

Cape Breton Regional Municipality

**Special
General Committee Meeting**

AGENDA

MONDAY, JUNE 10TH, 2019

9:30 A.M.

Council Chambers
2nd Floor, City Hall
320 Esplanade, Sydney, NS

Cape Breton Regional Municipality

Special General Committee Meeting

Monday, June 10th, 2019

9:30 a.m.

AGENDA ITEMS

Roll Call

1. APPROVAL OF AGENDA: (Motion Required)

2. Review of the Operating Conditions at the McConnell Central Library – For Information
 - a) Report 1: James McConnell Memorial Library Feasibility Study – Facility Planning Report – November 30, 2011 (see page **5**)

 - b) Report 2: Feasibility Study: Cape Breton Regional Library and James McConnell Memorial Library – Architectural and Facility Planning Report – January 31, 2012 (see page **45**)

 - c) Memo from Ken LeBlanc to Bill Murphy - Short-Term HVAC Options for McConnell Library (see page **75**)

3. Current Library Funding Formula vs. Proposed Provincial Funding Process:
Ms. Faye MacDougall, Regional Librarian

4. Sydney Public Library Feasibility Study – February 5, 2016 (see page **78**)

5. Expressions of Interest – Waterfront Library Location (Sydney Waterfront Development Concept) (see page **169**)

Continued...

**Special General Committee Meeting Agenda
June 10th, 2019 (Continued)**

6. Stakeholder Presentations:

- a) **Cape Breton Regional Library Board of Directors** – Mr. Murdoch Moore, Board Chair
- b) **Library Building Committee** – Mr. Pat Bates, Committee Chair
- c) **Library Advocacy Committee** – Ms. Kathleen Yurchesyn
- d) **Harbour Royale Development** – Mr. Brian Shebib

7. Funding Applications: Mayor Cecil P. Clarke

- a) **\$75,000 Study for Services, Programs and Operational Review:** (see page **176**)
- b) **Build Canada Application**

8. Issue Paper - CBRM Sydney Central Library: John Phalen, Manager of Economic Development & Major Projects (see page **181)**

9. Roundtable Discussion and Next Steps

ADJOURNMENT



Cape Breton Regional Library

James McConnell Memorial Library

Feasibility Study

Facility Planning Report

Prepared by:
dmA Planning & Management Services Inc.
24 Harbourside Dr Unit 2
Wolfville, NS B4P 2S3
November 30, 2011
www.dmaconsulting.com

In association with
Trifos Design Consultants
Sydney, NS.

November 30, 2011

Ms. Faye MacDougall
Regional Librarian
Cape Breton Regional Library
50 Falmouth Street
Sydney NS
B1P 6X9

Dear Ms. MacDougall

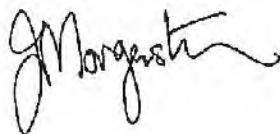
Re. James McConnell Memorial Library- Feasibility Study

Please find attached our Facility Planning Report for the above noted study. This is a background report that documents the results of the initial phases of the study and is the basis for the conceptual design and costing work completed by Trifos Design Consultants.

This report describes relevant features of the community's socio-demographic profile and the services currently available at the James McConnell Memorial Library. It also describes trends and best practices in library design and the input we received from the community. Finally, the report describes overall library space requirements and a preliminary functional space program.

Our review of trends and best practices clearly indicate the existing library is too small and poorly designed to meet current and future needs. This analysis was supported by the community input. The report therefore provides a solid rationale for an expanded and improved library.

Sincerely



Jim Morgenstern, MCIP
Principal

c. Mr. Spyro Trifos, Trifos Design Consultants

Table of Contents

1.0 INTRODUCTION	1
1.1.. Study Purpose and Process	1
1.2.. Report Overview	1
2.0 POPULATION AND SOCIO-DEMOGRAPHIC ANALYSIS	2
2.1.. Location and Population Characteristics	2
2.2.. Age Distribution	2
2.3.. Population Projections	3
2.4.. Education and Income	4
2.5.. Immigration, Mobility and Ethnicity	6
2.6.. Language	6
2.7.. Household and Family Composition	7
2.8.. Employment and Industry	7
3.0 LIBRARY SERVICE PROFILE	9
3.1 Library Users Profile – Provincial Statistics	9
3.2 Library Profile – James McConnell Memorial Library	9
4.0 LIBRARY TRENDS AND BEST PRACTICES	14
4.1.. Local Library Trends	14
4.2.. Technology Trends with Facility Implications	14
4.3. Emerging Trends in Contemporary Library Design	16
4.3.1 Libraries as a Focal Point in the Community	16
4.3.2 Libraries as High Profile, Civic Institutions	17
4.3.3 Libraries as Multi-Service Providers	18
4.3.4 Libraries Fostering Two-Way Communication	18
4.3.5 Libraries as Centres for Technology and Innovation	19
4.3.6 Libraries Part of an Active Streetscape	20
4.3.7 Libraries with a Customer-First Focus	21
4.4. Implications for the James McConnell Memorial Library	22
5.0 CONSULTATION	23
5.1.. Introduction	23

5.2. .Strengths	23
5.3. .Weaknesses	24
5.4. .Opportunities	26
5.5. .Issues	27
6.0 LIBRARY SPACE REQUIREMENTS AND A PRELIMINARY FUNCTIONAL SPACE PROGRAM	28
6.1. .Space Planning Guidelines	28
6.2. .Future Space Requirements	29
6.3. .Facility and Service Guidelines	31
6.4 Functional Space Program	32
6.4.1 Space Program	32
6.4.2 System Wide Library Space	34
6.4.3 Other Considerations Affecting Current and Future Library Space Requirements	35

1.0 INTRODUCTION

1.1. Study Purpose and Process

In June, 2011 the Cape Breton Regional Library Board initiated a study to review facilities and services at the James McConnell Memorial Library to determine future requirements for a library facility to serve downtown Sydney at the present site. dmA Planning & Management Services, in association with Trifos Design Consultants, was commissioned to work with a Steering Committee to complete the study. This report documents Phase One findings and some of the early consultations completed in Phase Two of the study process. The study will focus on the existing library and the opportunities and implications associated with facility redevelopment and expansion.

1.2. Report Overview

The Planning Context Report establishes the context for the study and the subsequent phases of the work program. Statistics Canada Census data from 2001 and 2006, reports and statistical information available from Sydney's website, and data from Sydney's Planning Department are used to develop a socio-demographic profile of the service area. Relevant library trends and best practices are included as a basis for discussion. An overview of the current state of James McConnell Memorial Library services is presented, based primarily on statistical information provided by library staff and site visits by the consultant. Relevant library planning guidelines and standards are reviewed, existing services are compared to these guidelines, and a preliminary projection of future space needs is estimated based on population projections and customary planning guidelines.

