



**CENTRAL LIBRARY NEEDS ASSESSMENT
BURLINGTON PUBLIC LIBRARY BOARD**

**January 2001
Prepared by Sonia Lewis
Deputy Chief Librarian**

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JANUARY 2001**

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BURLINGTON PUBLIC LIBRARY BOARD CENTRAL LIBRARY NEEDS ASSESSMENT REPORT January 2001

1. RECOMMENDATIONS

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 project cost estimates, subject to the approval of funding for this work included in the 2001 to 2010 Capital Budget and Forecast; and,

That City staff provide technical assistance to the Library with the development of the functional design concept and detailed project costing; and,

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

2. PURPOSE OF THE REPORT

This report summarizes and seeks approval of the Central Library Needs Assessment findings. It describes:

- relevant background information including community input, library trends, demographics and the functional audit;
- the future role envisaged for Central Library;
- expansion options investigated, including the preferred option and its potential impact on Central Park;
- service enhancements and improvements resulting from a 15,000 square foot addition;
- estimated capital costs of the expansion, as well as associated renovation, moving, site preparation and leasing expenses for a temporary facility;
- projected operating budget impact;
- financial strategies to be explored; and,
- expansion project timelines.

3. BACKGROUND

3.1 Previous Reports to Council

City and Library staff reported to Council on the Central Park Master Plan and Central Library Needs Assessment on February 7, 2000 (PR-14/00) and on August 29, 2000 (PR-45/00). Capital budgets and forecasts submitted by Burlington Public Library in 2000 and 2001 have included the Central Library project. The City's 1991 and 1999 development charges bylaws included the collection of funds to expand Central Library.

3.2 Pertinent Library Board Motions

Motion 00-38 (September 21, 2000) Central Library Project: Moved by G. McMenemy, Seconded by J. MacFarlane, that a maximum 15,000 square foot expansion of Central Library be approved in principle.

Motion 00-53 (December 14, 2000) Central Library Renovation/Expansion Project: Moved by G. McMenemy, Seconded by J. MacFarlane:

- that the Central Library expansion project proceed subject to funding being in place;
- that Library and City staff develop a financing plan covering expansion costs, as well as associated renovation, moving, site preparation and leasing expenses;
- that the financing plan be included in the 2002 capital budget submission;
- that the Library proceed with the first phase of design work subject to the approval of the 2001 capital budget.

3.3 Central Library

Burlington Central Library was constructed in two phases with sections opening in 1970 and 1975. The total space available in the building is 47,000 square feet. The Central Library not only provides direct services to its neighbourhood, but also serves as a resource and support center for the entire community and the library's five other branches. In addition to providing space for public services, it houses the Library's support services, including administration, marketing, maintenance and technical services. Central Library circulates over 800,000 items per year, a 60% increase over 1975 levels; hosts over 500,000 visitors annually and houses over 240,000 items.

3.4 1999 Functional Audit

A functional audit of Central Library conducted by Peter Hossack, Architect Inc. highlighted the following significant functional deficiencies:

- a lack of parking and poor traffic flow,
- poor exterior accessibility,
- a lack of washroom facilities,
- poor interior accessibility and circulation patterns,
- crowding of the collection,
- crowding of staff and public areas,
- extreme congestion at the main entry and check-out desk.

The functional audit concluded that significant improvements could not be achieved without a building expansion.

3.5 Central Library Needs Assessment

As a result of the functional audit, in February 2000, the consulting team of EDA Collaborative; A.J. Diamond, Donald Schmitt and Company Architects; and F.J. Galloway Associates Inc. were retained to conduct a Central Library needs assessment in conjunction with the Central Park Master Plan review. 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 community interviews.

A second round of community consultation is planned for early 2001. Activities this year will also include further development of the site plan as part of the Central Park Master Plan review.

4. CENTRAL LIBRARY NEEDS ASSESSMENT FINDINGS

During the study, community input, Burlington population projections and library trends were assessed to determine their potential impact on Central Library's expansion plans. Findings in these three areas are summarized below.

4.1 Community Consultation

Extensive community and stakeholder consultation was undertaken during the Central Library Needs Assessment study. Following is a summary of the library stakeholder data collected.

Strengths of Central Library

- The overall ambience of the site, park setting and proximity to other recreational services and facilities.

- The windows, natural light and airiness of the current library.
- The staff, resources and levels of service offered.

