



CAPE BRETON REGIONAL MUNICIPALITY

Sydney Public Library

Feasibility Study

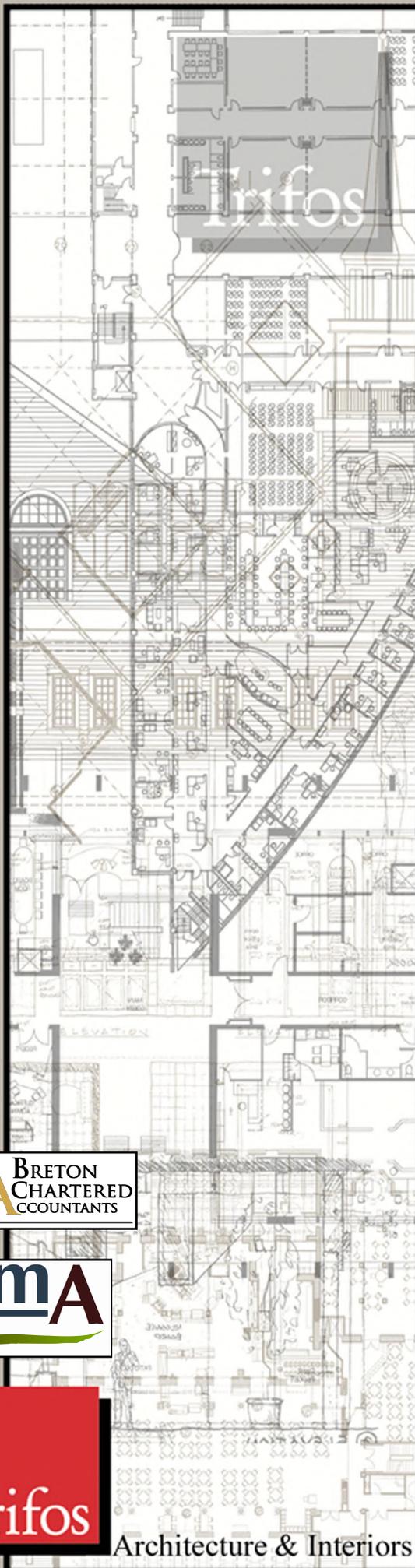
Sydney, Nova Scotia



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Architecture & Interiors

Table of Contents

EXECUTIVE SUMMARY	1
1.0 INTRODUCTION	3
1.1 Study Objective and Deliverables	3
1.2 Background and the Scope of the Study	3
1.3 Organization of the Report	6
2.0 LIBRARY AND COMMUNITY PROFILE	7
2.1 Library Profile – The James McConnell Memorial Library	7
2.2 Community Profile	12
2.3 Population Projections	14
3.0 LIBRARY FACILITY PLANNING – TRENDS AND BEST PRACTICES	16
3.1 Introduction	16
3.2 Confronting the Future – Future Directions for Public Libraries	18
3.3 Overview: The Future of the Public Library in a Digital World	20
3.4 Issues Affecting a New Sydney Library	22
3.5 Trends in Branch Library Design	36
4.0 STAKEHOLDER INPUT	40
4.1 Introduction	40
5.0 LIBRARY SPACE REQUIREMENTS AND PRELIMINARY FUNCTIONAL SPACE PROGRAM	51
5.1 Introduction	51
5.2 New Sydney Library	51
5.3 Regional Headquarters	61
5.4 Conclusion	64
6.0 FACILITY OPTIONS	65
6.1 Introduction	65
6.2 Option 1 – New Building (CBRM Waterfront Lot)	66
6.3 Option 2 – Shared Mixed-Use Complex (Private Waterfront Site)	66
6.4 Option 3 – Retrofit of Existing Edifice (Former Target Store)	67
7.0 PROJECT COST ESTIMATES	69

Table of Contents

8.0 FINANCIAL ANALYSIS	72
8.1 Introduction	72
8.2 Capital Costs	72
8.3 Operating Cost Variances	72
8.4 Site Costs	73
8.5 Life-Cycle Costs	73
8.6 Cost Conclusions	74
9.0 NEXT STEPS	75
9.1 Introduction	75
9.2 Management and Operational Issues	75
9.3 Funding and Financing Strategy	76
9.4 Site Analysis and Schematic Design Development	77

APPENDICES

Appendix A: Option 1 - New Building: CBRM Lot Across from Joan Harriss Cruise Pavilion

- Rendering View from Esplanade (Facing South)
- Concept Site Plan

Appendix B: Option 2 - Shared Mixed-Use Complex: Mercer Fuels/Fire-Station Site, Esplanade, Sydney, N.S.

- Rendering View from Esplanade (Facing South)
- Concept Site Plan

Appendix C: Option 3 - Retrofit of Existing Edifice: Former Target Store, Prince Street, Sydney, N.S.

- Rendering View from Prince Street (Facing Southwest)
- Concept Site Plan

Appendix D: Costing Analysis (Options 1, 2, and 3)

EXECUTIVE SUMMARY

Facility Requirements

A library of 28,000 gross sq. ft. (GSF) is required to serve Sydney's projected 2031 catchment area population of 40,000. The requirement is based on a recommended level of provision of 0.7GSF/capita; which represents a significant increase over the current level of provision of 0.34GSF/capita.

An additional 8,580GSF are required for the Cape Breton Regional Library's (CBRL) headquarters, resulting in a proposed development of 36,580GSF. By comparison, the existing James McConnell Memorial Library and regional headquarters is about 22,000GSF.

The recommended facility does not include space required by partners who may choose to join the CBRL in this development.

At roughly 37,000GSF, the recommended facility will correct many of the deficiencies associated with the current library and headquarters. A larger library is required to reflect the changing roles of public libraries. Contemporary libraries play a different role in the community and, consequently, have different requirements for space. Contemporary libraries are buildings where information literacy is taught, music and video is created, residents come together to discuss and debate important issues, and where community is created and fostered. To be this type of library, physical space not traditionally associated with public libraries is required, including computer and multi-media labs, extensive display space, areas for the community to informally assemble and interact, presentation space, etc. Research clearly demonstrates that this is the library of the future; and input from residents of the Cape Breton Regional Municipality (CBRM) indicates strong support for a contemporary library of this type.

Benefits

Experience in other communities demonstrates that new libraries can be a catalyst for downtown revitalization and economic development. They attract residents and visitors to create vibrant retail and commercial districts, which, in turn, invites new investment. Libraries contribute to the municipality's image and identity as cornerstones of creative cities, and venues for arts, cultural, and heritage events. When part of larger schemes for downtown urban renewal, they become place-makers and public places, contributing to broader urban design and development objectives in progressive communities.

The proposed development will not only correct the limitations of current library services, it will support the future economic, social, and cultural objectives of the CBRM and other community organizations.

Partnerships

Investigating potential partnership, with implications for the size and design of the proposed library, was not a part of this study. However, the CBRL should actively pursue potential partners, and confirm their willingness to be a part of this project. Community stakeholders expressed interest in and support for expanded partnerships. Furthermore, these are particularly important in the CBRM because the population only supports a small central library where program areas are smaller than desired, and some specialized spaces cannot be included. These are the spaces that partners could support (e.g. larger, multipurpose program areas; training facilities; technology labs, and performance and assembly space; spaces designed for the arts, culture, and music; etc.). If partners are prepared to share space and contribute to capital and operating costs, as well as additional programs, program and activity areas that would otherwise not be available to residents, could be provided at the new Sydney library. This important issue should be investigated further, before proceeding with the project.

Design Considerations and Capital Costs

A new, stand-alone, contemporary, 40,000-square-foot library will cost between \$26 million and \$28 million, depending on site selection. A retrofitted edifice of 40,000 square feet will cost approximately \$18 million.

Business Model

The financial analysis carried out as a part of this study has concluded that variances between public and public-private partnership are significant, primarily because the discount rate used on the cost of government funds is 4%, versus the cost of private funds at 8%. In both cases, the full construction costs of the facility would be recovered over the 25-year period.

The costs under the retrofit option are slightly lower. Retrofitting indicates lower initial capital costs, and higher annual operating costs.

In the public-build scenario of a new build, the CBRM would have possession of the Library Facility after the 25-year period. Under the public-private building scenario of a new build or retrofit, the CBRM would have paid 100% of the construction costs of the facility, and would not have possession. CBRM would have to pay an amount to the developer to purchase the property or extend the lease. This amount could be fair-market value at that time, or a lesser amount, if it were negotiated up front.

1.0 INTRODUCTION

1.1 Study Objective and Deliverables

The objective of the study, as stated in the Request for Proposals, is *“to determine the future requirements for a library facility in downtown Sydney”*.¹

The feasibility study addresses facility planning, building design and costs, and business models.

Planning considerations include determining the overall size of the library and key functional areas within the building. These recommendations are rooted in stakeholder input, as well as trends and best practices dealing with contemporary library design, programming, and services. The new library’s support for other community objectives such as economic development, as well as possible benefits associated with partnerships, are also discussed.

The design and costing components of the study provide a preliminary design concept, and an order-of-magnitude capital cost.

Finally, the business model explores the financial implications of public ownership versus a public-private development.

1.2 Background and the Scope of the Study

The objective of the study, as stated in the Request for Proposals, is *“to determine the future requirements for a library facility in downtown Sydney”*.²

1.2.1 James McConnell Memorial Library – Feasibility Study - 2011

The current study grew out of an earlier (2011) feasibility study. The 2011 study was undertaken to determine if the renovation and expansion of the James McConnell Memorial Library (commonly referred to as the McConnell Library) was a reasonable strategy for addressing the community’s needs.

¹ Cape Breton Regional Library. RFP – Sydney Library Feasibility Study.

² Cape Breton Regional Library. RFP – Sydney Library Feasibility Study.

1.2 Background and the Scope of the Study (Cont'd)

1.2.1 James McConnell Memorial Library – Feasibility Study - 2011 (Cont'd)

The report concluded that the existing library was significantly under-sized and, more importantly, functionally deficient. The following is an excerpt from the 2011 report:

“The Library is in most respects a library of the 1970s and has few of the characteristics of a contemporary library. The library is an undersized older building, which does not meet contemporary standards for public buildings, let alone the needs of a contemporary library (e.g. full accessibility, adequate public washrooms, reasonable lighting levels and adequate air circulation, heating/air conditioning, noise suppression, elevator, etc.). These limitations have little to do with the building functioning as a library – they simply point to limitations associated with the age and condition of the building”³.

In addition to basic building deficiencies, the report indicated that the McConnell Library provided few of the functional areas customary in contemporary libraries. There is very little working and reading space; limited areas for dedicated programming, few opportunities to designate areas for special uses/users (such as a teens area), no private group work areas, limited display space, and none of the amenities library users increasingly expect. These functional areas are not available due to building constraints and limited space. The 2011 study concluded:

“The trends and best practices outlined [in the 2011 report] describe library functions, services and design objectives that are space dependent, recognizing that libraries cannot effectively deliver their services, retain existing users or attract new ones without providing at least the minimum required amount of facility space. Libraries that fail to provide the minimum standard in library space seldom achieve their core service objectives and rarely offer any of the enhanced services or amenities described above.”⁴

While the study identified options for expansion, these were significantly constrained by the existing site and building. New construction, rather than renovation and expansion of the existing library, was deemed the best future strategy. The community stakeholders participating in the 2011 study strongly endorsed this strategy.

³ Cape Breton Regional Library. James McConnell Memorial Library. Feasibility Study: Facility Planning Report. dmA Planning and Management Services and Trifos Design Consultants. Nov. 30, 2011.

⁴ Cape Breton Regional Library. James McConnell Memorial Library. Feasibility Study: Facility Planning Report. dmA Planning and Management Services and Trifos Design Consultants. Nov. 30, 2011.

1.2 Background and the Scope of the Study (Cont'd)

1.2.2 The Scope of the Investigation

As noted above, this study focuses on three major deliverables that address critical questions associated with the development of a new library in Sydney. There are, however, issues outside of the scope of this investigation that should be addressed before the project proceeds. These are:

An Operating Model and Operating Costs for the Proposed Library

A new library will be larger, and will offer a much wider range of services than the current library. It will attract new users, and existing users will visit the library more often. This increased use will likely require additional staff and other operating expenses. It is also possible that new services will require staff with new skills. Library staff may also be working with new partners. Consequently, both the financial and management implications of providing a new library are important considerations.

Hours of operation are an example of a challenge that the new library will face. In the 2011 study, restricted hours at the current library was a major concern. This is understandable, given that the McConnell Library is closed on Sundays and Mondays, and only open 51.5 hours per week. Most central libraries of this type would be open a minimum of 60-65 hours a week. The primary rationale for a larger contemporary library in Sydney is to have a more positive impact on the community by accommodating more users, programs, and activities. This can only happen if the operating funds are available to keep the doors open. Operational considerations require further investigation.

Partnership Assessments

While possible partnerships and their potential benefits were discussed, the scope of this study does not include partnership assessments. Contact with potential partners was limited, and there were no substantive discussions about the manner in which other public (or private) agencies might partner with the CBRL on this project. Issues such as capital- and operating-cost sharing, the management of shared spaces, opportunities for joint service delivery, etc., must be addressed, in order to determine if a partnership is viable and desirable. These discussions should occur with any potential partners, before a design and development strategy is finalized.

System-Wide Facility Plan and Strategic Plan

This study only examines the McConnell Library. It is the largest and most full-service facility in the CBRL system, and counts almost half of the the CBRM's population in its service area. It acts as CBRL's central library, with special collections and a larger reference and research role than other branches. The McConnell Library is also a location for staff training. Nonetheless, it is one of 12 CBRL libraries, and a new library in Sydney will have implications for other branches.

1.2 Background and the Scope of the Study (Cont'd)

1.2.2 The Scope of the Investigation (Cont'd)

System-Wide Facility Plan and Strategic Plan (Cont'd)

The CBRL does not have a system-wide facility master plan. Such a plan would describe the relationship among branches, and consider the possibility that the central library will provide specialized services to all users. Other library systems have consolidated resources, and have downsized or decommissioned branches, when new central libraries were developed. In the absence of a Master Plan for all facilities, it is not known how the new Sydney library will affect other branches. The CBRL may wish to prepare a Facilities Master Plan to address these issues.

CBRL has also not prepared a Strategic Plan. Strategic Plans establish future service priorities, rooted in an understanding of the changing economic, social, cultural, and technological world in which libraries deliver services. For libraries, strategic planning is essential, because few other municipal service providers operate in such a fluid and evolving environment. Libraries face a future full of opportunities and threats. They have choices affecting the role that they play in their community, and the priority they place on various services and users. These choices have an impact on buildings. This report makes assumptions about the type of library the CBRL will be in the future. The Board might wish to engage in a strategic planning process, to articulate their vision for CBRL's future, and confirm that the library being proposed, herein, for Sydney and the CBRM, is consistent with that vision.

1.3 Organization of the Report

The report is organized as follows:

- Chapter 1: Introduction
- Chapter 2: Library and Community Profile
- Chapter 3: Library Facility Planning - Trends and Best Practices
- Chapter 4: Stakeholder Input
- Chapter 5: Library Space Requirements and Preliminary Functional Space Program
- Chapter 6: Facility Options
- Chapter 7: Project Cost Estimates
- Chapter 8: Financial Analysis
- Chapter 9: Next Steps
- Appendix A: Option 1 Rendering View and Concept Site Plan
- Appendix B: Option 2 Rendering View and Concept Site Plan
- Appendix C: Option 3 Rendering View and Concept Site Plan
- Appendix D: Costing Analysis

2.0 LIBRARY AND COMMUNITY PROFILE

2.1 Library Profile – The James McConnell Memorial Library

The McConnell Library is one of the twelve libraries that comprise the CBRL. Two bookmobiles, one each in Cape Breton and Victoria Counties, are also operated by CBRL.

The McConnell Library building serves four roles: the Central Library for the Region, the Regional Library Headquarters, the home base for the Cape Breton County Bookmobile service, and the location for the Regional Library Storage collection. The building is 22,000 square feet – the public library is 14,000 square feet, and the remaining 8,000 square feet houses the Regional Library Headquarters, storage, Gates Computer Lab, and garage.

Located in downtown Sydney, the Library provides services 5 days per week (Tuesday to Saturday), and holds a collection of 89,307 items. The Region's storage and Cape Breton County Bookmobile collection are housed in the lower level of the building, and amount to an additional 69,826 items.

As the largest public library on Cape Breton Island, this branch serves a larger role for information and research than other library branches across the Region. Special collections held at the McConnell Library include the Nova Scotia Collection (a large print, document, and ephemera collection pertaining to the history and culture of Nova Scotia, and in particular to Cape Breton), a play-script collection, and a (recently donated) print-music collection which is currently being catalogued.

CBRL, through its Headquarters, also offers downloadable eBook and eAudiobook services, with approximately 15,000 titles available.

COLLECTIONS (James McConnell Memorial Library Building)	
Location	Collections
McConnell Library	89,307
Regional Storage	56,607
Headquarters	3,739
Cape Breton County Bookmobile	9,480
TOTAL	159,133

Programmes and Services

The CBRL recognizes that learning happens in many ways – from reading and listening, and through having opportunities to participate in programmes that inform and provide information. Thus, the Library provides a wide range of programmes and services throughout the Region. Many programmes offered in the smaller community libraries are planned and delivered by Regional-Programmes Staff, who work out of the McConnell Library.

2.1 Library Profile – The James McConnell Memorial Library (Cont'd)

Programmes and Services (Cont'd)

Programmes offered at the McConnell Library account for approximately 40% of the attendance for children's programmes held throughout the Region, and 63% of the attendance of adult programmes. A total of 235 children's programmes were held at McConnell Library in 2014/15, with a total attendance of 4,420. There were 204 adult programmes offered, with a total attendance of 5,704. In addition, a number of programmes held in the Gates Computer Lab at McConnell Library, and throughout the wider community (outreach), are coordinated through this location. Overall, for the Region, attendance at Library programmes has increased by 99% over the past ten years.

Examples of programmes include Babies & Books, pre-school storytime, puppet shows, Reading Together Clubs, computer training for seniors, book clubs, and general programmes focusing on topics of interest.

Public Access Services

The McConnell Library offers free WiFi, and has available 6 public-access computers for use by the general public. Demand for use of the public-access computers remains high.

A 10-seat computer lab is available in the basement of the McConnell Library. This area is used to provide computer training for members of the public (101 sessions offered in 2014/15). The location of the computer lab is problematic, in that it is not fully accessible as there is no elevator access from the main floor of the Library. The entrance to the lower level of the building is not wheelchair accessible.