This report describes background information for the Feasibility Study. Information from consultation activities is presented as reported by the individuals and groups involved – no attempt has been made to verify the accuracy of the consultation input or to confirm the perceptions and opinions of those providing input. The opinions expressed by those involved in consultations are not necessarily shared by the consultant.

2.0 POPULATION AND SOCIO-DEMOGRAPHIC ANALYSIS

This section provides a detailed overview of population and socio-demographic characteristics of the Municipality. The characteristics profiled in this section of the report are based on Statistics Canada 2001 and 2006 Community Profiles and information provided by the Library or available via the Cape Breton Regional Municipality website.

2.1. Location and Population Characteristics

Cape Breton Regional Municipality is located on the eastern portion of Cape Breton Island. It is among the largest municipalities in the Province of Nova Scotia, covering a total area of 2470 square kilometers. In 1995, Cape Breton Regional Municipality was formed through the amalgamation of: the former city of Sydney; the former towns of Glace Bay, New Waterford, North Sydney, Sydney Mines, Louisbourg; and the remaining communities within the former County of Cape Breton. The figure to the right illustrates CBRM's location within the Province.



According to Statistics Canada's 2006 Census, the Cape Breton Regional Municipality contains a population of 102,250, indicating a decline of 3.5% since 2001 (105,968). In comparison, the Province as a whole grew by 0.6% over the same census period (908,007 - 913,462). Economic shifts in recent years have led to the ongoing out-migration of a large proportion of the younger individuals¹, resulting in a declining and aging population.

2.2. Age Distribution

In 2006, Cape Breton Regional Municipality had a median age of 44.9 which is slightly higher compared to the Province's median age of 41.8. The age profile of CBRM is very similar to that of the Province as a whole. As illustrated in Table 2.2, the age characteristics for both the municipality and the Province indicate a decrease in individuals aged 0-44, and an increase in residents who are 45 and older. Specifically, significant declines were found in the 0-4, 5-14 and 25-44 age cohorts, and rather substantial increases were found in the 55-64 and 85+ cohorts; the possible reflection of an aging population for both CBRM and Nova Scotia as a whole. Despite the 25-44 age cohort experiencing significant decline between 2001 and 2006, individuals between 25

¹ Population Projections for Cape Breton Regional Municipality 2006-2021. Environmental Design and Management Limited (March, 2008).

and 44 years of age represent the highest proportion of the population in both CBRM and the Province as a whole.

Table 2.2: Age Distribution

Age	CBRM 2001	CBRM 2006	% Change	Nova Scotia 2001	Nova Scotia 2006	% Change
0-4	4,800	4,110	-14.4	47,455	42,040	-11.4
5-14	13,575	11,230	-17.3	117,570	104,390	-11.2
15-19	7,885	7,155	-9.3	61,750	61,440	-0.5
20-24	6,045	5,985	-0.9	56,180	56,775	1.06
25-44	27,200	22,750	-16.4	267,640	241,885	-9.6
45-54	17,030	17,580	3.2	138,280	148,910	7.7
55-64	12,040	14,785	22.8	92,565	119,800	29.4
65-74	9,170	9,920	8.18	66,650	73,295	9.9
75-84	6,190	6,240	0.80	44,410	46,305	4.3
85+	2,035	2,505	23.1	15,505	18,610	20.0

Source: Statistics Canada. 2006 Community Profiles

2.3. Population Projections²

In 2008, Environmental Design and Management Ltd. (EDM) prepared the population forecasts illustrated in Table 2.1 for Cape Breton Regional Municipality and Greater Sydney for the 2006-2021 time periods.

Despite a slight population increase between 2001 and 2006, the forecasts illustrate a pattern of steady and significant population loss for Greater Sydney, as well as, Cape Breton CA (CBRM). Overall, the results reflect an expectation of continued population decline for both Cape Breton CA (CBRM) and Greater Sydney, and suggest that this decline will be greater with time. This is likely due to ongoing decreases in the younger population (as discussed in section 2.2 of this report) resulting in the gradual decline in local population reproduction/birth rates.

² Discrepancies in population numbers are due to EDM using Cape Breton Census Agglomeration numbers whereas discussion in the previous and subsequent sections was based on population figures from Cape Breton Regional Municipality.

Table 2.1: Population Projections

	2001 Census	2006 Census	% Change	2011 Predicted	2016 Predicted	2021 Predicted	% Change
Cape Breton CA (CBRM)	109,320	105,930	-3.2%	101,890	97,410	92,815	-4.5%
Greater Sydney³	41,230	41,275	0.1%	40,695	39,795	38,700	-2.5%
Nova Scotia	907,995	913,480	0.6%	914,460	912,060	906,725	-0.2%

2.4. Education and Income

In addition to public schools, private schools, and other educational assets, Cape Breton Regional Municipality is home to several well-known Educational Institutions including: Cape Breton University; Canadian Coast Guard College; and the Nova Scotia Community College Marconi Campus.

Previous research has shown that, in relation to library use, a positive correlation exists between higher income levels and educational attainment. Despite somewhat similar education attainment patterns, the proportion of residents in CBRM with a college certificate, CEGEP or other non-university certificate or diploma was lower than the Province of Nova Scotia in all age cohorts. Similar results were found for those containing a university certificate, diploma or degree. Table 2.3 illustrates how Cape Breton Regional Municipalities compares to the Province as a whole on these two indicators.

³ In the population projections prepared by EDM and used here, Greater Sydney included the Membertou First Nation population, but did not include the Eskasoni population. The Eskasoni community was addressed separately in the projection.

Table 2.3: Selected Education Level Indicators

	Cape Breton Regional Municipality 2006	Nova Scotia 2006
% of the population aged 15-24 with:		
> a college certificate, CEGEP or other non-university certificate or diploma	5.6%	7.4%
> a university certificate, diploma or degree	7.7%	8.5%
% of the population aged 25-34 with:		
> a college certificate, CEGEP or other non-university certificate or diploma	24.1%	25.3%
> a university certificate, diploma or degree	21.2%	27.5%
% of the population aged 35-64 with:		
> a college certificate, CEGEP or other non-university certificate or diploma	18.9%	21.1%
> a university certificate, diploma or degree	13.2%	18.4%

Source: Statistics Canada. 2006 Community Profiles

Income data from Statistics Canada indicates that, in 2005, Cape Breton Municipality had a lower median household income; a lower median family income; and a lower median income for all person 15 years of age and older compared to the Province as a whole (Table 2.4).