Suggested Roles of Central Library

- Access to technology, including remote access, training and electronic resources.
- Book collections.
- Services targeting specific market segments, such as children, teens, seniors, the disabled and the business community.
- Specialized services and collections not offered at library branches.
- Local history and genealogy resources.
- Community gathering place with meeting spaces and programmes for different age groups, workspaces and reading areas.
- Student research and curriculum support.
- Extended hours.

Proposed Changes to Central Library

- Significantly enhance accessibility to and within the facility.
- Improve parking and vehicular access.
- Increase preschool and children's area in terms of space, segmentation and variety.
- Enhance the teen area.
- Redesign and improve the entrance and circulation areas.
- Increase space allocated to the large print collection, books-on-tape, videotapes, DVDs and related equipment.
- Provide a computer/technology lab and training centre.
- Increase space allocated to technology and provide adequate workspaces for PCs.
- Enlarge the local history space.
- Provide a quiet area for reading and individual work activity.
- Improve the amenities and comfort level in Central Library. For example, consider adding a café, additional meeting spaces, washrooms on the main level and more comfortable seating.
- Increase staff office space, storage and Computer Services space.

Central Library's Impact on Central Park

The input from the various participants indicates that Central Library should stay in Central Park and be a key part of the park's future. Very little input was

received to suggest that there were negative impacts on the park or that the library should relocate. In fact, as noted above one of the most significant strengths of Central Library is its presence and connectivity with the park and its multi-use environment.

4.2 Population Projections

Burlington population projections were analyzed during the study to determine the impact on library service. As Central Library will continue to serve the entire City, population trends in all planning districts were considered.

Consistent and significant growth, growth in absolute numbers in all age cohorts and an ageing population will be the most significant population trends influencing library service in the next twenty years.

A growth in population of over 40,000 individuals by 2016, nearly a 30% increase in population, will result in growth demands for Central Library's reference materials and specialized services. Demands on library services are expected to grow at the same rate as the population.

Though the population will continue to age dramatically, the younger age cohorts will grow in terms of absolute numbers. While this will result in increased demands for services to seniors, no decline in demand is anticipated for children's, youth and adult services.

An ageing population of significant magnitude will develop increased demands for large print materials, audiocassette books and other specialized materials and services. Seniors and retirees will increasingly use libraries as a gathering place, particularly during daytime hours, for activities such as reading newspapers and surfing the Internet.

Over 80% of the population growth is forecasted for north of the QEW, much of it in the northeast quadrant of the City. By 2016 52% of the City's population will reside north of the QEW. This will result in substantial growth in service needs in this area of the City. This need has been recognized in the Library's long-term plan and capital budget forecasts.

4.3 Library Service Trends

A number of key trends will impact future library service. These are described below.

- Technology will play an ever-increasing role in the delivery of information, text and images to library customers. Rapid advances in technology related to electronic publishing, digitization, the Internet and other new media will trigger constant change. Libraries will be expected to adopt emerging technologies

such as e-books and to allocate more space and funding to computers, peripherals and workspaces.

- Library collections will experience a decrease in hard copy reference and government documents, increases in materials to support school curriculum for elementary and secondary schools (recognizing the trend of decreased support for school library resource centres) and increases in electronic resources.
- Customer expectations are changing. For example, there is a growing expectation that libraries will provide electronic access to library resources from the home, school, and office and that libraries will assume a greater role in supporting life-long learning. To respond to changing customer needs services will see an increasing focus on training library customers, the library's publication of information (via our Web page) of interest to local residents and e-visitors world-wide and on self-serve options, such as self-checkout.
- The baby boom generation has high customer service expectations. It is also a generation with increasing interest in genealogy, local history and similar activities that require specialized collections.
- As a result of super bookstores, customers will expect libraries to offer cafes, good lighting and comfortable seating.
- Library staff will develop increased competency in electronic resources and effective search techniques in multiple formats. Staff will be specialists with expertise in packaging and publishing information. Staff will assist customers in creating and packaging information suited to their unique needs and interests.
- The role of libraries as a community gathering place will continue to grow.
- Fiscal constraint and the changing role of government will result in the need to continue developing partnerships and seeking alternative revenue sources.

5. FUTURE LIBRARY SERVICE

Our analysis of community input, population projections, library trends and the functional audit resulted in the development of a long-range plan for allocating library space to all areas of the City, as well as a vision of future library service.