Community Meeting Space

McConnell Library has one community/programme room. An increase in the number of programmes offered, and community requests for the use of the space, has resulted in the room being in almost constant use. To try to accommodate requests, the Library frequently has to close off areas of the Special Collections room to hold meetings and programmes. This can be problematic for community residents and Library Staff, as this requires more setup (rearranging furniture, etc.), and prevents researchers and students from using the area as a quiet study area. This Special Collections room is also used by Staff Members to hold meetings, as there is no boardroom or other meeting space available for Staff.

In 2014-2015, the McConnell Library programme room was used a total of 40 times by non-profit community groups. The Library frequently turns down requests for use of the programme room, due to unavailability.

2.1 Library Profile – The James McConnell Memorial Library (Cont'd)

Community Meeting Space (Cont'd)

CHILDREN'S & YOUTH PROGRAMMES – McCONNELL LIBRARY (2014-2015)		
Programme	No. Offered	Attendance
Babies & Books	34	892
Class Visits	21	480
Preschool Storytime	17	256
Puppet Show	5	105
Reading Together Clubs	8	74
Saturday Storytime	57	507
Summer Reading Programme	8	308
Therapy Dogs	6	59
Toddler Time	22	457
Youth	10	201
Miscellaneous (March Break, Etc.)	47	1,081
TOTAL	235	4,420

ADULT PROGRAMMES – McCONNELL LIBRARY (2014-2015)		
Programme	No. Offered	Attendance
Adult Information Programmes (Various Topics)	38	781
Class/Group Visits	4	79
Seniors' Cafes	52	419
Miscellaneous (Book Clubs, Etc.)	110	4,425
Computer Classes (Gates Lab)	101	206
TOTAL	305	5,910

2.1 Library Profile – The James McConnell Memorial Library (Cont'd)

McConnell Library Profile

McCONNELL LIBRARY PROFILE (2014-2015)	
Branch Description	Branch Information
1. Estimated Catchment Population	49,000, based on the number of residents for whom the McConnell Library would be the closest to their home. Some of these residents live 30 minutes or more from the library, and this likely affects their levels of use.
2. Geographic Area Served	Sydney, Sydney River, Coxheath, Westmount, Mira Road, Membertou, and other communities (further distance): Marion Bridge, East Bay, and Big Pond. Note: Some communities have bookmobile visits once per month.
3. Total Holding Capacity	Building is presently over capacity. Areas originally intended for and used for public seating, tables, displays, etc., have been reallocated to accommodate additional shelving as new formats (audiobooks, DVDs, etc.) and technologies came about.
4. Collections	159,133 (Does not include digital formats, microfilm, vertical file, periodicals, and uncatalogued materials).
5. Annual Circulation	McConnell Library: 152,189 Headquarters: 7,026 eBooks/eAudiobooks: 32,212 Total Regional Circulation: 383,668
6. Microfilm	1,135 Reels
7. In-Person Visits	103,996
8. Holds Placed by McConnell Library Users	14,017 (Note: This does not include holds placed by McConnell Library Users on eBooks). Holds placed across the Region increased by 20.13% over the previous year, for a total of 53,501.
9. Weekly Hours of Operation	51.5
10. Information Questions	McConnell Library: 20,187 Regional Total: 42,106
11. Public-Access Computers – Hours Used	McConnell Library: 10,923 Regional Total: 41,587
12. WiFi Use (Hours)	McConnell Library: 2,835 Regional Total: 13,931
13. Website Visits (Regional)	231,512
14. Membership	McConnell Library: 10,476 Regional Total: 22,685

2.1 Library Profile – The James McConnell Memorial Library (Cont'd)

McConnell Library Profile (Cont'd)

McCONNELL LIBRARY PROFILE (2014-2015)	
Branch Description (Cont'd)	Branch Information (Cont'd)
15. Facility: Sq. Ft.	22,000 Total Sq. Ft. The Library leases space in the lower level for Regional Library Headquarters and Cape Breton County Bookmobile base, including a two-vehicle garage. Total of 8,061 Sq. Ft., included in the total noted above.
16. Facility Meeting Rooms	1 – Programme Room (Available for use by public when not in use for Library events. Some restrictions apply.)
17. Barrier-Free Access	McConnell Library: <ul style="list-style-type: none"> - Exterior Ramp (Some users have remarked that they find the ramp too narrow). - Washrooms: 2 public washrooms, both barrier-free accessible; 1 Staff washroom, not barrier-free accessible. - Parking: 1 metered barrier-free parking spot near the bottom of ramp. There is no designated public parking for Library users. This is a frequent complaint, particularly for evening access. - Elevator: No (Only access to lower level via stairwells). Headquarters: <ul style="list-style-type: none"> - Not barrier-free accessible. This also presents a problem with moving library materials between levels. - Washrooms: 1 Staff (Not barrier-free accessible).
18. Public-Access Computers	McConnell Library: 6 (WiFi). Gates Computer Lab (Lower Level): 10 (not barrier-free accessible) (WiFi).
19. Seating/User Spaces	<u>Children's Area:</u> <ul style="list-style-type: none"> - 7 Tables and 28 Seats/Stools - 2 Reading Chairs - 2 Reading Benches - 1 Rocking Chair Library has 50 stackable chairs for use in Programme Room. <u>Adult Area:</u> <ul style="list-style-type: none"> - 8 Tables and 28 Chairs - 8 Comfortable Reading Chairs - 1 Circular Built-In Seat at the rear of the Library (Originally this was the Children's Area – Seat constructed in 1959.) <u>Nova Scotia Collection:</u> <ul style="list-style-type: none"> - 3 Tables and 14 Chairs - 7 Additional Chairs (Intended for tables removed to accommodate growth of collection.)

2.1 Library Profile – The James McConnell Memorial Library (Cont'd)

User Survey – 2010

In 2010, a user survey was conducted by CBRL at all fixed branches. Participants were residents of Cape Breton, age 14 years and older, residing within the service area of the CBRL Branch Libraries. The overall response rate was 72%.

Results from the survey revealed that, with a membership rate of 48%, the James McConnell Memorial Library was visited most frequently by respondents (65%) – the highest of all branches within CBRL.

Survey responses indicated that the McConnell Library plays a significant role in the community, providing programmes and services that are valued and well-utilized by the public. For many respondents, the Library is a local and convenient gathering place, providing services and resources to which they would otherwise not have access to. Public-access computer services, the large print collection, and the programmes were noted as being some of the most important services provided.

The user survey also indicated concerns regarding the McConnell Library facility and the services it provides, including lack of air conditioning/control in the facility; a somewhat limited collection, particularly books and DVDs; and an insufficient number of programmes for both adults and children.

2.2 Community Profile⁵

Selected characteristics of the community are briefly noted below. While the data is generally for CBRM, rather than the Sydney area specifically, the new library will be a central library for the CBRM, and most indicators will be relevant to the Sydney catchment area. Unless otherwise noted, all information is for 2011 (the most recent census).

Overall Population and Age Structure

- Total population was 97,398, a decline of 8.1% since 2001. In this period, CBRM was the only major Atlantic Canadian municipality reporting a population decline.
- Median age was 47.5 years, considerably older than the Nova Scotia median (43.7), Canadian median (40.6), and other major centres in Atlantic Canada.
- Youth population (15 years old or less) declined by 27.5% between 2001-2011, and seniors population (65 years old and older) increased by 12.1%; in both cases, they are significantly higher than the provincial averages.

⁵ Unless otherwise noted all information in this section is taken from; Cape Breton Regional Municipality's Vital Signs. Community Foundation of Nova Scotia. 2013 Report.

2.2 Community Profile⁶ (Cont'd)

Community Engagement

- CBRM residents volunteer at a rate comparable to the provincial average, but considerably higher than the national average; vote more frequently in municipal elections, but comparable to the provincial average provincially and federally; and report a stronger sense of community belonging⁷ than residents elsewhere in the province.

Personal and Household Mobility

- 90% of CBRM residents travel to work by car; and the median travel time is 15.3 minutes, comparable to the provincial median, but lower than the national median (20.5 minutes).
- Municipal expenditures for transportation per household in CBRM are 37.4% below the provincial average.

The Economy

- About 97% of businesses in the CBRM were small businesses (less than 50 employees), with retail trade, construction, health care, and social assistance being the major industry categories.
- The Cape Breton Island tourism region reported tourism revenues of \$251 million in 2010, the third highest of the seven Nova Scotia tourism regions.
- Compared to Nova Scotia and Canada, CBRM has a much lower proportion of its labour-force employment in arts, culture, recreation, and sport; and artists comprise a much smaller proportion of the labour force.

Employment

- While the employment rate for those 15 years of age and older has increased substantially since 2000, at 47.8%, it is still much lower than the provincial and national averages.
- From 2001-2011, employment grew by 8.3%, while population declined by 8.1%
- CBRM's 2012 unemployment rate for those 15 years of age and over was 14.0%, substantially higher than the provincial and national averages and rates in other major Atlantic-Canadian municipalities.

⁶ Unless otherwise noted all information in this section is taken from; Cape Breton Regional Municipality's Vital Signs. Community Foundation of Nova Scotia. 2013 Report.

⁷ This data for residents in the Cape Breton District Health Authority.

2.2 Community Profile⁸ (Cont'd)

Education

- Enrolment in the Cape Breton-Victoria Regional School Board declined by 22.6% between 2005-06 and 2012-13. The average decline in enrolment has been 2.6% annually for the past 42 years.
- A smaller proportion of the population aged 25-64 in CBRM reported having a university certificate, diploma, or degree; while a larger proportion reported having an apprenticeship or trade, compared to both provincial and national averages.
- Enrolment at Cape Breton University (CBU) has declined slightly (3.1%) since 1997, and the number of international students has increased substantially (an annual average increase of 19.8%). Currently, more than 25% of CBU students are international students.

Poverty

- In 2010, the CBRM poverty rate was 20.8%, compared to 17.4% and 14.9% respectively, provincially and nationally.
- Poverty rates for children and seniors are also much higher than provincial and national averages.

2.3 Population Projections

CBRM commissioned a population projection in 2012, based on the 2011 census⁹. The report's summary, the total population, and the relative proportion of the population in selected age groups are noted below.

"The rate of decline in CBRM's population appears to have stabilized. Losses from 2006 to 2011 were similar to the previous 2001 to 2006 period and considerably less than the 1996 to 2001 period when the region suffered its most substantial losses as the steel plant and coal mining operations closed in the region. Decline in Cape Breton's three counties has, on the other hand, accelerated.

The overall demographic picture for Cape Breton remains concerning. While the rate of decline has subsided as might be expected as the impact of factory closures has dissipated, the path of decline has only been delayed. The percentages of young adults leaving the region continue to be substantial and the capacity of the local population to reproduce has not been restored. The population of CBRM is growing older and the proportion of CBRM residents who are seniors can be expected to increase ahead of the balance of Nova Scotia. The continued vitality of the Aboriginal communities in CBRM and elsewhere in Cape Breton is an important but unfortunately, modest counterpoint."

⁸ Unless otherwise noted all information in this section is taken from; Cape Breton Regional Municipality's Vital Signs. Community Foundation of Nova Scotia. 2013 Report.

⁹ Cape Breton Demographic Study. 2012. Stantec Consulting Ltd. October 17, 2012.

2.3 Population Projections (Cont'd)

CBRM: TOTAL POPULATION AND PROPORTIONS BY AGE GROUP					
Year	2011	2016	2021	2026	2031
Total Population	101,620	96,700	90,850	84,635	77,995
Age Groups (% of Total)					
0-14 Years	14.5	14.3	14.4	14.0	13.3
15-24 Years	12.7	11.0	9.6	9.9	10.4
25-64 Years	53.4	52.7	49.9	46.4	44.1
65 Plus Years	19.4	22.4	26.1	29.7	32.2

3.0 LIBRARY FACILITY PLANNING – TRENDS AND BEST PRACTICES

3.1 Introduction

The future of the public library is widely discussed and debated. While future directions are not always clear, the role of the public library is changing with implications for librarian competencies, collaboration and consolidation between libraries, digitization of materials and collections, personalization and social networking, archiving and cataloguing, etc. In the discussion that follows, we have only dealt with trends affecting design, functional areas, and the need for space in library buildings. While not exhaustive, this discussion is essential to understanding the facility recommendations in the report.

The overriding theme in this chapter is that community expectations for public libraries are changing in ways that have implications for the design, size, and type of libraries – and libraries that ignore these changing expectations will not survive. This theme is nicely summarized by the latest survey completed by Pew Research¹⁰. The authors state:

“American libraries are buffeted by cross currents. Citizens believe that libraries are important community institutions and profess interest in libraries offering a range of new program possibilities. Yet, even as they express interest in additional library services, there are signs that the share of Americans visiting libraries has edged downward over the past three years.

- *46% of Americans aged 16 and over say they visited a library or a bookmobile in-person in the prior year [2014]. This is roughly comparable with the 48% who said this in 2013, but down from 53% in 2012.*

A trend in the other direction is that mobile access to library resources has taken on more prominence. Among those who have used a public library website, 50% accessed it in the past 12 months using a mobile device such as a tablet computer or smart phone – up from 39% in 2012.

These findings highlight how this is a crossroads moment for libraries. The data paints a complex portrait of disruption and aspiration. There are relatively active constituents who hope libraries will maintain valuable legacy functions such as lending printed books. At the same time, there are those that support the idea that libraries should adapt to a world where more and more information lives in digital form, accessible anytime and anywhere.”

¹⁰ Libraries at the Crossroads. John Horrigan, Pew Research. September 2015. The results of a survey conducted nation-wide in the United States, March – April 2015 with over 2,000 people, aged 16 years of age and older.

3.1 Introduction (Cont'd)

As the authors of the Pew Report note, this raises two big questions that highlight the challenges facing librarians and planners. What should libraries do with their books and with their buildings? The following question from the Pew survey addresses the first issue and shows a remarkable shift in attitudes in just three years. The question asked was *“Should libraries move some print books and stacks out of public locations to free up more space for such things as tech centres, reading rooms, meeting rooms, and cultural events?”* The percentage of respondents answering this question in the following ways in 2012 and 2015 is noted below.

Response	2012	2015
Maybe	39%	40%
Definitely	20%	30%
Definitely Not	36%	25%

The authors of the Pew report continue:

“The second key question is: Should bricks-mortar libraries have a smaller physical footprint in their communities? A majority do not think so. Nearly two-thirds (64%) of those aged 16 and over say libraries should definitely have more comfortable spaces for reading, working and relaxing. This represents a modest increase over 2012, and suggests that libraries still occupy a prominent spot in people’s minds as a place to go.”

This theme of changing expectations and new roles for public libraries, with implications for “bricks and mortar” architectural design, is explored further in this chapter.

We have organized this discussion in four parts, moving from the general to the specific. The first part presents a broad overview on future dimensions of library service in the 21st Century. Based on a policy paper published in 2011 by the American Library Association, it offers a useful perspective on the shifting roles of the public library. The role of technology as an over-riding force in redefining the physical form of libraries (and the services they offer) is discussed in the second section. The third part of the discussion addresses selected issues that are particularly relevant to a downtown library in Sydney. The final part of the discussion deals with facility-design considerations.

3.2 Confronting the Future – Future Directions for Public Libraries

A recent article from the American Library Association provides an excellent overview of the challenges and choices facing the 21st Century Library. In his report, “Confronting the Future”¹¹, Roger Levien addresses the major issues that will be facing public libraries in the future, and provides a framework for envisioning the next generation of libraries. Levien cites a number of factors shaping the future of libraries, including continuing advances in digital media and technology, heightened competition, demographic transformation, and financial constraints. He identifies four “dimensions” for considering the future of libraries (Figure 3.1).

Dimension 1: Physical to Virtual Libraries

This dimension relates to the form of both the library as a facility, and the form of its collection. The notion of a purely physical library is no longer realistic or desirable, and the challenge for public libraries is to find their place on the physical-virtual continuum. Most modern libraries are somewhere in the middle, and this is the most realistic immediate scenario; where libraries increasingly provide virtual features, but still have a physical presence in the community. However, the physical presence will accommodate a variety of different functions and features, reflecting other changes in the library’s role.

Dimension 2: Individual to Community Libraries

The second dimension deals with the type of service provided by the library, and the point of focus for its users. There is a continuum, from attempting to accommodate each user independently (with quiet study space, privacy, comfort, one-on-one service, etc.), to a community focus, with space for community interaction and group work. In the future, libraries will increasingly move to the community end of the spectrum, as they play the role of community hub, employment and training centre, venues for public debate and discussion, community programmer, and other related roles.

Figure 3.1 The Four Dimensions of Public Libraries



¹¹ Levien, R. June 2011. “Policy Brief No. 4: Confronting the Future”. American Library Association, Office for Information Technology Policy.

3.2 Confronting the Future – Future Directions for Public Libraries (Cont'd)

Dimension 3: Collection to Creation Libraries

This third dimension involves the way in which libraries interact with their users. On one end of the continuum is the traditional library, where users come to enjoy and experience the materials in the library's collection. This traditional role sees the library as a warehouse where residents can borrow the intellectual, creative, and imaginative works of others. At the other extreme, is a library where users are encouraged to use creative spaces, equipment, technology, and staff expertise to produce their own creative products. This is the library where residents create music, documentaries, engage in interactive media, and experience the full realm of creative possibilities that technology increasingly makes available. Modern libraries are increasingly embracing creative spaces.

Dimension 4: Portal to Archive Libraries

The fourth dimension, identified by Levien, focuses on the ownership of the library's collection, whether physical or virtual. In the portal library, the materials available to users are not the property of the library; rather, the library acts as a facilitator between the user and the resources available through other organizations. The other extreme is an archive library, whose role is to possess documentary materials in a range of genres and media. However, this is not simply a historical archive; rather, the library is the keeper of the community memory and an organization committed to telling the community's story – both past and present. This is a living library with a very strong orientation to the local community, and access to the memorabilia, images, artifacts, and stories that define that community¹². In this scenario, the library is both the local community's "archive," and its "portal" to worldwide information resources.

The implications of these changing roles for library facilities and space requirements are discussed further below.

¹² This element of the library's role as archive is reflected in the Nova Scotia Collection at the McConnell Branch.