Table 2.4: Selected Income Characteristics

	Cape Breton Regional Municipality	Nova Scotia
Median income in 2005-all private households	\$41,257	\$46,605
Median income in 2005-all census families	\$49,337	\$55,412
Median income in 2005 persons 15 years and over	\$20,348	\$22,815

Source: Statistics Canada. 2006 Community Profiles

Despite lower income and educational achievement compared to the Province as a whole, both indicators have risen in the Municipality since 2001. Higher income and education levels are often associated with expectations for higher quality services in general, and increased demand for library services.

2.5. Immigration, Mobility and Ethnicity

Approximately 77.2% of the Municipality's population aged 5 years and older lived at the same address 5 years ago, which is higher compared to Nova Scotia (66.8%) during the same time period. Cape Breton Regional Municipality's visible minority population is rather relative to the Province, and 99.5% of CBRM's population was Canadian-born, which is just slightly higher than the Province as a whole (98.3%). Table 2.5 clearly illustrates how CBRM compares to the Province as a whole on these selected indicators.

Table 2.5: Selected Immigration & Ethnicity Characteristics

	Cape Breton Regional Municipality (2006)	Nova Scotia (2006)
Immigration and Ethnicity		
Canadian-born population	99.5%	98.3%
Foreign-born population	0.53%	1.67%
Visible minority population	1.73%	4.17%
Mobility		
% of population 5yrs and older lived at same address 5yrs ago	77.2%	66.8%
% of population that lived in a different country 5 years ago	0.40%	1.37%

Source: Statistics Canada. 2006 Community Profiles

2.6. Language

Table 2.6 illustrates selected language characteristics for CBRM as they compare to the Province. 96.9% of CBRM residents speak English only, compared to 92.1% of Nova Scotia's population. Conversely, the province contains a higher proportion of individuals whose mother tongue is French, and a higher proportion of residents who speak English and French, as well as, those who primarily speak using other languages

Table 2.6: Selected Language Characteristics

	Cape Breton Regional Municipality (2006)	Nova Scotia (2006)
Mother Tongue		
English only	96.9%	92.1%
French only	0.95%	3.60%
Both English and French	0.13%	0.23%
Other language(s)	2.00%	4.02%

Source: Statistics Canada. 2006 Community Profiles

2.7. Household and Family Composition

As illustrated in Table 2.7, couple households without children represent the largest proportion of household types in CBRM (29.3%), followed by one-person households (27.4%). The median household income in 2006 was \$57,727 for married couples and \$25,868 for lone-parent families; both significantly lower compared to similar income characteristics for the Province as a whole. In CBRM, the average owned dwelling value was \$87,935 which is much lower compared to the Provincial owned dwelling average value of \$158,000.

Table 2.7: Selected Household and Family Characteristics

	Cape Breton Regional Municipality (2006)	Nova Scotia (2006)
Total-all private households	42,015	376,845
Households containing a couple (married or common-law) with children	23.0%	25.5%
Households containing a couple (married or common-law) without children	29.3%	31.9%
One-person households	27.4%	26.5%
Other household types	20.3%	16.1%
Total-number of census families	30,275	267,415
Number of married-couple families	67.0%	70.1%
Number of common-law-couple families	8.4%	12.9%
Median family income – married-couple families	\$57,727	\$63,843
Number of lone-parent families	24.6%	16.9%
Median family income - lone-parent families	\$25,868	\$29,917

Source: Statistics Canada. 2006 Community Profiles.

2.8. Employment and Industry

Cape Breton Island is located on Canada's east coast allowing for quick access to markets in Canada, the United States, and Europe⁴. However, despite this regional asset, CBRM has experienced significant economic challenges, particularly since the closure of the steel and coal industries, which has resulted in a lack of employment opportunities within the region.

Today, CBRM's economy is based largely on the retail trade, construction, manufacturing and agricultural sectors, and the education, health, business, social, and other services that support these industries⁵. Sales and service positions represent the largest proportion of occupations among residents followed by business, finance and administration occupations. In 2006, Cape

⁴ Sydney and Area Chamber of Commerce. <http://www.sydneymarachamber.ca/ourcommunity.php>

⁵ Source: Statistics Canada. 2006 Community Profiles.

Breton Municipality had employment, participation rates significantly lower than the Province, and an unemployment rate much higher compared to Nova Scotia as a whole.

Table 2.8: Selected Labour Force Activity

	Cape Breton Regional Municipality (2006)	Nova Scotia (2006)
Labour Force Activity		
Participation Rate	53.3%	62.9%
Employment Rate	44.8%	57.2%
Unemployment Rate	15.9%	9.1%

Source: Statistics Canada. 2006 Community Profiles.

3.0 LIBRARY SERVICE PROFILE

This section provides an overview of library services provincially and at the James McConnell Memorial Library. The existing library facility is profiled based on information provided by the Library and visual inspections by the consultant.

3.1 Library Users Profile – Provincial Statistics

There are 77 branch public libraries dispersed throughout the Province of Nova Scotia. Whether positioned in a rural or urban setting, public libraries provide communities with a welcoming public gathering centre that offers a wealth of social and educational opportunities, and a variety of lifelong learning services.

The following points reflect public library utilization rates, and library trends in the Province of Nova Scotia as documented by the Library Boards Association of Nova Scotia (LBANS):

- 3,699,579 Nova Scotian's visit a public library per year
- 7,225,857 books and other materials are borrowed each year
- 321,243 Nova Scotian's have a free library membership card
- Nova Scotian's use 505,181 hours of computer time in NS public library
- 196,869 people take part in a library program each year
- 834 Nova Scotian's are employed by public libraries

3.2 Library Profile – James McConnell Memorial Library

The James McConnell Memorial (JMM) Library is one of the thirteen branches that comprise the Cape Breton Regional Library. Located in Sydney, the 22,000 sq. ft. library provides services 5 days a week (Tuesday to Saturday) with a collection size of 86,329. The library provides a variety of public programs and services which include (but are not limited to):

- 2266 Print Periodicals
- 242 Children's Programs
- 218 Adult Programs
- Computer Training Sessions
- 2 Public Washrooms & 1 Staff Washroom
- 6 Public Access Computers

- Gates Computer Lab located in the basement and is a 10 seat plus instructor lab used for public computer training

Table 3.1 presents provides more extensive statistical information about the JMM Library as provided by library staff.

