmed the need for both expansion and significant renovation and underlined the immediacy of these needs. In addition, the building program defined requirements for space, equipment, seating and collection sizes for Central Library's fifteen functional areas. It also outlined design criteria, structural load limitations and requirements for mechanical and electrical systems. This comprehensive and detailed document addresses all aspects of the existing facility and is intended for use by consultants during the design phases. It does not articulate any particular design, but instead outlines the requirements of any design. A copy can be provided on request to any member of Council should they so wish.

While the building program consulting team acknowledged the benefits to be gained by adding 15,000 square feet and renovating the current 47,000 square feet, they concluded that an expansion to Central Library of 42,450 square feet was ideally required to meet the community's needs for the next twenty years. This conclusion was based on data from comparable libraries and communities related to the building space standard for main branch libraries.

Recognizing that Central Library's expansion plans have to fit within the overall Central Park development framework, in August 2001 the Library Board directed staff to determine the maximum expansion Central Park could accommodate. The study concluded that in order to maintain the integrity of the Central Park Improvement Plan, the maximum expansion possible was 16,000-17,000 square feet over two floors, i.e. an expansion to the footprint of 8,000-8,500 square feet. The study assessed the impact on parking, traffic on New Street and Drury Lane, open space, parkland, trees, visual character and quality of the site.

Given the potential limitations of the current site to accommodate projected future library facility needs over the next twenty-year planning period, in consultation with City staff, the Library Board reviewed whether alternative options to the Central Park location needed to be explored. After considering projected costs of a new facility, Central Library's current deficiencies and capital financing guidelines approved for the 2002 - 2011 Proposed Capital Budget and Forecast, the Board concluded pursuing options was not financially viable at this time. Instead the Board supports renovating and expanding the existing facility by 17,000 square feet over two floors. This option is viable in terms of cost-effectiveness and service delivery over the next ten years and can be fully integrated with the approved Central Park Improvement Plan.

Based on the building program analysis, the Board feels a larger main library may still be needed to meet future community needs. As a result, a capital plan that addresses the future development of Central Library and the branches will be prepared. This will entail considering not only the possibility of a new main library, but also whether the current facility could continue to function as the City's main branch for the next twenty years.

To ensure the investment in renewing Central Library has the potential to accommodate future municipal uses, the Board plans to amend the Central Library building program to accommodate future re-adaptive uses of the facility. The revisions to the building program will also address the Ontarians with Disabilities Act. Although the range and scope of future potential uses have not yet been addressed, the key strategic consideration is to ensure the building program provides for maximum flexibility and future adaptability.

3.5 Comparisons to Library Systems in Other Municipalities:

A comparison of relevant characteristics of Burlington Public Library with library systems in similar sized municipalities provides another prospective into facility size required. The table below has been developed using 1999 Ontario Ministry statistics and those of the Canadian Association of Large Urban Public Libraries (CALUPL 1999). These statistics reflect collection sizes and activities for the entire Burlington Public Library system, not just those for Central Library.

COMPARISON OF COLLECTION SIZES AND TRANSACTION RATES

Community	Population (1998)	Titles	Volumes Per Capita	Circulation Per Capita	Registered Borrowers as a % of Population
Burlington	132,772	154,070	2.00	11.40	84.25
Kitchener	175,623	312,625	2.34	9.28	54.01
Markham	162,527	189,315	2.57	11.02	57.57
Oakville	123,895	270,976	2.86	10.92	63.65
Oshawa	131,952	197,337	2.60	6.02	52.90
St. Catharines	127,442	218,670	3.07	9.72	49.84
Canadian Average			2.80	10.06	54.01

As illustrated in the table above, Burlington Public Library circulates more books per capita than comparable libraries and is above the Canadian average. It also has an extremely high percentage of borrowers from the community. Yet Burlington's collection size, as measured by physical volumes per capita and unique titles is considerably less than the Canadian average and only 56 percent of that of the Oakville collection and 70 percent of St Catharines. Burlington's population and library transaction levels warrant larger collections and additional library space to house the collections, as well as additional equipment and seating for library users.

4.0 DISCUSSION:

4.1 Central Library Project Schedule:

Following is a preliminary schedule for the remaining steps in the Central Library Renewal Project based on a traditional design/bid/build approach. Subject to approval of this report and the 2002 - 2011 Capital Budget and Forecast by Council, Requests for Proposals will be issued in March 2002. Estimated occupancy date is July 2004 with construction commencing in June 2003. This schedule assumes Central Library services will be relocated during construction.