3.3 Overview: The Future of the Public Library in a Digital World

A recent article asks the question: “What will become of the library as the world goes digital?”¹³. The author laments the loss of public funding for libraries in the United States, and describes a history within which the book occupies an increasingly less important place in library buildings – so much so, that the author can state, *“a library without books was once unthinkable. Now it seems almost inevitable.”* The initial response of libraries involved *“redefining their mission around providing access to new technologies,”* reflected in the *“slow invasion of computer clusters that defined ... the past two decades of library design.”* However, this response *“now seems increasingly redundant given that three quarters of Americans access the internet at home, with both broadband and mobile access rising steadily, particularly among young people. It seems unlikely that providing on-site public access to on-line media will be a compelling justification for funding brick-and-mortar libraries even a decade from now.”*

However, consistent with the findings of the Pew Research cited earlier, this commentator does not believe this means the end of library buildings. Instead, these building will be transformed, and different activity spaces and technologies will occupy areas formerly committed to print. Libraries will find *“their rationale for institutional survival ... in the principle of a “third place” committed to learning.”* There will be an increasing emphasis on maker spaces, which *“collect old and new technologies and encourage patrons to develop and share skills that cannot be practiced over the Internet.”* The author also references other programs and projects that involve displaying, facilitating, and disseminating local art, and leasing recordings from local artists – projects that *“engage library patrons in producing their own content.”* This direction is consistent with the “creation library” discussed by Levien in the previous section.

Another commentator¹⁴ addressing the future of libraries, similar to the authors of the Pew Research, believes we are at a crossroads, and the beginning a great transformation. The great transformation is *“from a time when information was scarce and precious to today where information is vast and readily available, and in many cases, free. People, who in the past visited libraries to find specific pieces of information, are now able to find that information online. The vast majority of people with specific information needs, no longer visit libraries.”* However, this does not mean the end of library facilities – it means a transformation, driven by technology, to a different kind of facility. The author cites nine technology trends, with implications for library services and the role of public libraries. Many of these are not directly related to library buildings, but have implications for librarians and their relationship to their customers (e.g. the movement from a search industry almost completely based on text, to

¹³ “What Will Become of the Library? How it will evolve as the world goes digital”. Michael Agresta.
<http://www.slaye.com/articles/life/design/2014/04/the-future-of-the-library>.

¹⁴ The Future of Libraries. Beginning the Great Transformation. DaVinci Institute. August 2015.
<http://www.davinciinstitute.com/papers/the-future-of-libraries>.

3.3 Overview: The Future of the Public Library in a Digital World (Cont'd)

searches based on other attributes such as taste, smell, texture; and with respect to information storage, a shift from an overriding concern with “tiny-ness,” to other areas of information efficiencies such as speed, reliability, and durability). The authors note that the role of the librarian, to assist with searches that are more complicated, will be increasingly important. However, central to our concern with the future of library buildings, the following trend is most relevant:

“Libraries will transition from a center of information to a centre of culture. A culture-based library is one that taps into the spirit of the community, assessing priorities and providing resources to support the things deemed most important. Modern day cultural centers include museums, theatres, parks and educational institutions. The library of the future could include all of these, but individual communities will be charged with developing an overall strategy that reflects the identity and personality of its own constituency.”

The authors recommend that libraries experiment with creative spaces in their physical facilities, to determine the appropriate future role. The types of creative spaces they mention include band-practice rooms, podcasting stations, blogger stations, art studios, recording studios, video studios, imagination rooms, and theatre-/drama-practice rooms. The obvious overlap with other service providers (such as the recreation department and local schools), implied by some of these spaces, points to the need to clarify roles, and hopefully partnerships. However, the driving force behind most of these spaces is technology, which suggests that the public library has a special role to play.

These are two of many articles dealing with the future of the library in a digital world. For the purpose of this study, they serve to highlight the following implications for a new library in Sydney:

- Bricks-and-mortar facilities will increasingly be defined by their role in a digital world. This means different types of spaces to support a different role for the library.
- Bricks-and-mortar facilities will still be required in the future – but only if they change to embrace these new roles. Libraries that do not make this transformation in both facilities and services will be increasingly irrelevant.
- In the future, both existing and new facilities must incorporate specialized spaces, many of which must be supported by significant investments in technology, with new, expensive, and sophisticated equipment. These spaces must be supported by highly trained staff, and, to make effective use of the fixed investment, be open to the public for extended hours. These trends suggest larger libraries, fewer service points, and longer hours of operation.

3.3 Overview: The Future of the Public Library in a Digital World (Cont'd)

While there is little doubt that these trends, which apply to all North American public libraries, are relevant to Sydney, they may be slower to materialize. Sydney has an older population, some of which may be satisfied with more traditional library services, including a continued attachment to print. However, few current patrons have been exposed to all that a contemporary library can offer, and we should not underestimate the interest in new services, regardless of age. Perhaps, more importantly, the challenge facing the CBRL (and all other libraries) has less to do with retaining long-time users, than with engaging and capturing the next generation of library patrons. On this point, time is not on the side of public libraries. If they do not respond, they risk losing this generation, who will increasingly look to other providers for information and entertainment.

3.4 Issues Affecting a New Sydney Library

3.4.1 Library Partnerships

Libraries are natural partners for almost every public-service provider. With extensive information resources, professional expertise, and advanced research capabilities, the library can support the objectives of a wide range of public agencies. Most libraries, including the CBRL, establish programming- and service-delivery relationships with other agencies in their community. A new library, with improved facilities and resources, will enhance the opportunities for both existing and new partnerships; and stakeholders involved in this study strongly supported this direction¹⁵.

Our focus is not on the wide range of partnerships that the CBRL could pursue with other community agencies. Most of CBRL's existing programming and service partnerships are independent of their library facilities. The question for this study is whether there are opportunities to create partnerships with implications for the size and design of a new library building.

When discussing library-facility partnerships, it is important to distinguish between co-location and shared service delivery. Co-location involves building a complex to house the library and another service provider, where some spaces (such as a meeting room or lobby) are shared. While the co-locating partners may also cooperate on programs or activities within the complex, these are not dependent on co-location. Shared service delivery is a more complex arrangement, where the library and another agency, through a formal agreement, jointly provide services in a shared space, with shared staff and other resources.

¹⁵ See discussion in Chapter 4 for details.

3.4 Issues Affecting a New Sydney Library (Cont'd)

3.4.1 Library Partnerships (Cont'd)

There are many successful examples of public libraries co-locating with other public service providers, most frequently educational authorities, community recreation facilities, and civic centres. Experience consistently demonstrates a positive impact of co-location. Benefits include expanded casual participation, improved library membership, capital-cost sharing, operating efficiencies, space sharing, cross-programming opportunities, and increased convenience for users.

While co-location is generally preferred to stand-alone libraries, shared service delivery is generally preferred to co-location. The possible benefits are much greater with shared service delivery, because another party brings resources (funding, staff expertise, materials) to the arrangement.

There are many possibilities for shared service delivery, both within municipal government, and with other non-municipal service providers. Within the municipality, the best candidates would be economic-development and cultural services. Public libraries in other jurisdictions have assumed an important role in economic development, as a partner with the municipality and community agencies (such as the Chamber of Commerce or Downtown Business Association). As small business and home-based businesses increase their presence in a local economy where information, creativity, and knowledge are driving forces, the library will be an increasingly valued resource.

One of the dominant trends defining library service delivery is the movement from consumption to creativity.¹⁶ Libraries are becoming the creative centres of their communities with “maker spaces,” media labs, technology programming, and training focused on experiential learning, creativity, and community collaboration. The public library is the appropriate home for these creative spaces, and library staff have the skills, experience, and networks to enhance the community’s creative capital. Libraries are natural partners for municipal departments responsible for cultural services. Creative space, and the technology and equipment that supports it, are expensive, and duplication is not an option.

Joint service provision need not be limited to partnerships with the municipality. Experience elsewhere indicates that with appropriate facility design, and comprehensive, well-structured management agreements, joint school/public libraries can offer significant benefits. This is the case primarily because of the pooling of resources. When materials, technologies, staff, and other resources are combined, students and the community are better served. Until quite recently, joint-service partnerships between public libraries and educational authorities almost exclusively involved primary

¹⁶ See Levien article cited earlier.

3.4 Issues Affecting a New Sydney Library (Cont'd)

3.4.1 Library Partnerships (Cont'd)

and secondary schools; partnerships with universities and colleges were rare. This, however, is changing, as discussed in a subsequent section of this chapter.

Shared service delivery options have largely been dominated by school-library combinations. However, educational authorities are not the only possible partners. New, contemporary libraries can be positioned as a vital service provider within the “information economy,” ensuring that the knowledge, tools, and resources required by an information-literate population, are available. Collaboration with other information providers, including local government, health services, business and technology services, and economic-development agencies, are possible.

Partnerships can have an impact on long-term operating costs, through the sharing of basic occupancy costs; but more importantly, creative partnerships with other service providers can increase the Library’s eligibility for external funding, and might enhance revenue streams currently unavailable to libraries.

While the potential benefits of shared service partnership are considerable, so are the challenges. Any time two independent agencies share resources to deliver services, the potential for conflict is real. However, well-structured agreements can often address these issues. The other challenge, even for co-location, is timing. Sufficient users to support development will not always materialize at the same time. This might be addressed by phasing developments. Funding may be a greater challenge. When funding is available, public agencies are strongly motivated to act, even if this jeopardizes possible partnerships. In the author’s view, in these circumstances, the possible benefits of partnership should often take priority.

3.4.2 The Library and Community Planning

Public libraries are important civic buildings that contribute to the image and identity of their communities, and the creation of public spaces. Urban planners and designers are increasingly concerned with concepts of public space, and their role in creating social environments that contribute to identity, attachment, and a sense of place. Libraries have an important role to play in these plans.

As with many of these trends, the role of the library in creating community is driven, at least in part, by technology. Buildings to house materials and information resources are increasingly less important in a digital world where the “*information superhighway*” threatens to make them less relevant, even obsolete. Yet now, these institutions are as prominent as ever, with a wave of innovation as the next

3.4 Issues Affecting a New Sydney Library (Cont'd)

3.4.2 The Library and Community Planning (Cont'd)

generation of libraries extend their mission well beyond the storage of knowledge. “These new libraries serve as centres of discovery and communication – places where people gather and where information comes alive through teaching and personal interaction”¹⁷. A number of libraries make effective use of their place in the community, and outdoor areas, to engage the community and invite participation. “If the old model of the library was the inward focused community “reading room,” the new one is more like a community “front porch.” The library’s role as an urban public space is well reflected in the design and planning of today’s best libraries.

Another author refers to the important role that libraries should play as “third spaces.” The article traces the social and cultural meaning of space through time, and the transformation of libraries as public spaces, again largely in response to technology. The author notes the concern expressed among librarians, as the internet and commercial spaces (bookstores and cafes) appeared to compete for the library’s market share; and libraries responded by introducing these spaces into the library. However, he describes the challenge for libraries as follows:

“We can choose to become more like commercial entities with products and customer bases, or we can aim to be socially meaningful institutions with a higher role and calling. We can become bookstores in an effort to beat bookstores, or we can work to build libraries and librarianship around the concept of shared social space where real people engage in real struggle for meaning and purpose in a landscape of increasingly rapid human movement and social change.”¹⁸

This reflects an important perspective on the continuing role of the library, even as we increasingly incorporate new spaces into facilities. Libraries are not (or should not) be adding cafes and comfortable reading areas, in order to compete with bookstores; instead, they are creating open, universally accessible, safe environments for learning, discourse, and the exchange of ideas. The library has a unique opportunity to be a true third space. Other public institutions cannot play this role. However, libraries that wish to play this role cannot simply provide the appropriate physical spaces; they must change their operations, the role of staff, and programming.

¹⁷ Libraries that Matter. Cynthia Nikitin and Josh Jackson. Project for Public Spaces. [Hhttp://www.ppsorg/reference/libraries that matter](http://www.ppsorg/reference/libraries%20that%20matter).

¹⁸ *Libraries as the Spaces between Us. Recognizing and Valuing the Third Space*. James K. Elmborg. Reference and User Services Quarterly. Vol. 50. No. 4. ALA 2011. This article has much more to do with how libraries are managed and the librarian’s skills and relationship with users, than with the physical design of the building. An entirely different approach to library service delivery is required to effectively complement changes in physical space. This is extremely important and hopefully will be addressed by the CBRL.

3.4 Issues Affecting a New Sydney Library (Cont'd)

3.4.2 The Library and Community Planning (Cont'd)

Public libraries can also contribute to other municipal planning priorities, such as “smart cities.” There are a number of definitions of smart cities, but *“in the ideal smart city, robust internet connectivity and big data analytics support the delivery of services and the creation of opportunity, enabling residents to live in more sustainable, productive, healthy, and civically engaged ways.”*¹⁹ City planners seldom discuss the role of the library in the “smart city,” perhaps because few libraries fully embrace their potential contribution. To play this role, one must embrace *“a techno-centric vision of libraries as essential digital connectors. [In this vision] libraries emphasized their role in helping the jobless find employment, in supporting maker labs for entrepreneurs to experiment in innovation, in supporting digital literacy and other training programs, and in advancing e-government and citizen engagement.”*

Place-making, “third spaces,” and smart cities are all important principles in community planning. There is a growing recognition that the public library can play an important and unique role in urban planning²⁰. Given Sydney’s emphasis on urban renewal in the downtown, this future role of the public library is extremely important. Hopefully, it will be embraced by city planners.

3.4.3 The Library and Downtown Revitalization and Economic Development

Central libraries have been cornerstones of downtown revitalization in many North American municipalities. In recent years, there has been a good deal of discussion about the library’s contribution to downtown revitalization in cities throughout the United States, such as Salt Lake City, Des Moines, Seattle, and Denver, to name a few. Today, new libraries are part of ambitious plans to revitalize downtowns and catalyze economic development in Canadian cities such as Surrey, British Columbia; Calgary and Edmonton, Alberta; and Ottawa, Ontario. Closer to home, the new Halifax Central Library has been a significant economic generator, and key to the redevelopment of the surrounding neighbourhood. Citing examples from Halifax, Calgary, and Toronto, where developers built residential and commercial space to take advantage of proximity to new libraries (and in a number of cases, also made significant donations to the library), a recent article in the *Globe and Mail* concludes that “Cities across Canada are building new libraries with a focus on broader learning and community building – and they are being financed in ways that complement and encourage nearby

¹⁹ Smart Cities Meet Anchor Institutions: The Case of Broadband and the Public Library. Ellen P. Goodman. <http://ssrn.com/abstract=2476159>. This article is primarily focused on public policy in the United States. Issues associated with public-private partnerships, legislative constraints and other initiatives affecting libraries as providers of broadband, especially to those who rely exclusively on the library as a provider, are discussed.

²⁰ Berndtson, Maija. “Public Libraries and Placemaking”. Paper submitted to IFLA Conference. Singapore. 2013.

3.4 Issues Affecting a New Sydney Library (Cont'd)

3.4.3 The Library and Downtown Revitalization and Economic Development (Cont'd)

development. Those branches are paying cities back in spades, bringing in greater density and community development".²¹

A research study summarized key considerations, explaining the economic impact of libraries on downtown development, as follows²²:

- Libraries act as a catalyst for "place-based" economic development;
- Libraries function as anchor tenants, without competing for commercial sales;
- Libraries create dynamic public spaces that appeal to a variety of visitors; and
- Libraries enhance quality of life and community partnerships.

Elaborating on the notion of "place based" economic development, The Urban Libraries Council summarizes these outcomes as follows²³:

- Public library facilities are versatile, attractive components in a wide variety of developments – downtown, residential, mixed-use, commercial, and joint-use service sites.
- Public libraries in mixed-use and residential developments contribute to safety and quality of life.
- Long-term tenancy of public libraries reduces some of the financial risk associated with building mixed-used developments.
- Public libraries attract foot traffic, and can serve the anchor tenant function in commercial areas, without directly competing with local businesses.

In addition to being a catalyst for downtown development, the experience in Halifax with the new Central Library indicates a major impact on retail businesses²⁴. The Library is expected to attract over 2 million visitors a year, more than 5 times the draw of the outdated and much smaller library it replaced. This in itself has a major impact on the adjacent retail corridor. However, it is not simply the number of visitors that has generated new business activity. The Library is a destination. It is a significant enough attraction that families from throughout Halifax will make a day trip downtown, part

²¹ Libraries Lend a Hand in Development. Josh O’Kane The Globe and Mail. Nov. 3, 2014.

²² Economic Impact of Public Libraries on Downtown Development – Executive Summary. <http://douglascountylibraries.org>

²³ The Urban Libraries Council: Making Cities Stronger. Public Libraries Contributions to Local Economic Development. January. 2007.

²⁴ Based on personal communication with Councillor Wayne Mason, member of HRM Council and vice-chair of the Halifax Public Libraries Board.

3.4 Issues Affecting a New Sydney Library (Cont'd)

3.4.3 The Library and Downtown Revitalization and Economic Development (Cont'd)

of which includes a library visit. Due to extensive media coverage throughout North America, cruise-ship passengers and other tourists include the Library on their list of things to see and do in Halifax. Thanks to the attractive setting, spacious and welcoming social environment, café, and other user services, the Library is a preferred place to meet in the downtown. Residents incorporate the Library into their daily routine – a place that is an integral part of their city social space, even if they are not users of library materials. Finally, the diversity of the users has created a new market for retailers in the Library's vicinity. People who were not customers of the established retailers in the area, are now supporting new stores and services.

The experience in Halifax suggests three pre-requisites for successfully supporting the downtown retail business sector, with implications for Sydney. First, the Central Library was part of a larger plan for the revitalization of the downtown, and the creation of vibrant public spaces rooted in strategic public investment and public-private sector partnerships. Second, this was a truly innovative, contemporary library. If Halifax had simply wanted to replace the former library with a new building large enough to accommodate the collection, they could have done so with a much smaller and less expensive building. Instead, they invested in a modern library, with extended hours of operation. Finally, they selected a location in the heart of the downtown, immediately adjacent to the major retail area.

In 2005, the Seattle Public Library undertook a major study to assess economic benefits associated with the new Central Library.²⁵ For two reasons, this study has been extensively quoted herein. First, the study investigated actual impacts, rather than anticipated or theoretical benefits. Second, and more importantly, it adopted a broad perspective on possible benefits, instead of only focusing on direct economic impacts (i.e. spending by the library on staff, materials, and services). Given that most direct economic impacts are generated by public funding, many would argue that these are not exclusive to the library, and would be realized in the local economy if tax dollars were directed to other expenditures (public works, recreation, etc.). Consequently, as noted by the authors of the Seattle report, the impact of direct spending may be small compared to other contributions to the local economy.

²⁵ The Seattle Public Central Library. Economic Benefits Assessment. Berk and Associates. July 2005.