Table 3.1: James McConnell Memorial Library Branch Profile

BRANCH INFORMATION	JAMES MCCONNELL MEMORIAL LIBRARY
1. Estimated Catchment Population	48,000
2. Geographic Area Served	Sydney; Sydney River; Coxheath; Westmount; Mira Road; Membertou Other communities (further distance): Marion Bridge; East Bay Note: some communities have bookmobile visits
3. Total Holding Capacity	Presently over capacity (Have taken over space originally intended for public seating, tables, display areas, to accommodate need for additional shelving. In some cases this has been to make room for new formats being carried by the library, such as audiobooks, graphic novels, and DVD's, or to allow expansion of the special collections.)
4. Collection Size (Volumes)-	McConnell Library: 86,329 Headquarters Storage (Basement): 21,287 Headquarters Office: 2955 (approx.): new items, DVDs/Video not out on loan; professional collection Bookmobile Collection: 9685 (items in collection not carried on vehicle are stored in both Headquarters office and Headquarters Storage (Basement))
5. Reference Materials (Volumes) –	<i>To be provided.</i>
6. Print Periodicals	McConnell Library: 2266 Headquarters Storage: 21,287 Bookmobile: 360 (most carried on Bookmobile)
7. Annual Circulation	McConnell Library: 210,245 Headquarters: 9627 (includes e-book and audiobook circulation)
8. Number of Annual Visits	McConnell Library: 125,542
9. Total Weekly Hours of Operation	McConnell Library: 51.5
10. Holds placed by McConnell Library Users	19,326
11. Reference Questions	28,117 (does not include directional) Information questions not easily answered at smaller branches in region are referred to McConnell Library.

12. Public Access Computers – hours used 2010/11	12,935
13. Wireless Internet Access – Hours used	2,823
14. Membership (Current)	12,471
15. Microfilm	705 reels
16. Vertical File	705 files (includes an extensive file pertaining to local area/history)
17. Children's Programs 2010/11	242 programs offered : 4,323 attended Includes: Babies & Books Toddler Time Pre-school Story time Paws to Read (Therapy Dogs) Puppet shows Reading Together Clubs Saturday Story time Class Visits Teen Programs Other miscellaneous events
18. Adult Programs	218 offered : 3,424 attended Includes: Adult information programs Senior's Cafes Senior's Book Clubs Book Club for Men Miscellaneous programs Program room bookings/use by community groups
19. Gates Computer Lab – Training sessions/use	147 offered : 1453 attended
FACILITY & EQUIPMENT	
20. Branch Size (Gross sq. feet)	Total building is 22,000 The Library leases space in the bottom level for the Regional Library Headquarters (8,061 sq ft, includes 2 vehicle garage)
21. Facility meeting room space Yes/No – If yes provide sq. feet	McConnell Library has one (1) program room, which is available for use by public if not in use for library events. Demand for use of the room is high – organizations wishing to use the room are often turned away as a result. Rental fees not charged (some organizations provide a small donation if able to do so)
22. Barrier free access (yes/no)	McConnell Library has ramp – some users have remarked they find the ramp narrow Some areas of the Library may be difficult to access if using a wheelchair (tables close together, etc.)

Cape Breton Regional Library
James McConnell Memorial Library
Feasibility Study
Final Facility Planning Report - Nov. 2011

	<p>Library Headquarters is not accessible from exterior of building (we use a hand-constructed wood ramp which must be carried out, however, this does not work well) The Headquarters office does have an interior ramp from the lower to upper level of the office. The stairs are immediately adjacent the ramp (6 steps).</p> <p>Building does not have an elevator between levels. This is a concern not only around accessibility - staff members are required to carry bags/boxes of books and other library materials between Regional Library Headquarters and the Public Library. We counted this over a period of several weeks a few months ago – average of 80 large canvas bags of books per week are carried up the stairs; 15 garbage bags/week and 52 armloads of books per week.</p> <p>Parking: only available public parking is metered around exterior. This presents problems for library users attending programs; and if there is an event/hockey game at Centre 200, parking spaces fill-up. As a result, people have trouble finding a parking space, and in some cases, choose not to come in to the Library as they either can't (due to mobility) or are nervous to walk the additional distance (at night).</p>
<p>23. Accessible washroom space (yes/no)</p>	<p>McConnell Library – 2 public washrooms, accessible McConnell Library, 1 staff washroom, not accessible Headquarters Office, 1 staff washroom, not accessible</p>
<p>24. # of public access computer workstations</p>	<p>McConnell Library – 6 (also have 3 computers for library catalogue located in public area) Gates Computer Lab – located in basement, is a 10 seat plus instructor lab which is used for public computer training; and sometimes for staff training. Public organizations are allowed to use this space if available. (Offered at no charge – some organizations if able provide a donation.) No accessible washroom on this level. Some patrons have difficulties with going up/down stairs; motorized wheelchairs cannot get downstairs Headquarters entrance.</p>
<p>25. # of public access computer workstations with internet access</p>	<p style="text-align: center;">McConnell Library – 6 Gates Computer Lab - 10</p>
<p>26. Seating, # of user spaces</p>	<p style="text-align: center;">McConnell Library:</p> <p>Children's Area: 7 tables / 28 chairs/stools 2 reading chairs 2 reading benches 1 rocking chair</p> <p>Adult Area: 8 tables / 28 chairs 2 tables designated for laptop use / 3chairs 8 comfortable reading chairs 1 circular built in seat at rear of library (originally this was the children's area)</p> <p>Nova Scotia Collection: 3 tables / 14 chairs 7 additional chairs (intended for tables)</p>

In 2010, the Cape Breton Regional Library prepared a user survey⁶ which was conducted at 13 branches of the CBRL. Participants included residents of Cape Breton, ages 14 or 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 was visited most frequently by respondents (65%) - the highest of all branches within the CBRL.

Survey responses indicate that the JMM library plays a significant role in the community, providing programs and services that are valued and well-utilized by the public. For many respondents, the library is a local and convenient community center providing free services and resources (computers, reading material, newspapers/magazines, etc.) that they would not otherwise have access to. The computer services, large print collection, and the programs were noted as being some of the most important services provided.

Results from the user survey also indicated several issues and concerns regarding the JMM facility and the services it provides. The following highlights some of the most common issues addressed:

- Lack of air conditioning in the facility;
- Somewhat limited collection, particularly books and DVD's;
- Not enough programming for adults and children

⁶ Cape Breton Regional Library. User Survey Report 2010

4.0 LIBRARY TRENDS AND BEST PRACTICES

4.1. Local Library Trends

The function and roles of public libraries are changing with the growth of the Information Age. Libraries are no longer simply “warehouses” for print material that is borrowed by residents for off-site use. Increasingly, the library is an information and cultural centre supporting a wide range of community activities and objectives. In addition, there has been a marked shift in the ways in which people use libraries, with both in-library use and remote access increasing. The function and design of libraries are changing in response to these changing roles and demographic shifts, emerging technologies and increasing consumer expectations.