Activity	Projected Completion
Project and Capital Budget Approval by Committee and Council	Feb/02
Revision of Building Program	Feb/02
Research and Selection of Relocation Site	Feb/02 – Sept/02
Request for and Review of Proposals for Functional and Detailed Facility Design (Including Requirement for Re-adaptive Use and Compliance with Ontarians with Disabilities Act)	Mar/02 – Apr/02
Library Board Approval	May/02
Design Phase, Including Stakeholder Consultation	May/02 – Sept/02
Library Board Approval	Sept/02
Community and Corporate Services and Council Approval	Oct/02
Construction Documentation and Review for Conformance	Oct/02 – Feb/03
Tender Call and Review	Mar/03 – Apr/03
Library Board Approval	Apr/03
Community and Corporate Services and Council Approval	May/03
Award of Contract	May/03
Central Library Relocation	June/03
Ground Breaking	June/03
Construction Phase, Including New Construction and Interior Renovation	June/03 – May 15/04
Commissioning of Building	May 15/04 – July 15/04
<ul style="list-style-type: none"> • Occupancy (Move In) 	June/04 – July 15/04

4.2 Proposed Approach To Design Phase:

Building Program

Prior to the design phase, a requirement to allow for future re-adaptive use(s) of the facility and compliance with the Ontarians with Disabilities Act will be added to the design criteria outlined in the Central Library building program.

Design Process

Library and City staff are exploring design approaches which would allow for submissions to address the re-adaptive use(s) of the finished building, as well as the fundamental elements in the building program. Consultants will be asked to identify costs associated with the re-adaptive use(s) requirement separately from those related to library uses.

Stakeholder and Community Consultation

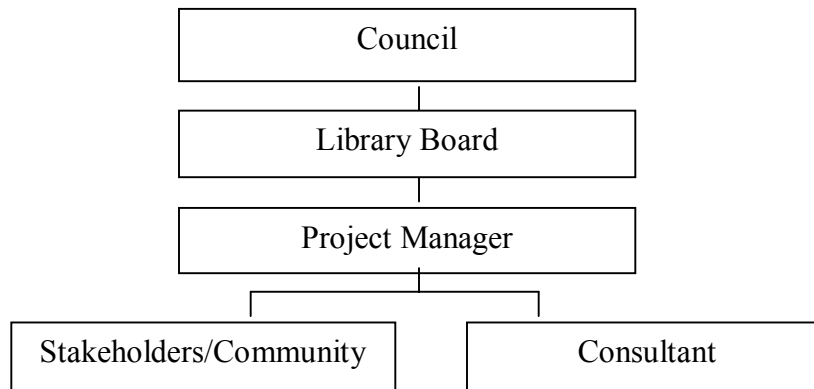
Through Open Houses and other appropriate venues, members of the broader community and key stakeholders will be given opportunities to provide input during the design phase.

Future Study

To incorporate re-adaptive use(s) into the design concept, general municipal, library and other uses will be considered. A separate study will be undertaken in the future to identify specific future uses for the Central Library facility.

4.3 Proposed Reporting Structure:

The proposed reporting structure for the Central Library project, including study team members and responsibilities, is outlined below.



4.4 Proposed Design Project Team:

Lead role for the management of the design project will be Sonia Lewis, Director, Service Development, Burlington Public Library. The project manager will oversee the consultants, provide monthly progress reports to the Library Board and ensure final reports are prepared for the Library Board and City Council, in consultation with the project team members. The project team will be comprised of Library staff supported by senior City staff from Parks & Recreation, Planning and Engineering as required at key stages in the project. This team will review and comment on work prepared by the consultant(s), provide input to reports, and attend all community information and consultation sessions.

4.5 Consultant(s):

A consultant or consulting team will be hired to design the expansion and renovation of the Central Library. The selected firm will report directly to the Project Team. The consultant or consulting team will have a strong background and skills in:

- Library design and construction
- Design and construction of municipal facilities
- Building programs
- Facility planning and costing
- Communication and presentations
- Stakeholder consultation and facilitation
- Technical report writing and documentation

5.0 FINANCIAL MATTERS:

5.1 Projected Capital Costs for Central Library:

Given the building program conclusion that more than 15,000 square feet of additional space was needed and the assessment that Central Park could accommodate an expansion up to 17,000 square feet, projected costs for a 17,000 square foot expansion have been included in the 2002 Proposed Capital Budget and Forecast.

Based on project budgets developed in 2001 by Peter Hossack, Architect, projected facility costs for the Central Library project total \$8.8 million. Costs include construction, renovation, furnishings and fittings, professional fees, site costs, contingencies and taxes. Costs associated with new construction of 17,000 square feet and site costs account for roughly \$5 million. Associated renovation and renewal costs for the current 47,000 square feet total \$3.8 million. These costs will be reviewed through the design process.

Costs for relocating to a temporary facility and completing the expansion and renovation in a single phase have been identified on the advice of architects working on both the needs assessment and building program. The two architects concluded that expansion

without renovation and phasing the renovations were not feasible for the following reasons:

- Since all areas of the existing building currently have some degree of area restriction or building system deficiencies, all library components will be affected by construction, either completely displaced or undergoing some renovation of the existing areas in order to improve standards.
- For the library to function after the expansion as a single integrated unit, existing and new spaces must be designed technically and functionally as an integrated whole.
- Interior renovation is expected to disrupt building systems such that at various times almost all areas of the building will require vacating.
- A requirement to remain in the building with needs for continuous power, lighting, heating and communication will cause higher construction costs, which have not been allowed for in the exploratory project budgets.
- Phasing construction to avoid relocating existing, ongoing operations will likely result in higher overall project costs.
- Separate tenders for renovation and new construction are not considered practical due to the integrated upgrade work and would cause overall construction costs to be higher.
- Various service interruptions in the existing building may increase library service delivery costs.
- Substantial physical interior reorganization is expected following the renewal construction work.