3.4 Issues Affecting a New Sydney Library (Cont'd)

3.4.3 The Library and Downtown Revitalization and Economic Development (Cont'd)

The following text is directly from the Executive Summary of the Seattle report.

For a city or region's economy to perform at its highest potential, three interlinked components must function in concert.....this three-part framework was used to assess the economic benefits the new Central Library brings to Seattle, examining its contributions to economic activity, community character and livability, and image and identity.

Economic Vitality

The Library is associated with \$16 million in net new spending in Seattle in its first year of operations.

Net new spending is defined as incremental spending above and beyond what the old Library would have generated. This figure is not inclusive of other economic benefits described in this report. While net new spending is the easiest of these benefits to quantify, this impact may be small compared to its other contributions to the Seattle economy, community character and identity.

Nearby businesses report increases in spending associated with Library visitors. *Restaurants, particularly coffee shops and "white table cloth" establishments, reported the greatest impacts. Hotels, particularly those hosting groups visiting the Library, also linked the new building with increases in business activity. Retail establishments were less likely to associate the Library with increased business.*

Increases in the use of Library resources *contribute to learning, literacy, business productivity, personal and professional development, and individual livelihood, all of which boost the local economy.*

Community Character and Livability

The Library increases the livability of Downtown *by functioning both as a Downtown branch library and a public space much like a park.*

The increased number of Library visitors contributes to Downtown vitality and vibrancy, *making Downtown a more attractive residential and commercial market and furthering the Mayor's Center City Strategy to revitalize and increase the residential density of Downtown Seattle and nearby neighbourhoods.*

3.4 Issues Affecting a New Sydney Library (Cont'd)

3.4.3 The Library and Downtown Revitalization and Economic Development (Cont'd)

Community Character and Livability (Cont'd)

Developers and marketers are already using the Library to promote their properties.

*Given its location amongst office buildings and government offices, **the Library is a vibrant anchor, knitting together the residential neighbourhoods of Belltown and First Hill and retail concentrations in the Downtown shopping district and Pioneer Square.***

*Collaborating with partners such as the Seattle Art Museum, nearby theatres, Town Hall and others, the Library could be **an important contributor to repositioning Downtown as a cultural arts district.***

Image and Identity

*The Central Library is a compelling image, already **appearing as an icon** in magazines, advertisements, and promotions of Seattle.*

As part of a network of Seattle attractions, the Library makes Washington a more attractive destination. Incremental increases in tourism can create a huge increase statewide over time: a 1% increase in annual visitors to King County creates \$1 billion in new spending statewide over a 25-year period.

The Library attracts members of the Creative Class by branding Seattle as a City where culture and public amenities are valued. Knowledge workers and the business sectors that desire ready access to this workforce are attracted to these community attributes. Impacts on the local economy are impossible to measure, but potentially enormous.

The Library contributes to Seattle's sense of pride and identity as a forward-thinking and exciting place to live, work and conduct business.

These economic benefits were attributed to the new Central Library in Seattle. While clearly of an entirely different scale, they would all appear to be applicable to a new library in downtown Sydney.

3.4 Issues Affecting a New Sydney Library (Cont'd)

3.4.4 Public Library – Academic Library Partnerships

Public library-academic library partnerships are of interest in Sydney, given the proposal for a multiuse development incorporating the Nova Scotia Community College. As with earlier discussions regarding partnerships, it is important to distinguish between those that are independent of shared physical space, and those involving shared service delivery in common space. Public libraries and academic libraries (colleges and universities) often work together to share resources and cooperate on programming. Indeed, this is the case for the CBRL and Cape Breton University (CBU), who collaborate to a much greater extent than many other public library systems in Atlantic Canada. The CBRL and CBU have a Memorandum of Understanding regarding shared services. Both institutions have benefited from special projects, shared equipment and materials, reciprocal staff visits, presentations by faculty to the community, etc. While improved public library facilities will undoubtedly strengthen this partnership, the existing partnership does not involve what we termed shared service delivery, where both agencies deliver services from the same physical space via a formal agreement. This relationship, often referred to as a joint public-academic library, is of relevance to this study.

Our brief review of the literature on joint academic-public libraries found few, if any, examples that would be comparable to a possible partnership between the CBRL and the NSCC. Almost all of the shared service delivery partnerships involve much larger institutions than would be the case in Sydney; and universities are much more likely than community colleges to develop joint libraries. These partnerships are generally between central libraries in cities with a population well over 100,000 (and frequently, major centres of one million or more), and major universities with a curricula and research activities calling for a full-service academic library. The size and library-service mandates of most of these examples are not applicable to Sydney.

Joint public-academic libraries are not common; however, there has been a significant increase in these partnerships in last 10-15 years. A study conducted in 2011 in Canada²⁶, only identified three examples of joint-use libraries (defined as where two or more distinct library services providers...serve their client groups in the same building, based on an agreement that specifies the relationship between the providers). While joint-use libraries were rare, this study uncovered a wide “variety of partnerships between public and academic libraries in Canada. These partnerships are wide ranging: aside from the three joint-use libraries, there are province-wide and regional consortia for reciprocal borrowing, purchasing of e-resources, provision of virtual reference, shared catalogues, and shared library-management systems; one-time and recurring shared programming opportunities; shared collection development; the location of public library collections in academic libraries, and academic library

²⁶ Working Together: “Joint-Use Canadian Academic and Public Libraries”. Rachel Sarjeant-Jenkins and Keith Walker. Collaborative Librarianship. 6(1):5-19. (2014)

3.4 Issues Affecting a New Sydney Library (Cont'd)

3.4.4 Public Library – Academic Library Partnerships (Cont'd)

collections in public libraries; and informal relationships.” As noted earlier, these types of partnerships are often already in place between the CBRL and CBU; however, our interest is in joint-use libraries – only three of which were identified in 2011.²⁷

While the scale and scope of these developments are not generally applicable to Sydney, some of these shared-service, public-academic libraries supported other community objectives of relevance to Sydney. For example, joint-use libraries in Brantford, Ontario, and San Jose, California, were seen as catalysts for downtown renewal and economic development. From the perspective of urban planning and development, these libraries were also often seen as a way to link college and town. An example is the first academic-public library in the UK, opened in 2012 in Worcestershire County. Called “the Hive,” to characterize both purposeful activity and sense of community, it was “an extension of the city and a tangible link to the university – the city centre is on one side of the Hive and the university’s new city centre campus is on the other. Bringing the two together will cement the already strong working relationship between Council and the University.”²⁸ Similarly, the Martin Luther King Jr. Library in San Jose is situated on one corner of the San Jose State College (SJSU) campus, with two entrances – one from the city, and the other from the university. “As such, the library is a gateway from the City of San Jose into SJSU. It invites community users to explore not only the library itself but the wider university, including events, courses, and degree programs”.²⁹ These references underscore a significant advantage of major academic-public libraries in downtown locations – they not only contribute to urban design and place-making, by establishing a meaningful connection between city and college; they also welcome both residents and students to participate in community and college life. This focus on the larger societal benefits of joint public-academic libraries is extremely important. The university can offer the public much greater access to information resources, particularly technical and scientific materials. On the other hand, the public library is a venue for what has been termed “knowledge valorisation” – the process of making use of knowledge – and, in this case, not just in academic, corporate, and government circles, but for the broader public. This is the important societal outcome that one would hope results from shared physical spaces.³⁰

²⁷ These three were Brantford Public Library and Sir Wilfrid Laurier University; Ontario; University College of the North and First nation Communities, Manitoba; and University of Alberta and Edmonton Public Library, Alberta.

²⁸ <http://www.thehiveworcester.org/creating-the-hive.html>

²⁹ *Space Designed for Lifelong Learning: The Dr. Martin Luther King Jr. Joint Use Library*. Christina A. Peterson. Council on Library and Information Resources.

³⁰ For further discussion see: *University Libraries and Public Libraries: Collaborate to Provide Access to Information for All*. Maria Heijne. Proceedings of the IATUL Conference. Paper 24. 2013.

3.4 Issues Affecting a New Sydney Library (Cont'd)

3.4.4 Public Library – Academic Library Partnerships (Cont'd)

The only joint-use, public-academic library example that we identified in a situation that may be somewhat comparable to Sydney, was from Brantford, Ontario. The municipal population is about 95,000, and the satellite campuses are serving student populations in the thousands, rather than tens of thousands customary with most joint-use libraries. By the late 1990s, Brantford had experienced a significant economic downturn due to the loss of traditional manufacturing industries, and Council was pre-occupied with economic recovery and downtown revitalization. Attracting a satellite campus of Sir Wilfrid Laurier University (WLU) was part of the City's strategy and, because the student population could not support a university library, an agreement was signed with the Brantford Public Library to play this role. Through a Memorandum of Understanding, the University placed a collection, computers, and study space in the public library. While services were managed by the public library, students have access to university librarians; and both students and residents had reciprocal borrowing privileges. Despite the challenges, this has been a successful partnership. Furthermore, it has grown, with the addition of Nipissing University, and the expansion of the WLU's presence in the downtown. The location of these post-secondary academic institutions in the downtown has contributed significantly to its revitalization, and the economic recovery of the larger community. The Brantford Public Library has been an important part of this success story.

The examples noted above deal with shared service models where all public and university library operations are housed in the same building. A number of communities are experimenting with more modest partnerships that still involve the sharing of physical space. Two examples are the new Innovation Library in Kelowna, British Columbia, and a program by the Columbus State Community College to have a physical presence in all new public libraries in Columbus, Ohio.

The Innovation Library, a partnership of the University of British Columbia Okanagan Library (UBC), and the Okanagan Regional Library, opened in Kelowna in October, 2015. It is located within the downtown public library branch; staffed by a Community Innovation Librarian; and is a space that will provide online research, and access to UBC resources for students, faculty, and residents. The convenience of the downtown location is a major benefit for UBC students, while community members benefit from academic resources that would not usually be available in the public library. This shared space is also expected to support increased joint programming, special events, and community-college projects. Perhaps the greatest benefit of this collaboration is the opportunity to engage both residents and students in the full spectrum of library services offered by academic and public libraries.

3.4 Issues Affecting a New Sydney Library (Cont'd)

3.4.4 Public Library – Academic Library Partnerships (Cont'd)

A similar but apparently more ambitious project is underway in Columbus, Ohio, where the public library is building and renovating a number of branches, and the College has committed to a physical presence in each of these libraries. The size of these spaces will likely not be large (the one developed to date is less than 500 sq. ft.), but they will provide a venue for workshops, training, and access to College resources for both students and residents. As in Kelowna, part of the attraction is to allow students to access an off-campus academic resource, in the neighbourhoods where they live. In this case, as many as 10,000 students will live in the neighbourhoods served by these libraries. The public library will benefit by strategically locating these academic “spaces” within their libraries, to engage the community, and contribute to their objectives for adult learning, support for secondary-school students, etc.

The Kelowna and Columbus examples may be most applicable to a possible partnership with CBU, to provide a downtown library venue that complements resources at the main campus. Whether such an arrangement would be of interest to CBU has not been investigated, and is beyond the scope of this study.

Two final points of particular relevance to joint academic-public libraries deal with design and management agreements.

Shared spaces will only effectively serve residents and students, if designed for this purpose. A unique approach is called for, that pays special attention to the segregation of users and uses, treatment of quiet and more active areas, security concerns, signage, recreational and research functions, etc.³¹

The focus of this discussion has been on buildings and opportunities to share physical space for library service delivery - not management of the service delivery. However, the success of combined public-academic libraries has little to do with securing physical space to share. There are many operational challenges rooted in the difference between an academic and a public library. These differences include the users, and the manner in which students and the general public use the library; the role and skills of the librarian; the culture of the workplace; organizational policies and procedures; collections; and funding.³² These have often undermined potentially successful partnerships. Indeed, after noting

³¹ *Space Designed for Lifelong Learning: The Dr. Martin Luther King Jr. Joint Use Library*. Christina A. Peterson. Council on Library and Information Resources.

³² For a more detailed discussion see: *Joint Libraries: Models That Work*. Claire B. Gunnels, Susan E. Green and Patricia M. Butler. *American Libraries*. Oct. 2012.

3.4 Issues Affecting a New Sydney Library (Cont'd)

3.4.4 Public Library – Academic Library Partnerships (Cont'd)

the many difficulties encountered in the first joint public academic library in Australia, the authors of a recent article concluded:

“A marriage of convenience is not a solid foundation for a long-term productive relationship. Sharing the costs of construction to benefit both parties is only the beginning of a meaningful collaboration.”³³

This is an important consideration should the CBRL decide to pursue a joint-use arrangement with the Nova Scotia Community College or CBU, at a new Sydney Central Library.

3.4.5 The Library and First Nation Communities

Finally, the relationship of a new library to the First Nation Communities it will serve, deserves special attention in Sydney. Public libraries often work with First Nations to develop collections, design programs, structure policies, recruit and train staff, and address other operational issues, to reflect the needs and interests of these Aboriginal communities. The library becomes a resource to both Aboriginal and non-Aboriginal residents interested in current issues, community services, historical information, language and culture, genealogy, and other topics. This is reflected in the print collection, digital resources, and programming. It can also be reflected in the physical spaces through design, artwork, and furnishings. The First Nation Reading Circle in the new Halifax Central Library is an effective example.

The CBRL has a Memorandum of Understanding with First Nation educational authorities. Through this agreement, the Library provides resources, training, and other support to teachers working in First Nation schools. This is unique among libraries in Nova Scotia, and research for this study has determined that the program's success has been recognized by the library profession. The CBRL might wish to build on this service partnership at a new Sydney library, by reflecting their relation with the Membertou and Eskasoni First Nations in the building design and spaces.

³³ *A Marriage of Convenience: The Hervey Bay University Public Library. Queensland.* Jo Parker and Brenda Strachan. Paper. Second International Conference on Joint Use Libraries. Adelaide South Australia. Nov. 2011.

3.5 Trends in Branch Library Design

The discussion that follows deals with how libraries are responding to changes in customer expectations, and opportunities presented by technology through design. The design changes are rooted in the changing role of the public library (as discussed above), and will be relevant to a new library building in Sydney.

Libraries as a Focal Point in the Community

Increasingly, libraries are being thought of as the “centre” or “focal point” of a community. They are spacious, welcoming, highly visible, accessible places where people come together to gather information and exchange ideas. They can also provide a quiet refuge from the demands of urban life; an “oasis” for quiet reading, rest, and relaxation within an otherwise lively urban centre.

Design Considerations – Space Implications

- Large reception area with community-information area and comfortable places for sitting;
- Adequate spaces, well designed for working and reading;
- Multi-purpose programming rooms;
- Comfortable quiet reading areas, separated from program areas;
- Group working, noisy areas for collaborative efforts, with separation from quiet areas; and
- Open-concept, flexible, fully accessible, self-guiding layout.

Integration with Other Civic Services

A trend in municipal planning is the development of neighbourhood centres that bring together multiple civic amenities including libraries, government services, daycares, recreation centres, and public parks or plazas. This can enhance sense of place, but also create synergies between complementary services.

Design Considerations – Space Implications

- Program areas, training areas, and computer rooms;
- Government-service kiosks, job banks, and job-training clinics;
- Links to educational, institutional, and business databases; and
- Flexible layout, accommodating a variety of programs.

3.5 Trends in Branch Library Design (Cont'd)

Libraries as Creative Centres and Facilitators of Digital Literacy

While libraries have always been disseminators of information, innovative libraries are no longer content with one-way communication. Through elements of design, programming, and partnerships, they are increasingly fostering dialogue and exchange with library users. The spaces inside and outside libraries are the ideal locations for civic events, celebrations, fairs, festivals, political debates, and concerts. Public-art installations, temporary exhibits, and local-history displays help libraries establish a setting for social interaction, thereby, encouraging people to gather, talk, and learn.

As facilitators of digital literacy, the library's goal is to bring the Internet into the service of the individual and community. The library, as a space for community knowledge exchange, remains paramount; and, for such users, the library's digital services are less about computer terminals than about space to have their 'way of knowing' expressed and included.

Design Considerations – Space Implications

- Social spaces, presentation spaces, and exhibit spaces;
- Adequate space for equipment to provide community information, as well as staff knowledge and awareness of community events, organizations, and services;
- Prominent displays of local history, culture, natural history, etc.;
- Information kiosks linked to the Internet, digital displays of information, and spaces for interactive learning and training; and
- Media labs for music, audio-visual, documentaries, etc., as well as specialized areas for use of technology.

Libraries as Centres for Technology and Innovation

Increasingly, support for community social and economic development is becoming a core function of the library, in an information economy characterized by rapid change. Libraries are providing workshops and training in computer literacy, e-technology, and navigation through the information age. The library increasingly plays a role in supporting small businesses, home-based business, the self-employed, and individuals who must continually upgrade skills or search for new careers in a changing marketplace. Through highly trained staff, state-of-the-art technologies, and accessible programming, libraries are contributing to the knowledge base of communities in many ways. Trends indicate that access to all forms of library information and content will become increasingly associated with smaller, more powerful, and more versatile hand-held wireless devices. This will continue to influence the way public libraries deliver their services.

3.5 Trends in Branch Library Design (Cont'd)

Libraries as Centres for Technology and Innovation (Cont'd)

Design Considerations – Space Implications

- Adequate space and well-designed areas for individual study and group work;
- Separate, designated Internet workstations and training areas;
- Reduced space needs for print reference materials and non-fiction items; and
- Increased space needs for digital materials.

Libraries with a Customer-First Focus

Public-library staff roles are evolving with the changing role of the public library. Not long ago, staff who got out from behind the information desk, “walked” the floor, and engaged users, was a novel concept. Now, staff might be hosting a video-game tournament, or helping kids use animation software to create a video. Staff interactions with users are happening in the virtual library as well. Today’s library staff are creating conversational loops with users on social networking sites, to discuss important ideas of the day, current news topics, library innovations, new library content, etc. As technology changes the way users interact with the library, it is also changing the way staff interact with users.

Design Considerations – Space Implications

- Self-guiding layout, visible signage, and self-serve features;
- Internet display space;
- Appropriate staff workspace, office space, a visible staff presence throughout the library, and mobile information stations;
- Wide aisles and shelving designed for customer convenience; and
- Self-serve features including self-sort book drops, self-checkout, and on-line public-access computer terminals throughout the library.

Balancing Collection, Individual, and Group Spaces

To complement the increasing range of activities and services provided in contemporary libraries, users have expressed the desire for a more diverse mix of spaces. The provision of space is being considered for both the user type (children, seniors, level of technical skill, etc.), and the activity type (quiet study, collaboration rooms, etc.). While digitization will decrease the physical-collection space, more space will be required to accommodate these other functions.