In the discussion that follows we have highlighted the most significant trends and best practices affecting public library design. There is of course a substantial body of literature dealing with the future of libraries in North America and we have highlighted those which are most relevant to this Feasibility Study. We have also focused on trends affecting library space requirements and design, although many of these, and particularly the technology trends, obviously have far reaching implications for library services, staff skills and training, marketing and outreach, etc. We have briefly noted the implications of these trends for the James McConnell Memorial Library at the end of this chapter.

4.2. Technology Trends with Facility Implications

With rapid developments in the field of computers and information technology, predicting the future of technology as it affects public library services is particularly challenging. Current trends, however, indicate that access to all forms of information and content will become increasingly associated with smaller, more powerful, and more versatile hand-held wireless devices. Some current and emerging trends and their implications for public libraries follow:

- **In-Library Wireless Usage will Grow** but there will be a continued need for data and electronic wiring throughout the library, as wireless (WiFi) networks are and will continue to be slower than wired networks for at least the short term. Worktables with plug-ins for laptops will be increasingly needed, and group workspace wired for laptops will be in high demand.
- **Digital Download Kiosks** are a relatively new feature in the library, requiring power outlets and a connection to the library's network. These kiosks allow in-library users to download e-books, audiobooks, videos, music and games directly to their MP3 players, handheld devices (smart-phones, iPhones, iPods) or laptops.

- **Increasing Demand for Audio and Video Live-Streaming** which requires reliable high-speed access. Users are increasingly downloading and transferring video and audio content to iPods, Blackberries, Kindle and other e-book readers and devices.
- **Web Content for Hand-Held Devices** will increasingly be demanded. Since more library users are retrieving information through hand-held devices, web content needs to be amenable to these smaller, mobile devices. Examples include the always-on Amazon.com Kindle and the growing number of netbooks.
- **Next Generation e-Book Readers** are emerging. e-Book devices are growing in usage, and evolving into newer devices that operate as multipurpose 2-screen booklets that operate like a mini-laptop (Apple "Tablet", Sony Reader). For example, the Sony Reader Daily Edition adds wireless 3G connectivity, a 7-inch screen and a touchscreen. The company has also created a feature called Library Finder that allows users to search and borrow e-books from their local libraries for free. For the user, these digital activities are not replacements for reading books, newspapers, and magazines, etc., but are increasing the options for expanding communication and sharing content.
- **User Contributions to Content:** Library users are not only browsing, borrowing and downloading, but they are increasingly creating and interacting with content available through the web. User-contributed subject headings and "tagging" on library web pages are increasingly common. A variety of social networking tools are allowing users to comment on and interact with library web content in many other ways.
- **"Cloud" Computing:** The term "cloud" is a metaphor for the Internet, where in-house servers and data services are replaced by remote-hosted interfaces (web-enabled). Google and Amazon are two big, early providers in this remote-access applications sub-industry.
- **Hardware Size Shrinking but Space Needs Growing:** Although computer hardware is becoming more compact (LCD screens smaller than CRT monitors, CPUs shrinking), the total amount of space for a computer workstation is not significantly reduced. Conversely, the library's main computer centre, housing the library's servers, switches, routers, firewalls and related equipment will need to be larger to accommodate the additional servers necessary to support existing and emerging technologies, at least in the short term.
- **Libraries as Centres of Creativity and Engagement:** 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, "brown bag" lectures, political debates and mid-day concerts. Public art installations, temporary exhibits,

and local history or geological displays help libraries establish a setting for social interaction, encouraging people to gather, talk, and learn.

- **Computer Training Space and Equipment:** The library's role as a training centre for hands-on instruction in the use of computers, application software and Internet-based resources will continue to grow. Dedicated spaces will be required for learner's desktop or laptop computers, printer/scanners and a trainer/instructor station with computers, an LCD projector and an on-site screen.

4.3 Emerging Trends in Contemporary Library Design

A review of emerging trends and best practices in library design sheds some light on the libraries of the future. In contrast to the demise of libraries as some had predicted with the growth of the Information Age, libraries are taking on an even more important and expanded role in their communities. The design and function of these facilities are changing in response to demographic shifts, emerging technologies, and increasing consumer expectations. Some of these expanded roles are described below.

Many of the roles and functions for the "library of the future", as outlined in the trends discussed below, are not currently well represented at the James McConnell Memorial Library. Nonetheless these trends are strongly rooted in the needs and interests of the next generation of library users and consequently, to the extent possible, must be reflected in the facilities provided by all progressive library systems. Furthermore, research would suggest that libraries that can not to some degree respond to these facility requirements will be increasingly at odds with the needs and interests of their patrons, and consequently, might expect lower levels of library use and support from the community.

4.3.1 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. Whether patrons come to participate in a book club, surf the "Net", join a parent and tot program or just curl up in a cozy chair sipping a coffee and browsing the latest periodicals, libraries are becoming community gathering places.

"To succeed today, libraries must master many different roles... Their new, multi-faceted missions must be supported with great design, strong amenities, and popular programs."

Project for Public Spaces, How to Make your Library Great, Apr. 2007.

Design Considerations

- ◆ Large reception area with community information area and comfortable places for sitting;
- ◆ Adequate spaces well designed for working and reading;
- ◆ Designated and appropriately designed and furnished areas for children, youth and adults;
- ◆ Attractive furnishings and interior design and décor, consideration to window placement and an abundance of natural light;
- ◆ Multi-purpose programming rooms;
- ◆ Separate coffee kiosk, gas fireplaces, lounge areas;
- ◆ Comfortable quiet reading areas separated from program areas;
- ◆ Modern accessible washrooms;
- ◆ Open concept and flexible, fully accessible, self-guiding layout.

4.3.2 Libraries as High Profile, Civic Institutions

Canadians have a high awareness of libraries, and libraries are important to the fabric of Canadian cultural and economic life. Contemporary libraries are attractive, functional, flexible, barrier-free, high profile public spaces. They increasingly incorporate heritage, art and cultural displays and presentation spaces to promote learning, debate and the exchange of ideas in the community. Libraries and other cultural institutions provide “cultural capital” to their communities. As knowledge institutions, they contribute vitality to community life through their civic, creative, economic, architectural and cultural presence. The outside environment is as important as the internal environment in the overall contribution. Ample parking, accessible pathways, reading gardens and attractive landscaping are considerations that add to an enjoyable, rewarding destination.

“The best libraries anchor communities. Because they are highly visible centres of civic life, these libraries instill public confidence in their neighbourhoods and catalyze further investment.”
Project for Public Spaces, How to Make your Library Great, Apr. 2007.

Design Considerations

- ◆ Modern building with high quality design;
- ◆ Community garden, reading garden, sculpture garden and other landscaping to create a relationship to the outdoors and functional outdoor areas;
- ◆ Strong street orientation and visibility;
- ◆ Use of glass to promote transparency and invite people into the building;
- ◆ Designated drop-off and waiting area;
- ◆ Adequate on-site parking, where possible, and links to transit and active transportation networks.