5.1 Long-Term Plan for Library Space

Our goal is to add 32,000 square feet of library space in Burlington subject to funding availability. Of this total the Library Board approved 15,000 square feet for Central Library (Motion 00-38). Table 1 illustrates our long-term plan.

TABLE I - PROPOSED LONG-TERM LIBRARY SPACE ALLOCATION			
Location	Current Space (sq. ft.)	Additional Space (sq. ft.)	Future Total Space (sq. ft.)
Central	47,000	15,000	62,000
Aldershot	5,200	1,600	6,800
Kilbride	800	0	800
New Appleby	5,600	1,200	6,800
Tyandaga	4,600	2,200	6,800
Northeast (Tansley Woods and/or other location)	10,000	11,800	21,800
TOTAL:	73,200	31,800	105,000

5.2 Vision of Future Central Library Service

The following vision of future service at Central Library was developed based on community input, demographics and library trends.

Central Library will continue to serve as a major resource for the entire Burlington community with more extensive collections including:

- specialized print reference materials and hard copy government documents.
- bound issues of back periodicals.
- French language materials in all formats.
- business resources: directories, indexes.
- unique older titles.

The Central Library will continue to house unique collections:

- the Local History Collection of pioneer family biographies, architectural files of historic homes and public buildings, Halton area census data since 1842, local newspapers, indexes, directories and gazetteers, records of local government, churches, cemeteries, schools, and societies.
- Literacy Collection for new adult readers and adults learning English.
- Children's Literature Collection for researchers.
- Multilingual Collections to reflect the demographic mix of the community.

- microforms of periodicals, newspapers, government documents, government indexes to support genealogy research.
- Talking Books for the visually impaired and those physically incapable of reading a print book.

Central Library will continue to serve as the coordinating point for unique services and activities:

- Support services including Library Administration, Technical Services, Computer Services, Marketing and Maintenance.
- Public services including Interlibrary Loan, extension services to nursing homes and visiting library services to shut-ins.

New and changed services at Central Library will include:

- Serving a total population of 175,000.
- Some growth in adult collections to 164,000 volumes and in children's collections to 54,000.
- Increased public access to the Internet.
- Growing focus on user education.
- Increasing electronic resources and circulation of electronic publications such as e-books.
- Significant growth in audio-visual materials and Burlington collection.
- Significant growth in talking books, large print and extension collection to support ageing population.
- Discontinuation of adult cassettes and adult CD-ROMS.
- Improved amenities for customers.
- Current demand for children's services and programs exceeds those offered. As little change in absolute numbers for ages 0 – 19 is projected for the next decade, this demand will continue. New and expanded services for these age groups will be introduced.
- Central Library will play a significant role in supporting universal access to information, particularly electronic resources. With a higher percentage of low income households and seniors the need will be greatest in the south where fewer residents will have access to these resources from home.
- An increasing amount of staff time will be devoted to publishing electronic information.

6. DESIGN CONCEPTS

6.1 Development Alternatives

During the study, eight development options for Central Library were examined. Two of the eight involved relocating Central Library, one considered operating Central-like facilities both in the south and the northeast, three examined expansions to the current facility and two explored renovations without expansion. The costs for these options ranged from \$1 million to \$20 million plus land.

Based on an assessment of the strengths and weaknesses of each development alternative, a review of future space requirements in other areas of the City and the development of the building programme described below, a 15,000 square foot expansion was identified as best addressing a balance between capital cost considerations, population growth demands and operational impacts.

6.2 Building Programme

To help determine the overall space requirements a building programme was developed. This involved identifying the major programme or functional areas of Central Library, defining specific functions within each of those areas, projecting growth in collections for the next 20 years and determining the appropriate amount of space required by each function. Each of these steps considered stakeholder data, library and population trends and the results of the functional audit.

The analysis identified thirteen major programme areas for Central Library. Following is a brief description of each of these areas and the service enhancements and improvements achieved by adding space.

Circulation Area and Vestibule

- Area includes public entry vestibule, book drop, all circulation functions and service desks, circulation staff workroom and office space.
- Resolves access problems.
- Improves circulation area and materials handling.
- Creates a welcoming environment.

Meeting Rooms

- Increases the number of meeting rooms by one and adds storage space for meeting room equipment. Maintains a variety of room sizes.
- Expands meeting room space and increases the revenue potential.