3.5 Trends in Branch Library Design (Cont'd)

Balancing Collection, Individual, and Group Spaces (Cont'd)

Digital devices are becoming more mobile, and many users are less dependent on technology-specific space such as desktop-computer workstations. For users of personal digital devices, the physical characteristics of space are, in fact, more traditional, with emphasis on atmosphere and comfort.

Although flexibility is a key component of new library spaces, attracting a new and diverse range of users can require the creation of specialized areas. In addition to children's areas, libraries are establishing specific zones for teens and seniors. In the case of teen areas, interior-design elements establish a clear perimeter, and are a graphic representation of local youth art, experience, and culture.

Finally, beyond the standard individual workstations, group meeting rooms, and casual "living room" reading areas, innovative use of activity space includes open areas that can transform into performance spaces and collaborative "lab" spaces, that allow for a variety of installations and community projects. The community lab is becoming a popular idea, and can take the form of workshops that provide creative space and tools for carpentry, bike repair, or even creative interpretations of the community garden. In libraries, labs can make use of the facility's multimedia resources to collaboratively explore ideas on current events, culture, literature, and visual art. In a more modest case, the library can merely provide space to showcase and raise awareness of current projects within the community.

Design Considerations – Space Implications

- Increasing emphasis on specialized spaces for specialized users in the library;
- Group work space, and areas for collaborative learning and research; and
- Community learning and working space.

Conclusion

These design trends are strongly rooted in the changing roles and functions of public libraries. They envision a library that is fully engaged with the community; a library that is home to a wide range of programs and activities, and a convenient and comfortable place for residents to participate in recreational reading, research, education and learning, and community events. In addition to a higher level of design, there are implications for space planning and library-facility models. These trends support larger libraries and higher square-feet-per-capita provision levels. They also are a major reason why library systems increasingly have fewer but larger library branches.

4.0 STAKEHOLDER INPUT

4.1 Introduction

The community was involved in the study in four ways:

- Personal interviews with key informants in the community;
- A meeting with a cross-section of library staff;
- A public meeting; and
- Workshops with stakeholders representing specific interests, and/or possible library users.

The input received from the stakeholder workshops and the public meeting is summarized in this chapter of the report. Input received from the key informants and staff will be considered in the analysis; however, these were confidential sessions, and the responses were not documented. Key informants included senior representatives of a number of community organizations and agencies, including CBRM, CBRL, the Nova Scotia Community College, business interests, etc.

4.1.1 Stakeholder Workshops

Four stakeholder workshops were held with participants representing (1) youth, (2) community agencies, (3) business, and (4) residents. Each workshop was attended by 12-18 individuals.

One of the challenges of discussing the future of public libraries is the significant changes that have occurred in design, programming, and use in recent years. Many residents are not familiar with contemporary public libraries, and the options that are available for improved and enhanced library service. To address this constraint, we introduced each of the five topics discussed at the workshop, with a brief presentation illustrating recent trends and best practices from other libraries in North America and Europe. We then facilitated a discussion, and participants recorded their opinions and ideas in a workbook. The workbooks were submitted anonymously at the end of the session, and the comments were summarized for this report. Fifty-two workshop participants³⁴ submitted completed workbooks for analysis. The profile of those returning the workbook is provided on the following page.

³⁴ Not all of those who attended and participated in the discussion completed the workbook.

4.1 Introduction (Cont'd)

4.1.1 Stakeholder Workshops (Cont'd)

PROFILE OF THE PARTICIPANTS			
Have you used the James McConnell Public Library in the past year?			
Yes	84%	No	16%
If yes, how often would you typically use this library?			
- Every two or three weeks or more often	46%		
- Every two or three months	15%		
- Two or three times a year	24%		
- At least once a year	15%		
Other than the James McConnell Library, do you regularly use:			
- Another Branch in the Cape Breton Regional Library System	Yes 29%	No 71%	
- A library in another municipality or at your place of work or school	Yes 42%	No 58%	
Which of the following categories best represents your age?			
- 25 years old or younger	23%		
- 26 – 46 years	27%		
- 47 – 64 years	46%		
- 65 years or older	4%		
How long have you lived in Sydney?			
- Two years or less	8%		
- 3 – 10 years	1%		
- Over 10 years	57%		
- Don't live in Sydney	26%		
Which of the following best represents your situation? (Check as many as apply)			
- Employed full time	61%		
- Employed part time	10%		
- Attending school	22%		
- Retired	7%		

4.1 Introduction (Cont'd)

4.1.1 Stakeholder Workshops (Cont'd)

Topic One: Initial Impressions

*What is the first thing that comes to mind when I say "PUBLIC LIBRARY"?*³⁵

The overwhelming response to this question focused on two descriptions of the library: (1) books/a place to read, and (2) community/a gathering place. Each was mentioned by about a third of the participants; and, together, they represented well over half of the first images associated with the phrase public library.

What else comes to mind when you think of the public library?

The dominant responses to this question were closely connected to the previous question. The two most frequently mentioned descriptions of the library were as a community centre and gathering and meeting place for residents; and as a centre for learning, education, and knowledge.

There were two secondary themes of note in these responses. The first dealt with the notion of universal public access. The fact that library services were free; their importance to marginalized populations; and the sense that the library was a safe, accepting, and friendly place, was often mentioned. The second theme dealt with children and families. The library was also seen as being family friendly, and playing a special place in the lives of children.

These impressions are quiet consistent with research in North America on public perceptions of the library, where the "book is the brand," and the libraries are an accessible community resource, with a strong focus on children and families and education and learning. While these are critical and valued features of the public library, they are also relatively traditional perspectives. It is interesting that very few (less than six) Sydney respondents referred to technology, computers, or the internet in their description of the public library; and phrases that envisioned the library as a centre of innovation, entrepreneurship, or creativity, were generally not represented in the response. Also, other than the important role played by the library as a community space and centre for education, learning, and information, very few respondents spoke of the public library's possible contribution to other City objectives such as economic development, a healthy community, an engaged citizenry, etc.

³⁵ Note. In the discussion that follows, we have repeated the question that was put to the workshop participants in italics.

4.1 Introduction (Cont'd)

4.1.1 Stakeholder Workshops (Cont'd)

Topic Two: How Does the Library Present Itself to the Community?

The design of libraries, their presence, how they “fit” in the community tells us a lot about the Library, and the way in which the community sees it. What do you want the new Sydney Central Library to “say” to the community? Jot down some phrases or key words that describe how you want the Library to present itself to the community in 2025.

“Welcoming” was the word most often used to describe the new library. Over 80% of the workshop participants used this term in response to the question, and stressed the importance of the library being a people place, a “magnet,” and a building that would invite all residents, including current non-users, to come and experience the library.

The notion that this library should “make a statement” was a close second to “welcoming;” mentioned in some manner by over 70% of the participants. They referred to the new library as unique, a signature building, a source of pride, a building fit for a community “with a future,” and a “must-see” destination for residents and visitors. A number of participants stressed that the new library was a unique opportunity for Sydney to make a statement about its future, and was “worth the investment”.

Finally, about one-half of the participants used the word “modern” to describe their vision of the future library. This was a reaction to the existing building, that was seen as old and outdated.

The predominant response to this question, therefore, was a modern building that is welcoming and makes a statement.

Other phrases mentioned by at least 10% of the workshop participants were (in order of the number of times mentioned):

- Community space: an accessible community hub;
- Reflective of Sydney and the community’s culture and history;
- Airy/bright;
- Green, environmentally sustainable;
- Excellent design;
- A cultural centre; and
- Financially sustainable and practical.

4.1 Introduction (Cont'd)

4.1.1 Stakeholder Workshops (Cont'd)

Topic Three: What is Happening in the Library?

When you think of the Library that you want to have in Sydney – who is in it, what are they doing, why are they there, how does it feel to walk into the library? Imagine that you have been away for ten years, and you walk into the new Sydney Central Library. You are delighted by what you find. How is the Library in 2025 different than the Library today?

What is happening in the library in 2025 that doesn't happen today? Who is using the Library; is the Library serving people that were not users in the past? Who? What are they doing?

According to workshop participants, the following are the major ways in which what is happening in the new Sydney Library will differ from the existing library.

The users will represent a better cross-section of the community. In part, because of improved design, and a building big enough to accommodate dedicated space for groups like teens, future users will better represent all sectors of the community. Youth were most often mentioned as a group that will be much better served in the new library; but this comment was also made with respect to children, seniors, and marginalized populations. Spaces designed to suit the needs of these users, complemented by a full range of programs and services, will allow the library to better engage all sectors of the community.

The library will be an active, energetic “busy” place. The community will use library spaces for a much broader range of activities, including spontaneous and informal events that are not part of a formal program. Furthermore, because the library will be a home to more users, and a broader cross-section of users, something will always be happening at the library – it will be the “place to be.” However, while the library will be busy, it will also be large enough to ensure that there are quiet spaces for research and contemplation.

Informal social gatherings and networking will be encouraged. Residents will not simply use the library to access information, borrow material, or attend a program they have registered for – they will use the library as a true community centre – a place to informally gather, meet old friends and make new ones, and engage in discussion about community affairs.

4.1 Introduction (Cont'd)

4.1.1 Stakeholder Workshops (Cont'd)

Topic Three: What is Happening in the Library? (Cont'd)

Technology will be front and centre. Library services will be much more closely aligned with technology, and digital resources will play a much more significant role than print resources. More people using the library will be engaged with technology, and librarians will play a greater role in facilitating their use of technology. While print will continue to be an important and valued feature of the library, residents will have access to state-of-the-art technology, and the training and expert staff support to fully utilize the resource.

A much more diversified range of programming will be available. The Library will assume a much more active role, often in partnership with other agencies, to provide a wider range of programming. In addition, the programming will have a much stronger orientation to training, skills development, and learning. Assisting residents to make better use of technology, and navigate the transformation to digital resources, will be part of this; very much in keeping with the library's role in promoting digital literacy to complement reading literacy. In addition, a greater range of life-skill and general-interest programming will be available, covering topics such as food security, wellness and health issues, financial planning, career and professional development, the environment, etc.

The library will be a place for creativity. Specialized spaces will be available for residents to engage their creative side. These will include assembly, display, and performance space to accommodate arts and cultural events, as well as media labs and "maker-space" to marry creativity and technology.

Finally, while these were significant changes in what is happening in the new Sydney library, many commentators emphasized the need to retain current features and valued characteristics of the public library. Books are inseparable from the library and the library experience, and must not be lost in an increasingly digital world. Similarly, not all programming and creative activities should be linked to technology. Programs and activities that encourage imagination, play, interaction, and social development, without technology, are an essential part of one's life experience and education, for both children and adults.

4.1 Introduction (Cont'd)

4.1.1 Stakeholder Workshops (Cont'd)

Topic Four: Library Design

An important part of this study is to consider the types of specialized spaces that should be included, and to provide a preliminary-design concept for the new Central Library. Contemporary library buildings are very different from the libraries that we designed and built 20 or 30 years ago. The differences reflect the changing role of the library. The following are typical spaces and design considerations that would be found in today's libraries.

Which of these spaces or design opportunities do you feel would be particularly important in a new Central Library for Sydney?

Workshop participants were shown images of special functional areas that are often included in contemporary libraries (noted below). These are generally not available at the McConnell Library, and the workshop participants supported all of these spaces as desirable features of a new Sydney library. However, in their written responses, some were more often mentioned than others. Approximately 40 individuals responded to this question. The most popular "spaces" and the number of times they were mentioned are noted below.

Outdoor Spaces. Reading gardens, plazas or courtyards that can be used by individuals for reading or accessing Library WiFi, but are also spaces that can be programmed by the library (often in partnership with other community agencies). (33 mentions)

Media Labs and Technology for Creativity and Collaboration. The areas included recording studios, maker spaces, work booths equipped with technology, etc. (20 mentions)

Café/Food Service. A coffee shop or other food-service outlet. (16 mentions)

Private Group Study Space. An enclosed area that can accommodate 4-6 people, equipped with technology, for collaborative research and study. (15 mentions)

Comfortable Seating and Working Areas. (10 mentions)

Informal Social Space/Play Space. (9 mentions)

4.1 Introduction (Cont'd)

4.1.1 Stakeholder Workshops (Cont'd)

Topic Four: Library Design (Cont'd)

Performance and Assembly Space. Areas within the library that can be used for arts and cultural performances, presentations and events. (8 mentions)

Other spaces that were mentioned by five or fewer participants included a teen lounge, display/lobby space, a training room, and quiet/contemplative areas.

Topic Five: The Library's Contribution to the Community

How will the Sydney Central Library make a difference in the lives of Sydney residents in 2025? What will residents see as the most important benefits of the new Sydney Library for the community? What will it offer to the community that is not available now? How will this Library better support other community projects or help address other community needs?

Workshop participants identified a wide range of possible contributions to the community. While some noted that the library is already having a positive impact on the community, all felt a new library would significantly enhance this contribution. Anticipated benefits included the following (in no particular order):

- Supporting residents in their efforts to improve their lives or face significant life challenges (health, employment, active lifestyles, etc.);
- Creating a community hub to engage residents, support networking, and provide a venue for community events;
- Providing teens with a welcoming, age-specific space for social and educational purposes;
- Offering services that might not otherwise be available to low-income households and marginalized populations;
- Supporting learning, education, and research for all residents;
- Revitalizing the downtown;
- Welcoming and supporting new Canadians to Sydney;
- Creating a multi-generational space;
- Contributing to economic development by supporting business, entrepreneurship and innovation; and
- Being a reliable, easily accessible source of community information and referral.

4.1 Introduction (Cont'd)

4.1.1 Stakeholder Workshops (Cont'd)

Topic Six: Library Relationships

How important is the Library's relationship with the downtown? Why?

Should the Library actively pursue partnerships with other service providers? Who do you see as the partners with the "best fit"?

There was near unanimous support for a downtown location. Among those responding to this question, in their written responses, 40 felt that the new library should be located in the downtown. Two were undecided, primarily because of the possibility that a downtown location would be more expensive, or would present concerns about accessibility. While supporting the downtown location, many of the workshop participants raised concerns about parking and public transit.

A downtown location was supported because:

- the library would contribute to downtown revitalization;
- the downtown is a central and accessible location;
- a downtown location would do more to contribute to a positive image and identity for Sydney;
- there are more partnership opportunities in the downtown area; and
- in the downtown locale, the library will be better positioned to support tourism and serve cruise-ship passengers.

All but two workshop participants enthusiastically supported partnerships. (Those opposed preferred to see a stand-alone library with an independent identity). Supporters saw opportunities for productive partnerships with community agencies (New Dawn was often mentioned); educational authorities (NSCC and CBU); cultural agencies (including the Nova Scotia Art Gallery, local museums, and arts organizations); recreation providers (the YMCA); health-service agencies; and private businesses offering food service. (It was noted that library partners should not compete with private business, and, consequently, if a coffee shop is included in the library, it should be by contract with a private business.)

While strongly supporting partnerships, many participants expressed cautions. They emphasized the need for the library to maintain a strong and separate identity, and to avoid being overwhelmed by a partner; particularly if the partner controls more of the building than the library.

4.1 Introduction (Cont'd)

4.1.2 Public Meeting

A public meeting was held on October 27, 2015, to discuss the purpose of the study, and invite comment on key study issues. Approximately 80 people attended. Questions concerning the study purpose and process (timing, scope of work, relationship to the 2011 study completed, etc.), and the possible implementation of the project (timetable for development, potential funding sources, etc.) were answered.

The following outlines the major themes concerning a new library in Sydney from the public meeting.

Partnerships. The library should partner with other service providers, and particularly those that could enhance cultural and educational services. Potential partners mentioned included the Art Gallery of Nova Scotia, Cape Breton University and the Nova Scotia Community College, the YMCA, music- and cultural-event organizers, etc. Partners are also potential sources of funding and financial support.

Downtown Location. A downtown location was supported because of the centrality to users, access for marginalized populations, and anticipated contribution to the social and economic revitalization of the area; however, this support was qualified with concerns around poor public transit and limited parking. While a distinct minority, a few of those in attendance opposed a downtown location for these reasons.

Reflecting Local Culture and Heritage. The design, programming, and partnerships at the new library should reflect the local Cape Breton culture. In this respect, music was often mentioned as something central to the community that should be a part of the new library.

Performance and Rehearsal Space. The new library should be a venue for performances, rehearsals, and arts and cultural events. The library has a role in strengthening the creative capacity of the community.

Technology. The challenges of keeping up with changes in technology must be reflected in the design, and the ongoing role of the library.

Economic Development. The library should be an economic generator, and support innovation, entrepreneurship, and local business in the community.

4.1 Introduction (Cont'd)

4.1.2 Public Meeting

Superior Design/Environmental Sustainability. The current building design was criticized as unappealing, old, and outdated. The new library should reflect the community, and speak to its hopes, aspirations, and a positive future. The library should have a contemporary design – welcoming, bright, open, energy efficient, and environmentally sustainable.

A Community Resource. The new library should support a wide range of community objectives, and be a resource to the entire community – with a special role in serving marginalized populations. The library should contribute to community engagement, a healthy community, employment, and personal fulfillment.

5.0 LIBRARY SPACE REQUIREMENTS AND PRELIMINARY FUNCTIONAL SPACE PROGRAM

5.1 Introduction

In this chapter of the report, we recommend the size of the new Sydney library, and provide a preliminary functional space program. The CBRL headquarters will be located at the new Sydney library, however, this is a system serving functions separate from local library requirements. Consequently, we have dealt separately with the space required to serve Sydney residents in a new library, and the space required for the CBRL headquarters.

5.2 New Sydney Library

5.2.1 Library-Space Requirements

Population-based space-planning guidelines were used to determine overall library-space requirements. It is important, therefore, to understand the assumptions and limitations associated with this approach. While customary in facility planning, guidelines that express space requirements on a population basis are relatively unsophisticated. They are appropriate for an initial planning study of this type, but actual size and allocation of space in the new Sydney library will be refined through more in-depth investigations, as planning and design proceeds.