4.3.3 Libraries as Multi-Service Providers

Lifelong learning, adult literacy, and reading readiness are examples of some of the traditional contributions libraries make to their communities. Libraries today provide an expanded range of benefits and services. They are emerging as forums for community learning and expression, serving as technological, employment, business development, cultural, art and heritage centres for their communities.

"Because libraries are centrally located within neighbourhoods, they are ideal places to offer numerous community services – from child care to job placement to income tax advice to university extension courses."

Project for Public Spaces, How to Make your Library Great, Apr. 2007.

Entrepreneurs and small businesses, which increasingly form the foundation of the Canadian economy, are depending on today's libraries as they plan their products and services, investigate financial resources, and ultimately expand employment opportunities and prosperity in their communities. Parents, teachers and homeschoolers are using the library's programs and resources to improve literacy, computer-literacy, and as a complement to more traditional forms of education. Increasingly, libraries are providing employment services through linked databases with other government agencies. Research has always been a cornerstone of library service, and today's libraries provide an expanded research function with links to educational, institutional, and business databases in Canada and around the world.

Design Considerations

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

4.3.4 Libraries Fostering Two-Way Communication

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, "brown bag" lectures, political debates and mid-day concerts. Public art installations, temporary exhibits, and local history or geological displays help libraries establish a setting for social interaction, encouraging people to gather, talk, and learn.

Design Considerations

- ◆ Social spaces, presentation spaces and exhibit spaces integrated into lobby areas;
- ◆ Integration of indoor and outdoor spaces;

- ◆ Adequate space for bulletin boards, racks and panels for pamphlets and brochures, as well as staff knowledge and awareness of community events, organizations and services;
- ◆ Prominent displays of local history, culture, natural history, geological features, etc.

4.3.5 Libraries as Centres for Technology and Innovation

The advent of the "Virtual Library" and technology in general has changed the way in which core library services are being delivered and will continue to have a major impact on future services. Libraries are offering more services online (and doing so at an accelerating rate), Virtual/digital reference services, electronic databases, and e-books are now customary features of contemporary libraries in urban centres. According to a recent survey by Market Probe Canada, the Internet itself, rather than reducing library users, has become a catalyst for positive change, resulting in substantially higher use of the public library in order to access the Internet⁷.

"Rather than threatening the traditional concept of the library, the integration of new information technology has actually become the catalyst that transforms the library into a more vital and critical intellectual center."

Freeman, G.T., AIA, 2005. *The Library as Place: Changes in Learning Patterns, Collections, Technology, and Use.*

This result was substantiated by a study by American Library Association⁸, which found that more than 73% of libraries surveyed say they are the only source of free public access to the Internet in their communities, and library use is increasing at an annual growth rate of more than 4.6% as a result. Libraries are also using technology to improve customer service.

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

"But are libraries still relevant in the age of the Internet? ...Libraries are thriving because of the Internet!"
McGuiggan, 2007, Urban Development Authority of Pittsburg.

⁷ Market Probe Canada. January 2006. Ontario Public Libraries Market Survey. Prepared for the Federation of Ontario Public Libraries.

⁸ American Library Association and Florida State University, October 2007. Libraries Connect Communities: Public Library Funding & Technology Access Study 2006-2007.

information and content will become increasingly associated with smaller, more powerful, and more versatile hand-held wireless devices. This will continue to impact on the way public libraries deliver their services.

Modern libraries are built with a focus on energy efficiency and sustainability. This may mean the layout and design of the library are compatible with the ecology of the building site; locally available building materials or recycled/historic materials are used; passive solar features are incorporated in the design; energy efficient interior fixtures and equipment are installed; "green" building systems are employed for heating, waste water treatment and energy generation. Many recent developments across North America are achieving the LEED (Leadership in Energy and Environmental Design) certification.

Design Considerations

- ◆ Adequate space and well-designed areas for individual study and group work;
- ◆ Daylighting⁹, appropriate task lighting and modern, functional furniture;
- ◆ Design and equipment fully compatible with current and emerging technologies;
- ◆ Adequate, well placed power outlets; plug-ins for laptops or wireless technology;
- ◆ Separate, designated Internet workstations and training areas;
- ◆ Incorporation of emerging technologies, wireless networks, downloadable audio books, etc.;
- ◆ Digital download kiosks, with a power supply and connection for a hand-held device to link with the library network;
- ◆ Terminals and hook-ups for access to high speed networks for downloading audio and video content;
- ◆ Reduced space needs for print reference materials and some non-fiction items;
- ◆ Increased space needs for DVDs and audiobooks; and
- ◆ Energy efficiency built into design and operations.

4.3.6 Libraries Part of an Active Streetscape

As libraries are increasingly connected to sidewalk networks, transit routes, bikeways and pathways, they are generating a critical mass of pedestrians that provide an economic boost to local retailers. They are also ideal locations to support street-side or parking lot markets and fairs, bringing even more people into a neighbourhood and helping to create an active streetscape. If located in a retail setting, modern libraries provide other benefits; they can improve the retail establishment's position as a "one-stop shopping" destination,

"... along the street is where this illustrious institution truly connects with the city around it. A series of well-linked spaces – steps, plazas, little nooks and pathways – provide innumerable places for sitting, meeting, eating and chatting"
New York City Library,
described in a Presentation at the 2005 OLA Superconference.

⁹ Controlled admission of natural light through windows to reduce or eliminate electric lighting.

attract customers who may be outside the "typical" profile of shoppers, and increase spending during non-peak periods of retail operations' daily and yearly cycles.

Design Consideration

- ◆ Strong street orientation and visibility;
- ◆ Accessible by a variety of transportation modes, and easy access for pedestrians and cyclists;
- ◆ Reading gardens, special event areas, children's play areas, and a variety of seating adjacent to the library;
- ◆ A commons or public square outside the library.

4.3.7 Libraries with a Customer-First Focus

Today's libraries are adopting a customer-first focus. For many, this has resulted in: improved hours of operation; self-checkout technology; on-line booking systems to pay fines, register for programs and computers, renew and reserve items; quiet spaces for study and work; comfortable spaces for socializing; light food and beverage services; expanded programming and dedicated resources for target groups (children, teens, seniors, cultural groups, etc.); helpful, available staff who "walk the floor"; as well as information-rich technology and training opportunities. Not only do these improvements better serve library patrons, they also result in an operationally efficient library and a functional work environment for staff.

"If a library decides to offer Wi Fi service, for instance, they will optimize public use if they also give web surfers comfortable places to sit both inside the building and outside under shady trees."

Project for Public Spaces, How to Make your Library Great, Apr. 2007.