Children's Services

- Area includes Children's collections, technology and services, reading and study areas, information desk, two programme/meeting rooms, staff workroom and office space.

- Improves and enlarges Children's area.
- Provides space for collection growth, expanded technology area and additional children's storytimes and programmes.
- Improves reading, study and staff areas.
- Provides additional meeting room space by replacing storywell with more useable space. This increases revenue potential.

Adult Services

- Area includes Adult collections, technology and services, including local history and Information Burlington, reading, study and quiet areas, information desks, staff workroom and office space.
- Accommodates collection growth, including significant increases in large print and talking book collections to support an ageing population and expansion of the local history area.
- Improves reading, study, technology and staff areas.

Young Adult/Teen Area

- Area includes Teen collections, technology, listening stations, reading and study areas.
- Provides well-defined teen area to attract teens.
- Accommodates growth in youth collections.

Audio Visual Services

- Space for AV collections, listening stations, and staff workroom.
- Accommodates projected growth and increasing interest in AV collections.

Electronic Resources

- Electronic resource centre with 30 - 40 PCs and an information/service desk.
- Provides computer training facilities and expanded space to support electronic resources.
- Improves workstations, including workstations accessible to the disabled.

Cafe

- Coffee cart, seating for 6-8 people.
- Improves amenities offered at Central Library.
- Provides partnership and revenue-generating opportunities.

Stacks, Receiving and Support Services

- Includes space for lower demand collections, shipping and receiving, Shut-in collection and staff work area, Computer Services, Technical Services, Copy Room, Electrical Room, Maintenance office, work area and storage.
- Improves staff areas and materials handling. Addresses health and safety concerns.

Head of Branches' Office

- Replaces current temporary space with appropriate office space.
- Standardizes space allocated to managers.

Marketing Office

- Area includes office space, staff and volunteer work area.
- Improves staff areas.

Administrative Offices

- Space for Administration offices and storage.
- Improves staff areas, provides additional office and storage space.

Staff Lounge and Kitchen

- Area includes staff lounge and kitchen facilities for staff and room renters.
- Provides comfortable area for staff.

A summary of a 15,000 square foot building programme for Central Library is provided in Table 2 below. The summary outlines the space proposed for each of the thirteen programme areas and the extent to which each area will expand or be reduced compared to its current size. These targets will serve as guidelines for the design phase of the Central Library expansion. As the design evolves, we anticipate this proposal will be refined.

TABLE 2 - PROPOSED SPACE ALLOCATION FOR 15,000 SQUARE FOOT (SF) EXPANSION		
Area	Growth	
Circulation Area and Vestibule	47%	900 sf
Meeting Rooms	19%	625 sf
Children's Services	40%	1700 sf
Adult Services	40%	5800 sf
Young Adult / Teen Area	98%	600 sf
Audio Visual Services	40%	750 sf
Electronic Resources	New	2600 sf
Café	New	375 sf
Stacks, Receiving, Support Services	20%	1550 sf
Head of Branches' Office	-75%	-400 sf
Marketing Office	15%	100 sf
Administrative Offices	24%	400 sf
Staff Lounge and Kitchen	0%	<u>0 sf</u>
Total Additional Space		15,000 sf

6.3 Footprint Options

Three different footprint plans were evaluated. These involved expansions to the west, to the east and across the south edge of the existing building. When assessed in terms of impact on Central Park, meeting library needs and resolving current deficiencies, the preferred concept was expansion to the south. A new main entrance would be located along the new south facade. This approach will enhance the identity of the Library with respect to New Street, the surrounding community and Central Park itself. Appendix 1 illustrates the proposed addition.

7. CENTRAL PARK IMPACT

An initial assessment of the impact on Central Park concluded that expansion to the south was preferable to other options. Site plan goals and initial findings related to parking needs are summarized below.

In developing the external concept and site plan our goals are to:

- minimize the loss of green space and impact on mature vegetation;
- enhance the identity and visibility of the Library within Central Park;
- improve pedestrian access to the Library;
- provide improved parking, drop-off and vehicular circulation.

The parking lot usage assessment conducted during this study indicates that the parking lot is at capacity at many times during a typical weekday and on Saturdays. It is therefore important to add parking to meet existing demand, as well as future needs related to the expansion program.

As part of the Master Plan Review, a parking strategy will be established for Central Park. This will be based on providing some dedicated parking for major facilities plus some shared/multi-use parking lots that would be used by more than one facility. Based on this principle, additional parking is required to serve the library, as well as some shared parking that would serve the library and other facilities at off-peak times.