Space-planning guidelines are generally expressed as gross square feet (GSF); however, in many reports, the issue of whether the guideline refers to gross or net square feet is not clear, and can be confusing. Net square feet is assignable space, while gross square feet also includes non-assignable space. The distinction is important because building costs are based on gross square feet. According to a recent Southern Ontario Library Services (SOLS) report “assignable space is available for use by the public and/or staff. Non-assignable space is not available for use by the public and/or staff, but is essential to the operation of the building and includes such things as mechanical rooms, elevator shafts, stairwells, corridors and wall thicknesses.”³⁶ While the notion of assignable and non-assignable space is used to define net and gross square feet, there is not a consistent definition of non-assignable space. For example, in the SOLS report noted above, areas used by the public and staff, such as building foyers, washrooms, and custodian workshops, are described as non-assigned space. The translation of net to gross square feet is generally done at the conceptual-design stage, by adopting a multiplier such as 1.25, based on the assumption that an additional 25% of the net building area will be required to accommodate the gross area. Given different definitions of non-assignable space and variations based on design (e.g. one- or two-storey buildings), these multipliers vary considerably (e.g. in the range of 1.15 -1.45).

³⁶ Making the Case for Your Library Building Project”. SOLS. Library Development Guide #5. March 2010.

5.2 New Sydney Library (Cont'd)

5.2.1 Library-Space Requirements (Cont'd)

There are two other qualifications worth noting. While seldom discussed by those using space-planning guidelines, they are generally meant to apply to stand-alone buildings. Consequently, the overall space allocations identified herein may be reduced if the library is built with another service provider, and space is shared. In addition, the guidelines assume fully functional space of the type that would be provided in a new, well designed, contemporary building built as a library. Renovations to existing buildings, or re-purposing a building as a library, would generally require more space.

As noted, while appropriate for this study, determining library-space requirements using a population-based formula is only a first step, and will be refined as the project proceeds.

The McConnell Library, including the regional headquarters, is 22,000 square feet. We expect this is a mix of assignable and non-assignable space. The McConnell Library is about 14,000 square feet, excluding the headquarters. This appears to be mostly assignable space, but some areas (e.g. stairwells, some interior walls) are included. Consequently, we have assumed a net-to-gross multiplier of 20%, at the low end of the range discussed previously. This suggests that the existing McConnell Library, excluding the regional headquarters, is about 16,800GSF.

At its 12 twelve branches, including the McConnell Library, the CBRL currently provides roughly 48,000GSF³⁷ of library space (including the regional headquarters space). System wide, this indicates a per-capita level of provision of 0.47GSF, based on a 2011 population of 101,620. For Sydney's catchment-area population of 49,000, the McConnell Library, at 16,800GSF, indicates a level of provision of 0.34GSF/capita.

These levels of provision are far below recommended guidelines. For a number of years, the library-space planning guideline of 0.6GSF per capita was widely applied in a number of jurisdictions to estimate library space needs³⁸. While the Nova Scotia Provincial Library has not updated space-planning guidelines since 2001, at that time, the recommended level of provision for communities with populations in the 40,000-75,000 range were between 0.5 and 1.0 square-foot per capita. The Nova Scotia guidelines recommend building size based on population ranges, and three possible levels of service (A-C), as illustrated in Figure 5.1³⁹ below.

³⁷ The reported size of the libraries is 40,000 sq. ft. Again, we have assumed this to be a combination of assigned and non-assigned space and increased this by 20% to arrive at an estimate of GSF.

³⁸ dmA has compiled library planning guidelines from jurisdictions throughout North America, and to a lesser extent, from the United Kingdom, Australia and New Zealand. While variations are apparent, there is also considerable consistency in the guidelines that have been adopted in these jurisdictions.

³⁹ Standards for Nova Scotia Regional Public Libraries. Nova Scotia Provincial Library. Sept. 2001.

5.2 New Sydney Library (Cont'd)

5.2.1 Library-Space Requirements (Cont'd)

Figure 5.1 Recommended Levels of Provision for Nova Scotia Libraries

Population	Recommended Range in Level of Provision (Sq.Ft./Capita) by Service Level		
	C Level	B Level	A Level
40,000-50,000	0.48-0.60	0.60-0.75	0.80-1.0
50,000-75,000	0.40-0.60	0.50-0.75	0.67-1.0

Today, most library planners would consider 0.6GSF/capita as an absolute minimum. Consequently, based on the somewhat outdated Nova Scotia guidelines, as well as generally accepted guidelines used for library-space planning in North American jurisdictions, the CBRL system is seriously under-supplied.

It is also important to note that only the McConnell Library is greater than 4,000GSF, and half of the branches in the CBRL system are 1,000GSF or less. These libraries would not approach the minimum size recommended by most library planners, even for libraries in a regional, rural system⁴⁰. While it is not within the scope of this study to comment on facility requirements throughout the CBRL system, these considerations suggest that much more pressure will be placed on a new central library in Sydney, because it will be the only fully functional library available to residents.

The appropriateness of the 0.6GSF/capita guideline is affected by the increasing reliance on electronic information, and the changing role of the library in the community. Discussions concerning space-planning standards have largely focused on two conflicting influences – less space committed to print materials, offset by expanded areas for accessing electronic data, working and reading in the library, and specialized spaces consistent with new roles (creative space, public assembly and training space, and amenities such as food service). These trends were discussed in Chapter 3, herein, and all point to larger libraries. As a result, the traditional provision standard of 0.6 GSF/capita is increasingly seen as the minimum requirement, and library systems are often planning future needs based on provision standards of 0.65 or 0.7GSF/capita.

There is little direction in the professional literature regarding how guidelines should reflect current requirements. A 2010 publication from SOLS⁴¹ specifically addresses the issue of space requirements,

⁴⁰ The Nova Scotia guidelines noted above suggest new branches be a minimum of 2500 sq. ft. While this was defensible in 2001, much larger minimum sizes would be recommended today.

⁴¹ "Making the Case for Your Library Building Project". Library Development Guide #5. March 2010.

5.2 New Sydney Library (Cont'd)

5.2.1 Library-Space Requirements (Cont'd)

and would seem to suggest much higher levels of provision. The document provides detailed advice for library staff considering new building projects, and direction for estimating future space requirements, using both a standards approach and a components approach. The limitations of estimating space requirements using population-based standards are acknowledged. Standards are, however, identified for various types of libraries serving various population thresholds. Higher levels of provision are generally proposed for branches serving smaller populations, presumably because of the inefficiencies inherent in smaller buildings. Three levels of service are identified (basic, enhanced, and comprehensive), with progressively higher standards of provision. For libraries serving a population over 75,000 at the most basic level of service, a standard of provision in the order of 0.8GSF/capita is identified, increasing to 1.25GSF/capita at the comprehensive level of service. These would be very generous standards of provision, and few libraries in Canada would meet them. The authors of the SOLS document offer virtually no discussion in support of the identified standards of provision; however, notwithstanding the fact that few libraries would achieve these levels, they do point to a future direction consistent with trends.

The authors of this study believe that an argument can be made for higher population-based levels of provision. This argument, however, is not based on the manner in which information is stored and retrieved in the library; instead, it is rooted in an entirely different concept of the role and function of the public library. The future library is not simply a physical place to store and retrieve information (regardless of the format); it is a place for the creative manipulation of information, and the creation of knowledge. This concept of the library, which is well reflected in the trends discussed in Chapter 3 herein, envisions a different role and function for the library, and, consequently, different requirements for space. This is a library where information literacy is taught, music and video is created, residents come together to discuss and debate important issues, and where community is created and fostered. To be this type of library, physical space not traditionally associated with public libraries is required, including computer and multi-media labs, extensive display space, areas for the community to informally assemble and interact, presentation space, etc. Currently, no libraries in the CBRL system are consistent with this concept of the public library.

Given the unique role that a new library in Sydney will play in the larger CBRL system, and the considerations noted herein that point to higher population-based levels of provision, the authors recommend that 0.7GSF per capita be used as a guideline for planning the Sydney Library. The authors of this study recognize that this is double the current level of provision, and achieving it may be a challenge. However, given the deficiency in library space throughout the CBRL system, it is particularly important that the guideline be achieved for the central library.

5.2 New Sydney Library (Cont'd)

5.2.1 Library-Space Requirements (Cont'd)

This recommendation is based on two fundamental assumptions that the CBRL Board should confirm. First, it assumes that the new Sydney library will be a contemporary facility, and public library services will conform to the new roles and functions described in Chapter 3 of this study. This is a major shift in service orientation, and requires longer hours of operation, new programs and services, new roles for staff, expanded partnerships, etc. If the Board is not prepared to commit to this Vision for library services, the 0.7GSF/capita level of provision cannot be justified, because the services requiring specialized spaces will not be available. Second, it assumes that the new Sydney library will act as a central library for the system and, consequently, some part of the space being allocated to this library is attributed to population outside of its direct catchment area. This raises the question of how the new central library relates to other facilities, and the number and type of libraries that are required to best serve the entire CBRL system. The Board should prepare a library-facilities master plan to address this question. However, in the absence of such a plan, we are assuming that the new Sydney library is playing a unique role, with a disproportionate amount of the total physical space that will be committed to CBRL branches.

Based on the current estimated catchment-area population of 49,000, and a level of provision of 0.7GSF/capita, a library of 34,300GSF would be required. However, this is based on the current population. CBRM's 2011 population of 101,620 is projected to fall to 77,995 by 2031. If this projected decline of 23% was applied to the Sydney library catchment area, the population would be 37,730 in 2031⁴², justifying a 26,400GSF library. Population projections for the Sydney area of CBRM are not available; however, we should expect the projected decline to be moderated somewhat in the major centre. Furthermore, CBRM Council is strongly committed to economic revitalization, and reversing decades of population decline. This is a significant challenge, but we might expect that whatever success is realized will be most apparent in Sydney. Consequently, for the purposes of this assessment, we have assumed a 2031 population of 40,000, indicating a requirement for 28,000GSF of library space.

Basing overall library requirements on the 2031 population means that the recommended level of provision of 0.7GSF/capita will not be met in the initial years of operation. A 28,000GSF library yields 0.57GSF/capita, based on the 2011 service area population. The per-capita level of provision grows to

⁴² The year 2031 is the end date for the population projections prepared by CBRM (see earlier discussion in Chapter Two of the report). While there is some indication that the factors driving the decline in population will still be relevant after 2031 (aging; increased dependency ratios; stagnant economy, etc.), this is a fluid situation and CBRM is working to reverse this trend. For the purposes of this assessment, we have assumed stable population post 2031. This assumption should be monitored, especially following the release of the 2016 census, and the implications for our recommendations reassessed.

5.2 New Sydney Library (Cont'd)

5.2.1 Library-Space Requirements (Cont'd)

0.7GSF, as the population declines to 2031. While not meeting our target of 0.7GSF/capita, the 2011 level of provision is a major improvement over the current situation (0.34GSF/capita); and building based on the future population is the appropriate long-term strategy.

5.2.2 Preliminary Functional Space Program

Figure 5.2 below provides an initial description of the functional areas in the 28,000GSF local library component of the project (excluding the regional headquarters). A possible allocation of space among major categories of uses is also indicated. These are general estimates only, and must be refined through detailed design, when additional information is available (the site; partners, and the role they will play; construction budget; etc.). In addition, during detailed design, staff, users, and other stakeholders will have an opportunity to provide input, in order to refine the space program. Should the library be developed in conjunction with other facilities, there may be opportunities to share space in a manner that would affect the preliminary space program. These revisions and refinements will occur during the detailed design stage of the library's development, and would likely result in changes to the preliminary space program indicated in Figure 5.2 herein. The intent of this preliminary space program is to illustrate the type of library envisioned.

The space program includes an allowance for non-assignable space, at 30% of the net area. The non-assignable area (6,500 sq. ft.) includes vestibules, entrance lobbies, corridors, stairwells, elevators, washrooms, mechanical- and electrical-service spaces, custodial spaces, general storage, and the area required for interior partitions and exterior walls.

While the new library in Sydney will be the central library for the CBRL, the overall size is determined by the service-area population, as discussed above. At 28,000GSF, the proposed library would be a community or district library in most urban systems, where central libraries might be 50,000GSF or greater, depending on population. Consequently, while the library will act as CBRL's central library, it is not large enough to accommodate all of the specialized spaces that were discussed in Chapter 3 of this study. The preliminary functional space program attempts to commit as much space as possible to social, creative, programming, and user working areas; but this is constrained by the overall size of the library. Nonetheless, these are essential functions in a contemporary library, and must not be compromised in the final design. This will be a challenge. This is also an area where creative partnerships can have a major impact. As discussed further below, if partners share spaces, it will be much easier to accommodate a wider range of functions in a larger building.

5.2 New Sydney Library (Cont'd)

5.2.2 Preliminary Functional Space Program

Figure 5.2 Functional Space Program – Local Library Component

NON-PUBLIC AREAS		SQUARE FOOTAGE		
Staff Space	Administration/Office/Work Areas	700		
	Administration Storage	50		
	<i>Sub-Total Staff Space</i>		750	
<i>TOTAL NON-PUBLIC AREAS</i>				750
PUBLIC-SERVICE AREAS				
Collection/Services Space	Circulation Desk			
	Adult Fiction Services			
	Adult Non-Fiction Services			
	Reference Area/Information			
	Periodicals			
	Audio/Video Space			
	Young Adult Services			
	Children's Services			
	Local History			
		<i>Sub-Total Collection/Services Space</i>	13,200	
	<i>Sub-Total Collection/Services Space</i>		13,200	
User/Seating Space	Casual Reading Areas	900		
	Computer Workstations	750		
	Study Areas/General Seating	1,750		
	Specialized User Spaces	1,500		
	Food-Service Area	150		
		<i>Sub-Total User/Seating Space</i>		5,050
Program/Meeting Space	Multi-Purpose Program Room	1,550		
	Kitchenette and Program Storage Space	150		
	Children's Activity Room/Storage	300		
	Meeting/Boardroom/Training	500		
		<i>Sub-Total Program/Meeting Space</i>		2,500
<i>TOTAL PUBLIC-SERVICE AREAS</i>				20,750
TOTAL NET FLOOR AREA				21,500
NON-ASSIGNABLE AREA (30% of Net)				
NON-ASSIGNABLE AREAS	Vestibules/Entrance Lobby/Corridors	1,200		
	Stairs/Elevator	1,050		
	Washrooms (M/F)	850		
	Mechanical, Electrical, Custodial	600		
	General Storage	550		
	Interior Partitions/Exterior Walls	2,250		
		<i>Sub-Total</i>		6,500
<i>TOTAL NON-ASSIGNABLE AREA</i>				6,500
TOTAL GROSS FLOOR AREA (Excluding Partnership Opportunities) <i>(Refer to Discussion in Section 5.2.3 of this Study Report)</i>				<u>28,000</u>

5.2 New Sydney Library (Cont'd)

5.2.2 Preliminary Functional Space Program (Cont'd)

Much less space is committed to staff in this space program than would be customary in a library of this size, because a staff lounge, washrooms, meeting room, and technical work space are included in the regional headquarters (discussed below). Limiting these areas in the new Sydney library allows additional space for public service. The allocation of 750 square feet will allow for at least one private office, and additional administrative space to be shared by other library staff.

The total area committed to the collections/services is 13,200 square feet. We have not allocated space to the sub-areas shown in Figure 5.2, because this will depend on the specific requirements and service priorities of the library. These questions were not investigated in our study, and vary from one library to the next, based on the needs of the local community and the preferences of library staff.

User and seating space is shown as 5,050 square feet in the functional space program. As discussed in Chapter 3 of this study report, a major change in contemporary library design has been the need to accommodate more in-library use, with the introduction of comfortable working space, and other amenities such as food service and spacious, well-appointed, casual reading areas. We have accommodated these features in the space program provided in Figure 5.2. The space program also allows for “specialized user spaces.” The nature of these spaces will be determined by staff as the design process proceeds, but, as discussed in Chapter 3 of this document, these could include group study areas, media and technology labs, etc.

The area indicated in Figure 5.2 above will also allow for a significant expansion of computer workstations. The McConnell Library has 6 computer workstations with Internet access; 20-25 could be accommodated in the allocated space. This is less space for computer workstations than would have been allocated 5 years ago. The need has declined, as personal and hand-held devices become more popular. The 750 square feet allocated may be excessive, and this area might be reconfigured for other uses over time.

The McConnell Library has about 10 comfortable reading chairs, and more than 50 chairs at tables in the children and adult areas. These spaces will be expanded considerably in the new library. Perhaps 50 comfortable reading chairs and 100 seats in study areas could be accommodated in the allocated space. The actual numbers will depend on the type of furniture acquired; its placement; and the mix of chairs at open work tables, versus individual study carrels.

It is not possible to directly compare the preliminary space program to the existing McConnell Library, because information on the relative area committed to collection and user/seating spaces is not available. However, the total area at the McConnell Library committed to collection and user/seating space is about 9,000 square feet, which is less than half of the 18,250 square feet cited in the

5.2 New Sydney Library (Cont'd)

5.2.2 Preliminary Functional Space Program (Cont'd)

proposed space program. Proportionately, more space in the new library has been committed to user/seating space than collections, consistent with the trends discussed in Chapter 3.

The functional space program allows for a 1,550 square-foot multipurpose room, which could be divided into two spaces for simultaneous programs. This compares to 795 square feet in the existing McConnell Library. A separate children's program area (300 square feet) has been provided; no such area exists at the McConnell Library. This could be adjacent to the larger programming space and potentially shared, or it could be a separate area directly associated with the children's portion of the library. A small kitchen and storage area is associated with the multipurpose-program room (not currently available at the McConnell Library). This storage area complements the general storage that is shown in the non-assignable space. An area is also allocated for a boardroom/training facility. (A large meeting room has not been included in the regional headquarters, on the assumption that staff would use this space when required.)

A area of 28,000GSF is recommended for core public library functions, excluding other areas that would be developed in partnership with other community agencies. As discussed below, we strongly recommend that the CBRL pursue partnerships that can expand the building area of the library.

5.2.3 Partnerships – Implications for the Space Program

The library described above in Figure 5.2 will significantly enhance opportunities for other community agencies to offer programs with the CBRL. As previously noted, the CBRL already cooperates with CBU, NSCC, and a variety of other community agencies, to offer programs at the McConnell Library. These efforts can be expanded and improved with larger and better-equipped programming areas. However, in a new development, community agencies can also help to finance shared space and additional facilities, to build a bigger and better library for the benefit of all residents.

An assessment of potential partners was not a part of the work program for this study report. However, we strongly recommend that the CBRL actively pursue potential partners, and confirm their willingness be a part of this project. This is particularly important in Sydney, because the population will only support a very small central library. At 28,000GSF, it is not possible to include all of the specialized spaces that would be desirable, and many program areas are smaller than desired. These are the spaces that partners could support (e.g. larger multipurpose-program areas; training facilities; technology labs; performance and assembly space; spaces designed for the arts, culture, and music; etc.). If partners are prepared to share spaces by contributing to capital and operating costs, program and activity areas that would otherwise not be available to residents, could be provided at the new Sydney library.