Public library staff roles are evolving with the changing role of the public library. Five years ago, staff that 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 out of clay puppets. Staff interactions with users are happening in the virtual library as well. Today's library staff are creating conversational loops with users on Facebook, Twitter and other social networking sites, to discuss important ideas of the day, current news topics, library innovations, new library content, etc. As an example of modern library staff roles, a staff member might set up a Twitter feed or text-messaging services for "best reads", monitor online conversations via social networking sites, and use this information for book club discussions or other programming at the physical library. As technology changes the way users interact with the library, it is also changing the way staff interact with users.

Design Considerations

- ◆ Self-guiding layout, visible signage and self-serve features;
- ◆ Popular materials display shelves;
- ◆ Operationally efficient, design with user space situated to maximize casual surveillance by staff; good sight lines and visibility throughout the library;
- ◆ Appropriate staff/volunteer workspace, office space and a visible staff and volunteer presence throughout the library;
- ◆ Wide aisles and shelving designed for customer convenience;
- ◆ Self-serve features including self-sort book drops, self-checkout, and on-line public access computer terminals throughout the library.

4.4 Implications for the James McConnell Memorial Library

The James McConnell Memorial Library meets very few of these design criteria. 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.

The trends and best practices outlined 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.

5.0 CONSULTATION

5.1. Introduction

Community stakeholders participated in the study process through a general public meeting (attended by about 70 residents); focus group discussions with seniors; youth; library staff and representatives of community service agencies; and personal interviews with municipal and library staff; elected representatives and community representatives.

There was a very strong consensus amongst all of those participating in this process on the strengths and weaknesses of the current library, opportunities to provide enhanced library services with improved facilities, and issues that needed to be addressed in the study. It should be noted that this study is primarily focused on library facilities. Consequently, stakeholders were generally not asked to comment on library services or particular features of the library, such as the collection, the quality of the programming, marketing, etc. except in so far as they were directly affected by the facility. The major themes that emerged from these consultations are summarized in this section of the report under four headings:

- Strengths – positive attributes of the current library
- Weaknesses – deficiencies of the current library; features that must be improved
- Opportunities – enhanced services and new partnerships that might be pursued with a new library
- Issues – questions that require further investigation

5.2. Strengths

Library Staff: The staff is highly professional with a strong dedication to customer service. Despite the very poor working conditions endured by staff in the current library (discussed below), they provide excellent service and have a close relationship with the current users.

Downtown Location: There was strong support for maintaining a downtown location for the library. It was considered a central and accessible location and an important part of the social and economic fabric of the downtown. The location was seen as key to supporting a viable urban core for the region, building a stronger downtown, and supporting economic development (e.g. serving tourists). The only drawback of a downtown location was parking (both supply and cost).

Programming: Despite poor and over-used facilities, a wide variety of programs for both adults and children are offered. These are well attended and appreciated by the community.

The Library Atmosphere: Despite the space limitations and lack of amenities for users, the library was seen as a warm, welcoming and comfortable atmosphere. Some participants supported the traditional design and finishes and were opposed to a more modern look to the future library.

5.3. Weaknesses

Program Areas: Staff and members of the public indicated that the number and quality of spaces available for programming is inadequate. The existing program room is very heavily used and requests for booking often cannot be accommodated. Additional space, and more flexible space, was requested. In addition, the space should be properly equipped and designed to support a range of program functions – e.g. adequate storage; a sink and counter space to facilitate serving refreshments; equipped with audio visual and presentation equipment; appropriate finishes on floors and walls to accommodate programming. Programming might also be expanded in conjunction with other agencies with improved facilities (e.g. a community kitchen/teaching space). It was noted that the Library should attempt to access space provided by other agencies as an alternative to turning away possible participants from over-enrolled programs.

Quiet Work and Reading Space: The library is often crowded and quiet areas for individuals to read or work are in short supply. Comfortable seating; individual study carrels; segregated spaces away from noisy or more active areas of the library are required.

Computer Terminals: There are not enough computer terminals for public use and they are poorly located offering no privacy or a quiet and separate working space for computer users. The lack of privacy is particularly intimidating for those with poor skills or requiring training.

Group Working Space: Areas where a number of people can collaborate on a project or where a parent or tutor could work with a student without disturbing other patrons are not available at the library. Quiet, group work rooms were suggested.

Social Space: If the library is to serve as a meeting and gathering place and provide opportunities for social interaction, places must be designed and equipped for this purpose. Comfortable seating; natural light; indoor planting; and a fireplace were features identified by stakeholders and customary social amenities in other libraries they had visited. Many stakeholders supported a small café or food service area in the library. This was generally seen as an area that was available to library users while in the building, but with some controls so that food and beverages would not damage library materials or create additional work for library staff.

Relationship to the Outdoors: There is no strong relationship of interior library space to exterior community space. Entranceways are uninspired and the library has limited street presence or visibility. The open space area (where the original entrance to the library was located), is not used. The possibility of providing a reading garden was mentioned.

Accessibility: The absence of an elevator restricts access to the computer training lab in the basement. Despite efforts to provide ramps where possible, the library was not as accessible as it should be for individuals with restricted or limited mobility.

Presentation and Display Space: There are relatively few opportunities for presentation and display in the library. The front entrance/circulation desk area is very small. It is not a welcoming entrance to the library and cannot accommodate displays of library material or information about events in the library (or the community). There is no dedicated presentation space – an area that might be used for rotating displays of art work or community information on a major development or community project.

User Services/Comfort of Users. There are very few amenities that add to the comfort and convenience of patrons when in the library. Comfortable seating is limited; there is no food service or coffee bar; and there are too few washrooms. Opportunities to enhance the users experience when in the library were strongly supported. A café was one of the features most often mentioned. The absence of air conditioning was a re-occurring theme. The absence of a family washroom was also noted.

It was also noted that the Library does not reflect the aboriginal culture in a manner that would be welcoming to these users.

Services for Teens/Youth: The youth participating in the study process argued that the library served adults and children well; but youth were often overlooked. They requested more programming of interest to their age group; a better collection (or in some cases, materials not currently available in the library) for youth, including graphic novels; music; and video games. A separate youth area, sufficiently removed from the children's area, with comfortable furniture, etc. was strongly supported. While the youth appreciated the games night, they felt additional programming was possible for their age group (book club; movies that are unavailable commercially, general interest programming in the arts or writing, etc. were mentioned).

Marketing and Promotion: While not directly connected to facility requirements and constraints, there was a strong sense that the community did not know what the library had to offer and improved marketing and promotion was an important component of a future development strategy. This view was expressed by most stakeholders, but the youth were particularly critical. They suggested that teens, even those that were taken to the library by their parents as children, simply don't think about the library once they enter high school. The high school library and the Internet largely meet their needs and the public library is not a "top of mind" resource for either their education or leisure interests. They also noted that e mail and social media (Facebook) are the best ways to communicate with youth and the Library needs to make better use of these marketing and communication resources.