In response to the expansion, it is appropriate to locate a new drop-off and arrival space, as well as additional parking south of the existing building. This will present an opportunity to revitalize and enhance the rose garden.

The existing parking lot to the northeast of the library has excessively steep grades which direct surface run-off toward the building. These grade problems should be addressed along with the building expansion. The existing parking lot would be remodeled to accommodate additional cars in a more efficient layout.

Further assessment is required within the Central Park Master Plan project before final recommendations regarding parking and the exterior plan can be made. These will be incorporated into the Central Park plan to be presented to Council later in 2001.

8. PROJECTED COSTS AND FINANCIAL STRATEGIES

8.1 Projected Capital Costs

Projected capital costs for the Central Library construction project total \$6.8 million. Costs associated with new construction of 15,000 square feet account for roughly \$4 million. Associated renovation costs total \$2.8 million. Don Schmitt, the architect working on the project concluded that expansion without renovation and phasing the renovations were not feasible.

Other costs to be incurred include \$20,000 for project management, \$750,000 for new library materials and \$730,000 for costs associated with a temporary facility. Costs for a temporary facility have been identified because the architect has advised us to plan on closing Central Library during construction. Tables 3 and 4 below provide more cost details. Table 5 summarizes the projected capital costs.

The capital costs have been included in years 2001 and 2002 of the Library's 2001-2010 Capital Budget and Forecast. That submission also includes funding for space in Tyandaga/Brant Hills in 2003 and in the northeast in 2008.

8.2 Projected Operating Budget Impact

The projected operating budget impact for the first full year of operation is \$325,000. 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 \$30,000¹ per year. Starting in year 4, an additional \$27,000 per year will be required for collections. We are able to delay this operating expenditure as development charges associated with the expansion include funds for library materials. The expenditure of that funding would be spread over several years.

8.3 Project Funding

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 debentures, grants and fundraising. In a separate report Council is being asked to consider endorsing the Central Library Expansion/Central Park Revitalization project for SuperBuild funding. In accordance with Library Board motion 00-53, Library staff will develop a financial plan for inclusion in the 2002 capital budget submission. We also anticipate conducting a feasibility study to determine a reasonable goal for Central Library fundraising.

¹ This has been reduced from the Library's original projection based on recent input from the City Treasurer and his experience with a café operating within the Richmond Hill Public Library.

TABLE 3 – PROJECTED CAPITAL COSTS FOR CONSTRUCTION AND RENOVATION

Growth (15,000 sq. ft.)		Renewal	Subtotals
New Construction	\$2,400,000	Renovations	\$4,515,000
Furnishings	\$480,000	Furnishings	\$691,500
Fees	\$192,000	Fees	\$361,200
Contingency	\$307,200	Contingency	\$556,800
Site Costs	\$450,000	Site Costs	\$450,000
GST (net)	\$134,000	GST (net)	\$230,100
Total	\$3,963,200	Total	\$6,804,600

TABLE 4 – BREAKDOWN OF PROJECTED MOVING, PREPARATION AND LEASE COSTS

Moving and preparation of temporary facility	\$70,000
Lease costs	\$640,000
Moving back to expanded Central Library	\$20,000
Total	\$730,000

TABLE 5 – TOTAL PROJECTED CAPITAL COSTS

Construction and renovation	\$6,805,000
Project management	\$20,000
Moving, preparation, lease – temporary facility	\$730,000
Library materials (books, audio-visual materials)	\$750,000
Total	\$8,305,000

9. EXPANSION PROJECT TIMELINES

The major milestones and proposed timelines for the expansion of Central Library are outlined below. These are subject to change as project timelines will be dependent on the availability of funding, funding and grant applications and capital budget approvals.

- 2001 Functional design phase
 Fundraising feasibility study
 Development of financial plan
- 2002 Fall Construction phase starts
- 2004 March Opening of expanded Central Library

10. CONCLUSION

The findings of the Central Library Needs Assessment support the conclusion of the 1999 functional audit. Expansion of Central Library is needed to meet current deficiencies and anticipated growth. Adding 15,000 square feet to Central Library will allow us to respond to these needs and ensure Central Library remains a highly valued resource in the Burlington community.

APPENDIX 1 – PROPOSED EXPANSION OPTION