5.2 New Sydney Library (Cont'd)

5.2.3 Partnerships – Implications for the Space Program

A number of potential partnerships were identified in our discussions with stakeholders. These were strongly supported by the community.⁴³ At minimum, these might involve co-location with another agency, such as the NSCC, and the sharing of meeting rooms or program areas. More sophisticated relationships would involve joint-programming in shared space. While a fully integrated public-academic library does not appear relevant to the Sydney situation, The Innovation Library in Kelowna, British Columbia, might serve as a model for CBU and the CBRL to build on their current partnership. Community residents were particularly interested in partnerships that enhanced arts and cultural services. Performance and rehearsal space, gallery and display space, and interpretive and research support for artistic endeavours associated with Cape Breton were mentioned, and potential partners identified (such as the Nova Scotia Art Gallery, CBU, and community arts organizations). The CBRL's existing relationship with First Nation educational authorities might be enhanced by providing a complementary space in the new library, similar to the First Nation Reading Circle at the Halifax Central Library. Public-health issues are priorities in all Canadian communities, and represent another opportunity for productive partnerships; such as the community kitchen and public-health agency that are a part of the new Antigonish library. As noted in Chapter 3, the opportunities for productive partnerships with the public library are endless. In all of these examples, the partner would bring both capital and operating funds to the project, to secure a space that would otherwise not be available, and allow them to better serve their clients. In so doing, they also contribute to a much better public library. This is a key issue for the CBRL, because it is the only way to secure the additional space and specialized activity areas that will allow the Sydney library to fulfill the full range of roles associated with a central library.

The examples noted herein could result in as little as 500-1,000GSF of additional library space. However, depending on the nature of the space developed and the resources available, these partnerships could result in a major restructuring of the proposed space program. Partnerships would not only affect the total amount of space, but also the allocation to various functional areas. Of course, they also have a significant impact on the management and operation of the library.

The proposed functional space program should be revised when partners are confirmed.

⁴³ See Chapter 3 and 4 for further details regarding the partnership examples referred to here.

5.3 Regional Headquarters

The space-planning guidelines provide little direction when distinguishing between administrative and public library space in regional systems. Generally, the 0.7GSF/capita would apply to all library space in the system; however, the manner in which it is allocated among public-service areas, administrative space in a branch library, and space for the management of a multi-branch system, is not specified.

Central libraries in most multi-branch systems would house technical activities and staff offices that serve the system as a whole. There are headquarter space requirements in rural regional systems like CBRL, that would not always be represented in other multi-branch systems; including those related to the bookmobile service, and the need for additional materials storage because branches have no capacity. This is the case in CBRL today. Over 3,000 square feet in the existing headquarters is committed to materials storage. If the McConnell Library were an appropriate size, some of this material would be “stored” on the shelves in the library. This will be possible with the new library. As discussed above, it is also possible to share some spaces, such as staff lounges and boardrooms, that would otherwise need to be duplicated if the headquarters were not connected to a branch.

These considerations complicate the projection of headquarter-space requirements in a new Sydney library. Figure 5.3 presents a preliminary functional space program for the headquarters portion of the building program. In all cases except materials storage, the areas allocated are equivalent to, or larger than, those currently available. The program corrects some of the more significant problems with the current space, such as the absence of private offices, inadequate staff washrooms, etc.⁴⁴ A new building design will achieve a much more efficient use of space.

The areas committed to materials storage and vehicles in the preliminary space program warrant further investigation. Together, they represent over one-third of the total net headquarters space. While obviously essential to library operations, resources committed to these functions should not compromise public-use areas. Furthermore, libraries are expensive buildings to construct; and materials- and vehicle-storage space(s) are, therefore, provided at a premium price. Maximizing the efficiency of space allocation in these two areas should be a priority.

We have included 800 square feet for a vehicle garage, consistent with the space at the McConnell Library. Convenient, safe space for loading and unloading library vehicles is required year round. Opportunities to achieve this, with a shipping and receiving area requiring less space, should be explored.

⁴⁴ There are also a number of major problems with the existing headquarters that are not space related – such as air circulation, air conditioning, accessibility, etc. These will also be corrected in a new building.

5.3 Regional Headquarters (Cont'd)

The 1,500 square feet committed to materials storage appears to represent a significant reduction from the existing 3,100 square feet. However, this is overstated because part of the existing space is used for a senior-staff office, and work space for other occasional staff. These areas are included in the new library. Furthermore, because the McConnell Library is crowded and has virtually no storage space, a variety of program and office supplies, custodial materials, etc., are stored in the existing 3,100 square feet. The proposed space programs for the library and the headquarters include designated storage as part of the program, and administrative areas as well as general and custodian storage in the unassigned space. Virtually all of this is new storage space that will more than accommodate what is now in the materials-storage area. Finally, the existing materials-storage area is used by the branches for items unassociated with the collection (programming materials, displays, Christmas decorations, etc.). Ideally, the CBRL will prepare a facilities master plan, and take steps to ensure that, in the future, branches meet minimal standards, including areas for storage. However, if this material must continue to be stored by headquarters, off-site storage would be considerably less expensive. For these reasons, we expect the 1,500 square feet shown in the preliminary space program is comparable to something in the order of 2,000-2,200 square feet of existing material storage, representing a reduction of perhaps 500-700 square feet of actual materials-storage space.

This reduction is practical for three reasons. First, some of this material will be transferred to the public-library collection in the new library. Second, a rigorous review of the material currently stored will likely identify items that can be discarded. Finally, as the demand for print material declines in response to the expansion in digital resources, all libraries will store less print. This was the experience at the South Shore Regional Library (SSRL) when they developed the new Bridgewater Branch. Prior to its development, the SSRL administrative headquarters were about 6,000 square feet, unconnected to a branch. These headquarters are now housed with the Bridgewater branch. The current headquarters are much smaller than the former building; but this can be attributed to a number of factors, including the relocation of staff to branches throughout the system. Of relevance to this discussion, is the change in the areas committed to the storage of materials. While the amount of space committed to storage in the former headquarters is not available, it was considerable. Some of this material was put into circulation when the new, larger Bridgewater branch opened; but the greatest reductions were achieved through aggressive weeding. Ultimately, the total amount of material stored was reduced by as much as 70-80%, and the area committed to storage is now in the order of 500 square feet. This is primarily storage for the mobile branch and special collections⁴⁵.

We understand that in Sydney's case the nature of the CBRL's collection and collection policies will result in a greater demand for storage space. CBRL serves a large regional area, and has a special role to play in preserving the history and culture of Cape Breton. This is reflected in the collection. In

⁴⁵ Based on personal discussion with Jeff Mercer, Deputy Chief Librarian.

5.3 Regional Headquarters (Cont'd)

addition, by policy, the CBRL will not discard an item if it is the last copy available at a public or University library in Nova Scotia. Consequently, CBRL likely needs more space for storing library materials than other Nova Scotia regional libraries. Nonetheless, it is expected that 1,500 square feet is more than adequate. On further investigation, if this proves not to be the case, CBRL should investigate compact storage. Traditional stacks are not required to store materials only accessed by librarians. Various forms of collapsible, compact storage are available that could reduce storage requirements (depending on the form) by 30% or more.

While a need for 1500 square feet of material storage has been assumed, based on the considerations noted above, this may be too generous, and should be investigated further during detailed design

Figure 5.3 Functional Space Program – Regional Headquarters

FUNCTIONAL AREAS		SQUARE FOOTAGE		
Offices and Staff Support	Chief Librarian Office	150		
	Senior Staff Offices (3 @ 120 square feet each)	360		
	Staff Lounge/Kitchen	550		
	Small Meeting Room	300		
	<i>Sub-Total Offices and Staff Support</i>		1,360	
Work Areas	Workroom/Technical Services/Staff Workstations	2,500		
	Server Room	150		
	Shipping/Receiving/General Storage/Mail	290		
	<i>Sub-Total Work Areas</i>		2,940	
Materials Storage and Vehicles	Materials Storage	1,500		
	Garage	800		
	<i>Sub-Total Materials Storage and Vehicles</i>		2,300	
TOTAL NET FLOOR AREA				6,600
NON-ASSIGNABLE AREA (30% of Net)				
NON-ASSIGNABLE AREAS	Entrance Lobby/Corridors/Stairs			
	Staff Washrooms (M/F)			
	Mechanical, Electrical, Custodial			
	General Storage			
	Interior Partitions/Exterior Walls			
	<i>Sub-Total Non-Assignable Areas</i>		1,980	
<i>TOTAL NON-ASSIGNABLE AREA</i>			1,980	
<i>TOTAL NON-ASSIGNABLE AREA (Carried Forward)</i>				1,980
TOTAL GROSS FLOOR AREA				8,580

5.4 Conclusion

Based on this initial analysis, a building of 36,580GSF is required to accommodate the new Sydney library and the CBRL regional headquarters. This does not include any additional space secured through partnerships with other community agencies.

6.0 FACILITY OPTIONS

6.1 Introduction

The architectural and site analysis of this portion of the Team's facility feasibility assessment seeks to examine and analyze three (3) varied library facility models. Option 1 is a new-building, stand-alone, iconic library structure on a CBRM-owned waterfront location. Option 2 is an integrated, sub-tenant of a large, multi-facility complex on a private waterfront location. Option 3 is a rehabilitation or repurposing of an existing building into a modern, contemporary library. For financial costing, a floor area of 40,000 square feet is assumed. The needs assessment lists 36,580 square feet of floor area for the Library and Regional Headquarters. For options design, it is assumed that Community Partners will be identified for 3,420 additional square feet.

Each of the above-noted options shall have to reasonably and effectively meet the following criteria:

- Creation of a new, culturally outstanding, modern library in downtown Sydney, with a 20-year planning horizon, and a 50-year building life span;
- Creation of a new, central hub that would support and enhance the CBRM's civic aspirations and revitalization goals;
- Creation of a contemporary library architecture, which promotes creative learning, technological innovation, and sustainable, energy-efficient architecture;
- Creation of a library environment that redefines the role, service, and programming of a modern library for the community users, visitors, and staff;
- Creation of a built environment that promotes best practices for supporting and improving the health, well being, and comfort of its occupants by promoting and implementing strategies, programs, and technologies designed to encourage healthy lifestyles, and reduce the exposure of occupants to harmful chemicals and pollutants;
- Creation of an accessible facility for vehicles and pedestrians, providing a high degree of traffic safety, physical security, and adequate parking; and
- Design and construction of a new Sydney Library within a reasonable time frame and a justifiable cost, which will meet the foreseeable programming needs of the Library, and provide future expansion opportunities.

The following three (3) options will have a positive and inspiring effect on the economic health and image of the downtown area. Precise economic spinoffs, potential partnerships, and other benefits remain to be investigated and quantified, which would presumably be most effectively carried out after a specific option is selected.

6.2 Option 1 – New Building (CBRM Waterfront Lot)

A new-build library offers a significant opportunity to create a uniquely beautiful, iconic edifice that would immediately contribute to the vitality of CBRM's core, and serve as an impressive example of CBRM's vigorous commitment to the future. New-build architecture would be able to capture the symbolic power and stature of a library, and uniquely express its role in the community in a way that a mixed-use building or renovated tenancy could not. The employment of sculptural and dynamic architectural elements in a new build can generate a unique persona and identity for a facility. Properly executed, with appropriate design, a new library can become the most symbolic icon for a community.

For the purpose of this new-build study option, the Team elected to focus on a CBRM-owned municipal lot located on the waterfront boardwalk along the Esplanade between the former Royal Cape Breton Yacht Club site and the site of the current Joan Harriss Cruise Pavilion at the Sydney Marine Terminal.

Located on the site of the former Robin Hood Warehouse, this waterfront property is immediately adjacent to the boardwalk, and can be easily accessed by pedestrians and vehicles via the Esplanade. The site has beautiful waterfront vistas, and views of the Joan Harriss Cruise Pavilion, as well as Westmount.

This municipal lot can accommodate a maximum two-storey edifice, due to North End view-plane restrictions; a potential footprint of 20,000 to 30,000 square feet; bus and vehicular access; and ancillary parking of 70 spaces. Exterior green spaces could be effectively incorporated, with a strong link to the waterfront boardwalk/promenade. The building could have its own independent heating plant, or tie into a neighbourhood district heating system, if, and when, that option ever develops.

A new, 40,000-square-foot, stand-alone, LEED-certified, new-build library would cost approximately \$17 million, comprised of 40,000 square feet at \$425 per square foot, plus \$2 million in site-development costs, and \$2 million allocated for fit-up and soft costs.

6.3 Option 2 – Shared Mixed-Use Complex (Private Waterfront Site)

In June, 2015, the CBRM announced that it had initiated discussions with the province of Nova Scotia regarding a significant new development in Sydney's downtown core. The concept envisioned a multi-purpose complex with potential anchors consisting of a new central library, a downtown campus of the Nova Scotia Community College (NSCC) Marconi Campus, a provincial building, and mixed-use residential and commercial space. It is hoped that such a project would be a transformative, once-in-a-generation catalyst for growing CBRM's economy. At this time, the CBRM is investigating the establishment of criteria for a pre-feasibility protocol and strategic planning. At the time that this report was authored, there was no established timetable or schedule for initiating this process of planning and project evaluation.

6.3 Option 2 – Shared Mixed-Use Complex (Private Waterfront Site) (Cont'd)

The proposed project has great potential for revitalizing the core of downtown Sydney. A significant number of planning, design, and construction labour jobs would be created. Significant advances in consolidation of public services (transportation, parking, education, district heating, and community public-services access) would be achieved as a result of such a transformative project.

The proposed, mixed-use facility would create a focal point for regional transportation, reconnect the downtown to the waterfront, and introduce a whole new development paradigm for civic, cultural, commercial, and residential development.

Challenges for this ambitious vision include land assembly, as well as complex engineering and construction challenges, such as site remediation, pile construction, traffic congestion, project financing, risk analysis, managing cost escalations, and project-delivery scheduling.

In essence, the concept envisions the relocation of NSCC's Marconi Campus, which is comprised of 250,000 square feet of program area, over 800 parking spaces, 1,250 students, and a staff complement of 170, to a new, state-of-the-art, LEED-certified waterfront campus. Co-located on the site would be the Cape Breton Regional Library, and student housing facilities. It is envisioned that this mixed-use facility would share parking site amenities, indoor public gathering spaces, outdoor public spaces, and, possibly, shared district heating amenities. The proposed site for this mixed-use concept is the various waterfront lots between the Cambridge Suites Hotel and the site of the former Atlantic Springs, at Wentworth Park Creek.

For the Library project, the preferred site location on these waterfront lots would be the Mercer plot at the base of Falmouth Street and the Esplanade. The Cape Breton Regional Library would have to be Phase One of an extended, multi-phase, waterfront-development project. Allowances for phased future additions, site and building occupancy disruptions, and possible long-term delays would have to be incorporated into the design. Significant site-infrastructure planning for the entire complex would be required, prior to commencing design of a first phase CBRM Sydney Library.

6.4 Option 3 – Retrofit of Existing Edifice (Former Target Store)

Renovation or rehabilitation of an appropriate existing edifice is a third option, which could accommodate a new Central Library. One such facility, raised by several people interviewed during this study, is the former retail space occupied by Target at the Sydney Shopping Centre. The site in question features expansive space, large parking areas, and is in the centre of a shopping, restaurant, and grocery facility. The edifice was recently modernized by Target, with a total building retrofit. The

6.4 Option 3 – Retrofit of Existing Edifice (Former Target Store) (Cont'd)

store features a bright, open structure, with a 20-foot-high ceiling, and a new, signature façade. The site is considered to be downtown, albeit, not on the main peninsula.

There have been numerous big-box store conversions to libraries, civic centres, museums, etc., in the last several years throughout North America. Noted for its unique interiors, the McAllen Texas Library, a former Walmart, won the 2012 Library Interior Design Awards, as well as the 2015 America Institute of Architects Honor Award for Interior Architecture.

Significant project savings were incurred in revitalizing the existing shell, and saving the building from being wastefully demolished.

The existing building and site at the Sydney Shopping Centre could easily accommodate the requisite floor area, loading dock, and parking requirements. A new entry façade, new interior skylights, and a contemporary interior design could transform this space into a modern, state-of-the-art community library.

The space is expansive, and not constrained nor obstructed by loadbearing walls. The existing column grid can be incorporated into a functional interior retrofit.

7.0 PROJECT COST ESTIMATES

The vision for the proposed construction of the CBRL and Sydney Library will be guided by the following design objectives:

- Creation of an iconic, civic landmark which is a source of community pride and inspiration;
- Creation of an adaptable, flexible, and resource-rich space which meets the community's present and future technological, social, and educational needs; and
- Creation of a modern, bright, accessible and welcoming environment which is environmentally friendly, healthy, and sustainable.

Providing an opinion of probable cost at this phase of project development can be fraught with unpredictable cost variations. Market volatility, project timing, cost escalations, unknown site conditions, etc., can impact project pricing. As such, this estimate is based on the concepts' functional program, and the broad concepts envisioned for each of the aforementioned options. The order of magnitude of this opinion of probable cost would generally be +/- 25 percent accurate.

Total Capital Costs

	<u>Option 1</u> New Build	<u>Option 2</u> Shared Tenancy	<u>Option 3</u> Retrofit of Existing Edifice
Floor Area of CBRL, Sydney Library, and Partner Space <i>(Refer to Note 1)</i>	40,000 sq. ft.	40,000 sq. ft.	40,000 sq. ft.
LEED/Contemporary Capital Construction Cost (\$425/sq.ft.) <i>(Refer to Note 2a)</i>	\$17,000,000	\$17,000,000	n/a
LEED/Contemporary Capital Construction Cost (\$325 sq.ft.) <i>(Refer to Note 2b)</i>	n/a	n/a	\$13,000,000
Fixtures, Fittings, Equipment (\$50/sq.ft.) <i>(Refer to Note 3)</i>	\$2,000,000	\$2,000,000	\$2,000,000
Site-Costs Allowance <i>(Refer to Note 4)</i>	\$2,000,000	\$3,200,000	\$600,000
SUBTOTAL	\$21,000,000	\$22,200,000	\$15,600,000
Soft Costs (14%) – Includes Legal, Accounting, Testing, Consultation, LEED <i>(Refer to Note 5)</i>	\$2,940,000	\$3,108,000	\$2,184,000
SUBTOTAL	\$23,940,000	\$25,308,000	\$17,784,000
Land Acquisition (Waterfront Properties) <i>(Refer to Note 6)</i>	\$2,000,000	\$2,500,000	n/a
TOTAL COST (Not Including HST)	\$25,940,000	\$27,808,000	\$17,784,000
TOTAL COST PER SQUARE FOOT	\$600	\$695	\$445

NOTES:

- Facility Floor-Area Requirements are based on the following:
 Sydney Library Gross Floor Area 28,000 sq.ft.
 CBRL Gross Floor Area 8,580 sq.ft.
 Partnership Space Allowance 3,420 sq.ft.
 TOTAL GROSS FLOOR AREA..... 40,000 sq.ft.