Construction sequencing (not phasing) may be considered in more detail when a preliminary design has been accepted. Sequencing may allow for moving out of the building at some point after actual construction has started.

The following table summarizes projected capital costs, including those associated with on site project management, library materials and the relocation of Central Library services during construction.

TOTAL PROJECTED CAPITAL COSTS

Description	Total
Building Program, Design, Construction, Renewal and Renovation	\$8,813,070
On site project management	\$120,000
Moving, preparation, lease – temporary facility	\$730,000
Library materials (books, audio-visual materials)	\$750,000
Project Total	\$10,413,070

5.2 Projected Operating Budget Impact:

In 2005, the first full year of operation following completion of the expansion and renewal, the projected operating budget impact is \$440,000. Given the projected opening date of July 2004, the estimated current budget impact in 2004 is \$220,000. Increased room rental revenues may offset some of these costs, as would profits from a small café if one is added. Depending on the nature of the café, revenue could be as high as \$30,000 per year.

In the 2001 – 2010 Capital Budget and Forecast debentures were included in the capital financing strategy for the Central Library project. At that time the estimated impact of debenture repayments on the current budget was approximately \$500,000 per year over 10 years. The proposed use of Special Circumstances Debt funding would avoid having the debt repayment funded by the City's tax supported Current Budget. As indicated in BP43-01-2, Special Circumstances Debt will be repaid by future Hydro proceeds.

5.3 Proposed Capital Financing Strategies:

Under the current and two of the previous City of Burlington Development Charges bylaws, funds have been collected for the purpose of expanding Central Library. Library development charges collected to date for the Central Library project total approximately \$3.2 million.

In addition to using development charges, various financial strategies have been explored, such as special circumstances debt funding and fundraising. A feasibility study undertaken in 2001 indicated support in the community for a capital campaign for the Central Library project.

A summary of the proposed funding strategy follows:

TOTAL PROJECTED CAPITAL COSTS AND FUNDING SOURCES

Budget Year	Description	Development Charges	Fundraising	Special Circumstances Debt	Capital from Current	Total
2001	Facility (building program, architect selection, design)	\$200,000			\$20,000	\$220,000
2002	Facility (construction - expansion and renewal; on site project management; relocation costs)	2,417,600	500,000	6,525,470		\$9,443,070
	Library materials (books, audio-visual materials)	\$582,400		\$167,600		\$750,000
	Subtotal 2002					\$10,193,070
	PROJECT TOTAL	\$3,200,000	\$500,000	\$6,693,070	\$20,000	\$10,413,070

5.4 Impact on Central Park Improvement Plan and Proposed Capital Budget 2002 to 2004:

Budget Year	Project Description - Library	Project Description - Central Park	Budget Allocation- Central Park
2002	R.F.P. Design Construction Documents	Detailed Design for Park Projects in S.E. Quadrant. (East-West Road, New Street Entrance, Rose Garden, parking North of Library)	\$100,000
		New Soccer Field and Construction Phase 1 of parking and site work at Rotary Youth Centre area	\$204,000
2003	Construction Documents Tender Call Award of Contract Construction Starts Central Library Relocation	Completion of works at Rotary Youth Centre	\$ 43,000
		Contract Documents, Tender, and Construction of East – West Road to Library, Close One –Way Road, Park parking North of library	\$416,000
2004	Construction Commissioning Occupancy	Construction of New Street entrance, New Street Signage and Street Scape, Rose Garden, lighting	\$413,770
		Design and contract documents for 2005 projects	\$ 86,000

5.5 Long Term Capital Plan:

The Library Board will be preparing a capital plan that addresses the land, structural, collection and operating costs for the future development of Central Library and the branches. This plan will encompass a twenty year planning timeframe and will consider both the feasibility of the main branch remaining in Central Park and the possibility of building a new main library on another site. The Board will report back to Committee upon completion of this work.

6.0 COMMUNICATION MATTERS:

The consultant, working with the project team, will develop a suitable community consultation program with the objective of providing citywide opportunities for public and stakeholder input.

The project team will ensure community consultation sessions are advertised using appropriate means, such as Library publications, Update, City Talk, and the Library and City websites.

7.0 CONCLUSION:

Central Library is an essential and highly valued City service. There is a pressing need to expand and renovate the Central Library to meet current needs, such as accessibility and safety, and future needs within the community. For these reasons the Library Board seeks Council approval of the recommendations outlined in this report. The result of the recommended expansion and renewal of Central Library will in essence be a totally revitalized and fully functional 64,000 square foot city-owned facility.

While the focus over the next few years will be on expanding and renewing Central Library in its current location, Library staff and the Board, in consultation with City staff, will also begin to develop a long term capital financing strategy for the entire Burlington library system. This will ensure citywide needs for library services are met to “build out” and that the Library continues to contribute effectively to the skills development, life long learning and quality of life of all Burlington residents.

Respectfully submitted,

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