Total Capital Costs (Cont'd)

NOTES (Cont'd):

2. Contemporary Building (LEED-Rated) Capital Construction Cost includes the following:
Program Area Building Construction Cost, LEED Certification, WELL Certification, Upgrades, Contingency Allowances (15%), Escalation Allowances, General Contractor's Overhead & Profit and General Requirements (Site Trailers, Insurance, Bonding, Safety, Etc.). *Author's Note: The Halifax Central Library costs in 2013 total \$57.6 million for 108,800 sq. ft., valued at \$528/sq.ft.)*
 - a. New building to have shore/pile construction, suspended concrete slabs, metal-panel/curtainwall glass, recycled materials and finishes, green-roof technology, energy conservation and renewable-energy features, and state-of-the-art mechanical and electrical infrastructure.
 - b. Retrofitted building to reutilize existing floor, exterior walls and roofs, and existing infrastructure, where possible. Retrofit to be LEED Interiors Certified, with sustainable environmental technologies, as well as energy-saving and water-conservation infrastructure. Interiors would emphasize recycled materials, waste reduction, and abundant skylit/daylight sources. Exterior to have a landscaped courtyard plaza, and an iconic entrance canopy.
3. Fixtures, Fittings, and Equipment Allowance includes the following:
Shelving, Signage, Tables, Chairs, Sofas, Desks, Built-In Audio/Visual Equipment, Food-Service Equipment, Art Components, Etc. Library materials (books, desks, vehicles, etc.) are not included in the allowance for fixtures, fittings, and equipment.
4. Site-Costs Allowance includes the following:
Site remediation, engineered fills, site preparation/compactions, underground utilities, site drainage, asphaltic pavement and concrete curbing, landscaping (trees, sodding, pavers, furnishings, LEED site elements). Site costs for Option 2 include an elevated paver-deck plaza with above-grade parking on the boardwalk level.
5. Soft-Costs Allowance includes the following:
Accounting costs; legal fees; land-surveying costs; geotechnical and environmental testing costs; cost-estimating fees; library-consulting fees; architectural, interior-design, and engineering fees; project-management fees; quantity-surveying fees; LEED-Certification fees; printing/reprographics costs; and public-presentation announcement, etc.
6. Land Acquisition Allowance includes the following:
Property acquisition costs associated with acquiring privately-held waterfront lots/parcels and relative easements. An imputed land value of \$2 million has been included for Option 1. An assumed land value of \$2.5 million has been included for Option 2. All amounts are subject to fair-market-value assessment.

8.0 FINANCIAL ANALYSIS

8.1 Introduction

The Financial Analysis portion of the Team's facility feasibility assessment will examine the incremental differences in life-cycle costing for each of the three (3) library-facility models. Life-cycle costing analysis includes the initial capital costs, as well as operational costs for each alternative option for the initial 25 years.

As previously indicated, the options are as follows:

- Option 1 – A newly built, stand-alone, iconic library structure/building on a CBRM-owned waterfront location;
- Option 2 – An integrated, sub-tenant of a larger, multi-facility complex on a private waterfront location; and
- Option 3 – A rehabilitation or repurposing of an existing building into a contemporary library facility.

In addition, both Options 1 and 2 could be erected as a fully-funded, public-sector (government) project, or under some type of public/private partnership model (private-sector built and financed).

8.2 Capital Costs

Total capital costs under each Option are as outlined in the Total Capital Costs Table on Page 70, together with the related assumptions. Each of the three Options can be built under two scenarios: the fully-funded public or government-sector scenario, or the fully-funded private-sector scenario.

In all Options, and under each scenario, a 25-year life cycle of the property for annual capital-costing purposes was assumed. In addition, we assumed an imputed interest rate of 4% for the public-build scenario, even though it may be funded 100% upon construction. This is to cover the government-sector cost of capital, and to ensure comparability of the analysis. The private-sector assumption is at a rate of 8% to cover the cost of capital and profit in the project by the developer.

8.3 Operating Cost Variances

We did not find any operating-cost variances between the public- or private-build scenarios. This is because our assumption is that any lease from the private sector would be triple net, wherein, the tenant would be responsible for all operating costs.

8.3 Operating Cost Variances (Cont'd)

There is a slight difference in operating costs between Options 1 and 2, due to the different building configurations. Major differences occur between the first two Options and Option 3. Differences arise between a new build and the retrofit, as the rental charge in the retrofit option includes common-area charges, some of which would have to be incurred separately in a stand-alone facility.

8.4 Site Costs

One impact on the costs of Options 1 and 2, and the different scenarios for each, is land-acquisition costs. The CBRM has sufficient property for the Library at the former Robin Hood Wharf Site on the Esplanade. Land costs of \$2 million have been factored in to compensate for the opportunity cost of land, should this site be used in Option 1. Should Option 2 be selected, then land-acquisition costs of \$2.5 million are included. The CBRM-owned site would not be sufficient for a larger, multi-tenanted facility.

The various options also contain different allowances for site costs during the capital-construction phase. These amounts are due to the different topographies of the sites under consideration. Final site costs could vary if potential sites are chosen, other than those under consideration.

8.5 Life-Cycle Costs

For purposes of this analysis, a 25-year life for the facility has been determined. The cost of construction was compared with selected operating costs that would vary under the Options and scenarios selected. Twenty-five years has been selected, as it would not be practical to enter into any kind of public-private partnership for a longer term. Results can be summarized as follows:

Description	Construction Costs	Operating Costs	Total Costs
Option 1 – Public	\$39,915,000	\$8,500,000	\$48,415,000
Option 1 – Public/Private	\$57,335,000	\$8,500,000	\$65,835,000
Option 2 – Public	\$42,790,000	\$8,650,000	\$51,440,000
Option 2 – Public/Private	\$60,301,000	\$8,650,000	\$68,951,000
Option 3 – Public	\$27,365,000	\$16,505,000	\$43,870,000
Option 3 – Public/Private	\$38,564,000	\$16,505,000	\$55,069,000

8.6 Cost Conclusions

Based on financial analysis, the following can be concluded:

- The life-cycle capital and operating costs are slightly lower under Option 1 than Option 2. Initial construction costs are higher under the Option 2 Co-Tenanted Model, while operating costs are similar.
- Variances between public and public/private partnership are significant. This is because the discount rate used on the cost of government funds is 4%, versus the cost of private funds at 8%. In both cases, the full construction costs of the facility would be recovered over the 25-year period.
- Total costs under Option 3 Retrofit are slightly lower. This model shows lower initial capital costs, and higher annual operating costs.
- In the public-build scenario of Options 1 and 2, the CBRM would have possession of the Library Facility after the 25-year period. Under the public-private building scenario of Options 1 and 2, and in Option 3, the CBRM would have paid 100% of the construction costs of the facility, and would not have possession. It would have to pay an amount to the developer to purchase the property or extend the lease. This amount could be fair-market value at that time, or a lesser amount, if it were negotiated up front.
- In reviewing these total life-cycle costs, it must also be considered that a portion of the operating costs are already funded by the Sydney Public Library funding partners. Annual costs are presently funded for such items as energy, and building and grounds maintenance. Thus, the total costs summarized in the table in Section 8.5 above are not all incremental. A portion of them would be incurred in any event.

9.0 NEXT STEPS

9.1 Introduction

This chapter outlines strategic next steps in the development of a new Sydney Public Library. We have discussed these under three headings: (1) Management and Operational Issues (2) Funding and Financing and (3) Detailed Design and Development.

9.2 Management and Operational Issues

There are three major issues to be addressed:

- Partnerships Assessment
- Operating Model
- System-wide Facility and Service Model

Partnership Assessment

While the core library components of the proposed development have been identified, the possible contribution to the building from community partners is not known. Partners may be interested in providing additional functional components to the building program or expanding those that have been identified. In either case, these areas must be identified and the partner's contribution to capital and operating costs confirmed. This is necessary to finalize a space program and move forward to detailed design.

The partnership assessment should also include an operating and management model for shared spaces and for any areas that will be jointly operated. Agreement on operating and management issues is necessary to confirm a funding arrangement and essential to ensuring a successful partnership.

Operating Model

An operational plan for the new library should be prepared to identify hours of operation, staff requirements, job responsibilities and competencies (which may need to be revised to address new roles and service opportunities in the new library). The operational plan should also establish both financial and service targets for the first five years of operation and detail the requirements to achieve these targets relative to operating budgets, marketing and promotion of the library, external funding, volunteer resources, new or expanded programming and service partnerships, etc.

9.0 NEXT STEPS

9.2 Management and Operational Issues (Cont'd)

System-wide Facility and Service Model

The development of the new Sydney library will have system wide implications. At minimum, a new facility model (the number and types of library branches that will be included in the CBRL) is required. However, this would also be an opportune time to review the CBRL's service model. Ensuring the CBRL's core services are aligned with trends and the changing future role of the library, and the resources are in place to effectively play that role, are important issues that the Board should address with a Strategic Plan and a revised Service Plan.

9.3 Funding and Financing Strategy

Several key decisions have to be made before a funding and financing strategy is pursued. These decisions are primarily around the preferred site, as well as whether or not there are any community partners with the Sydney Public Library.

Once the site is selected, and it is determined whether or not there are additional community partners in a larger facility, then the Sydney Public Library must develop a plan for funding its construction. Capital costs may be financed through either a publicly funded model, or some type of public/private partnership model.

The publicly funded model would entail various levels of government coming together to finance all or most of the construction costs. This model may or may not include some level of community support. If a public-private partnership model were to be pursued, then the Sydney Public Library would have to determine the project scope, and offer some type of public call for proposals for the development. The project team would then have to negotiate acceptable terms with the successful proponent.

It is readily apparent that a significant effort would be required under either financing option, in order to reach a successful conclusion.

9.4 Site Analysis and Schematic Design Development

Upon selection of a preferred site, further site assessment/analysis such as environmental site assessment, legal site surveys, traffic analysis, site-services engineering analysis, etc., shall have to be undertaken. Further functional programming, in conjunction with schematic design development, should also be undertaken. Conceptual floor-plan layouts for the library, as well as parking-layout requirements, should be a part of this next step.

A more comprehensive analysis regarding LEED Certification and energy infrastructure should also be executed at a concept level.

APPENDIX A

- Option 1 – New Building: CBRM Lot Across from Joan Harriss Cruise Pavilion
- Rendering View from Esplanade (Facing South)
 - Concept Site Plan



SYDNEY CBRM LIBRARY FACILITY STUDY
Option 1 - New Building
CBRM Lot Across from Joan Harriss Cruise Pavilion
Rendering View from Esplanade (Facing South)



CONCEPT SITE PLAN

SCALE: 1" = 80'



SYDNEY CBRM LIBRARY FACILITY STUDY
Option 1 - New Building
 CBRM Lot Across from Joan Harriss Cruise Pavilion

APPENDIX B

Option 2 – Shared Mixed-Use Complex: Mercer Fuels/Fire-Station Site, Esplanade, Sydney, N.S.

- Rendering View from Esplanade (Facing South)
- Concept Site Plan



SYDNEY CBRM LIBRARY FACILITY STUDY
Option 2 - Shared Mixed-Use Complex
Mercer Fuels/Fire-Station Site, Esplanade, Sydney, N.S.
Rendering View from Esplanade (Facing South)



CONCEPT SITE PLAN

SCALE: 1" = 80'



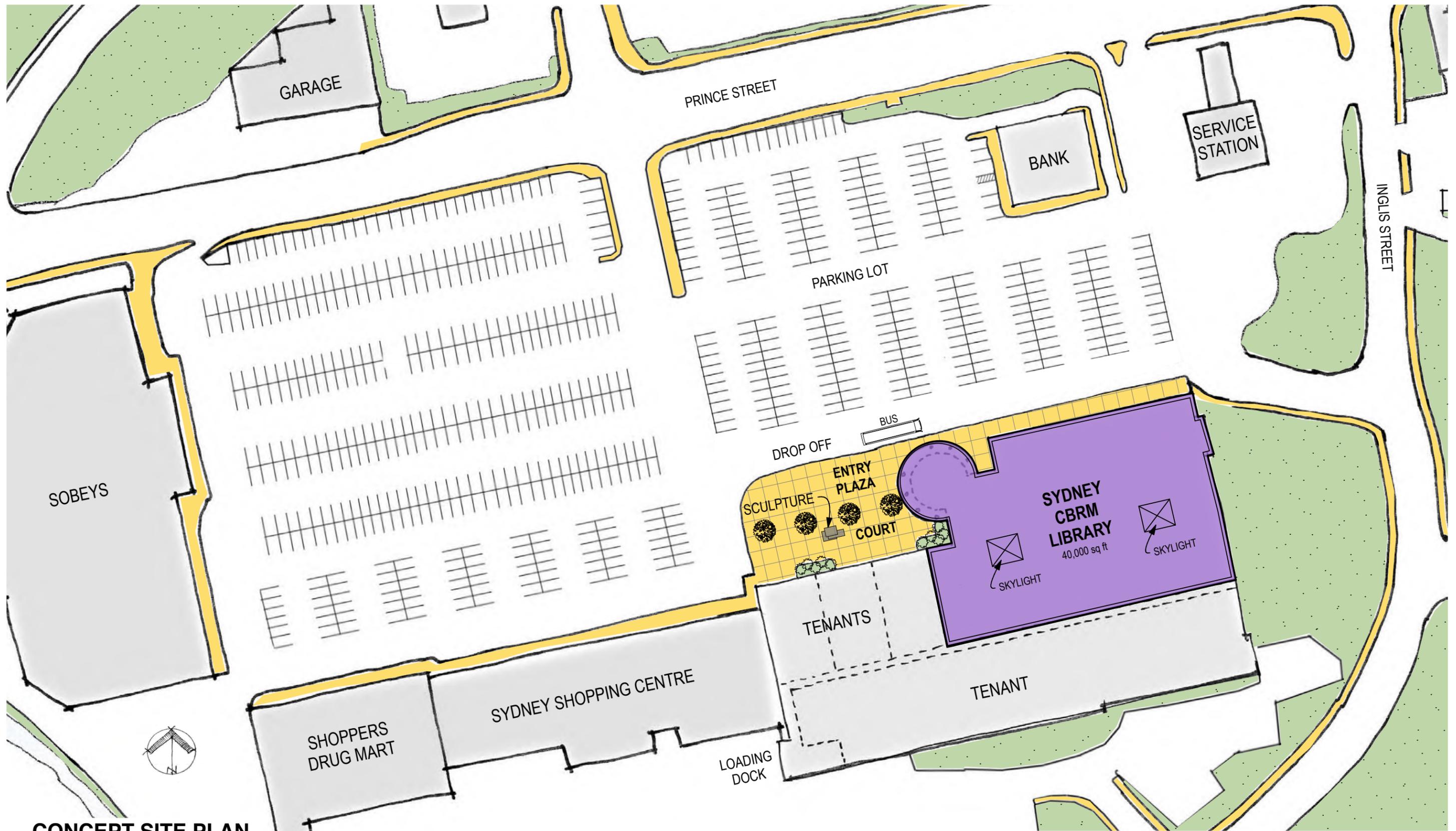
SYDNEY CBRM LIBRARY FACILITY STUDY
Option 2 - Shared Mixed-Use Complex
 Mercer Fuels/Fire-Station Site, Esplanade, Sydney, N.S.

APPENDIX C

- Option 3 – Retrofit of Existing Edifice: Former Target Store, Prince Street, Sydney, N.S.
- Rendering View from Prince Street (Facing Southwest)
 - Concept Site Plan



SYDNEY CBRM LIBRARY FACILITY STUDY
Option 3 - Retrofit of Existing Edifice
Former Target Store, Prince Street, Sydney, N.S.
Rendering View from Prince Street (Facing Southwest)



CONCEPT SITE PLAN

SCALE: 1" = 80'



SYDNEY CBRM LIBRARY FACILITY STUDY
Option 3 - Retrofit of Existing Edifice
 Former Target Store, Prince Street, Sydney, N.S.

APPENDIX D

Option 1 – Costing Analysis (Options 1, 2, and 3)

**Sydney Public Library
Feasibility Study**

	Option 1 - CBRM Waterfront Land		Option 2 - Private Waterfront Land		Option 3 - Retrofit	
	Public	Public/Private	Public	Public/Private	Public	Public/Private
Capital Costs						
Construction and land	25,940,000	25,940,000	27,808,000	27,808,000	17,784,000	17,784,000
Annual cost at 8%		\$ 2,293,395		\$ 2,412,055		\$ 1,542,577
Imputed cost at 4%	\$ 1,596,606		\$ 1,711,581		\$ 1,094,605	
Operating Costs						
Energy costs (heating & cooling)	130,000	130,000	130,000	130,000	68,000	68,000
Window cleaning	24,000	24,000	24,000	24,000	3,000	3,000
Exterior grounds maintenance	30,000	30,000	36,000	36,000	6,000	6,000
Rental fee					479,200	479,200
Other repairs and maintenance	116,000	116,000	116,000	116,000	104,000	104,000
Building insurance	40,000	40,000	40,000	40,000		
	340,000	340,000	346,000	346,000	660,200	660,200
Total Capital and Operating - Annual	\$ 1,936,606	\$ 2,633,395	\$ 2,057,581	\$ 2,758,055	\$ 1,754,805	\$ 2,202,777
Total Capital; - Life Cycle	\$ 39,915,152	\$ 57,334,882	\$ 42,789,535	\$ 60,301,377	\$ 27,365,114	\$ 38,564,431
Total Operating - Life Cycle	8,500,000	8,500,000	8,650,000	8,650,000	16,505,000	16,505,000
Total Capital and Operating - Life Cycle	\$ 48,415,152	\$ 65,834,882	\$ 51,439,535	\$ 68,951,377	\$ 43,870,114	\$ 55,069,431