Working Environment and Support for Staff: There were frequent references to the inappropriate working conditions for staff. Limited space, no air conditioning, poor air circulation, the absence of an elevator, poor staff rooms and washrooms, inadequate work rooms, and the

unavailability of meeting rooms or private offices for staff were frequently noted. The absence of an appropriate, separate and secure space for the library server, IT functions, computer repair and support was identified as a limitation.

Existing staff are working in sub-standard office space and there is no room to accommodate additional temporary staff, such as those that might be secured through a funding program.

Storage Space: Limited storage space was an issue. There is very little space associated with existing program rooms. The library also maintains a large storage area for materials that are used throughout the system and by the bookmobile. This area is also used to store seasonal materials and program supplies. While the area is currently over-used, there were differing perspectives on the future need for storage space, with some staff indicating some of what is in storage is not required.

Building Services: Services for both staff and users are often outdated and don't support current requirements (e.g. limited electrical outlets; poor light; inadequate sound separation and suppression; etc.)

Parking: The unavailability, cost or inconvenience of parking was a constant theme in these discussions, however, the majority would not sacrifice a downtown location for an ample supply of free parking.

5.4. Opportunities

A Major Civic Structure/ A Signature Building. There was significant support for a Library that would be a symbol and source of pride for the community. The Library represents the community, its culture and accomplishments and excellent design, quality construction and visibility were attributes often assigned to a new library. Sustainable and green building approaches were often supported.

An Anchor for Downtown Development: A new library could be a catalyst for additional development and consolidating the downtown's position as the urban core of CBRM. Increasingly Sydney's downtown is assuming the role of the social, cultural and economic centre of the region and a new Central Library in the downtown would be a major asset.

Complementary Facilities: The possibility of combining a new library with other complementary facilities was strongly supported. An art gallery, theatre or other cultural facility were frequently identified as projects that were of interest to the community, not currently available in the downtown, and natural partners for the library.

Creative Space: When introduced to the possibility of establishing areas in the library that would allow users to create music, videos or documentaries or allow groups to work collaboratively on a project using technology and accessing library resources – these opportunities were strongly supported by all participants. The youth were particularly keen on the idea of creating music at the library.

A New and Expanded Role for the Library: A new library could play a much more significant role in the success and development of the community. In addition to being an anchor in the downtown and potentially fostering the development of complementary facilities, the library should be a resource to the unemployed; a partner with social and community agencies; an attraction for tourists, and an incentive for retaining existing residents and attracting new residents and investment to Sydney.

New or Expanded Partnerships: The Library could provide facilities and also participate in programming with CBRM agencies that are looking for a stronger presence in the downtown. The University of Cape Breton was often identified as a possible partner that would benefit from a stronger presence in the downtown.

5.5 Issues

Renovation and Expansion versus New Construction: The feasibility and cost-effectiveness of renovating and expanding the existing library was frequently questioned. Many felt it would not be possible to realize all of the design and service objectives of a contemporary library because the existing structure was a constraint. The size of the site was also seen as a significant limitation. A number of stakeholders questioned whether a renovation would ultimately be less costly than new construction.

6.0 LIBRARY SPACE REQUIREMENTS AND A PRELIMINARY FUNCTIONAL SPACE PROGRAM

6.1 Space Planning Guidelines

The library space planning guideline of 0.6 gross square feet (GSF) per capita has for a number of years been widely applied in a number of jurisdictions to estimate library space needs¹⁰. Many jurisdictions adopted these guidelines in the 1980s or 90s. While, to the best of our knowledge, they are still in place, they do not appear to have been the subject of a detailed review and confirmation. An exception is the work undertaken in 2005 by the Administrators of Rural and Urban Public Libraries of Ontario (ARUPLO). The ARUPLO guideline was reviewed in 2005 and the 0.6 GSF per capita guideline for urban centres of 35,000 population or greater was retained. However, the report notes with respect to facilities "the trend in library branch distribution models across North America is to larger, full-service libraries. The average size of an urban branch library is increasing"¹¹.

In recent years the relevance of the 0.6 GSF/capita guideline has been questioned due to the increasing reliance on electronic information and the changing role of the library in the community. This is a relatively new topic and there has been little discussion of the impact of library trends on space requirements or planning standards in the literature. However, as discussed in Chapter 4.0, trends and best practices point to the development of larger, consolidated service points that suggest the guideline should be viewed as a minimum. Space requirements for computer workstation and the need for social gathering space, program areas for adults, teens and children, computer training labs, and amenities such as light beverage and food service areas, comfortable chairs, etc., all suggest larger libraries¹². Consequently, 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. To date, the result appears to be a continued adherence to the traditional provision standard of 0.6GSF/capita.

There is little direction in the professional literature on what we might expect in the next 10-15 years. A recent publication from the Southern Ontario Library Service¹³ (SOLS) specifically addresses the issue of space requirements and would seem to suggest that much higher levels of provision are required in the future. The document provides detailed advice for library staff considering new building projects and direction on estimating future space requirements using both a standards approach and a components approach. The limitations of estimating space requirements using standards are acknowledged. Standards

¹⁰ 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.

¹¹ Administrators of Rural and Urban Public Libraries of Ontario (ARUPLO). *Guidelines for Rural/Urban Public Library Systems* (2005). P. 7

¹² Boone, Morell. 2002. *Library Design – the architect's view*. A discussion with Tom Findley. *Library Hi-Tech* 20(3), pp. 388-292.

¹³ "Making the Case for Your Library Building Project". *Library Development Guide* #5. March 2010.

are however proposed 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 35-75,000 population at the most basic level of service, standards of provision in the order of 0.8 to 1.3GSF/capita are identified. These would be very generous standards of provision and very few libraries in Canada would provide library space at this level. The authors of the SOLS document offer virtually no discussion in support of the identified standards of provision but notwithstanding the fact that few if any libraries would achieve these levels, they do point to a future direction consistent with trends.

We believe that an argument can be made for larger libraries in the future. 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 increasingly reflected in the literature, 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 comes 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 of the community to informally assemble and interact; presentation space, reading gardens; etc.

Some of the newest and best contemporary public libraries are incorporating these functions and roles in their design (plans for the new central library in Halifax is an excellent example). If this concept of the public library is embraced by the community and reflected in future design, standards of provision approaching those recommended in the SOLS document may be warranted.

On balance these considerations suggest that if new roles are adopted for public libraries additional space will be required even as less space is committed to traditional print collections. This is a reasonable argument and would indicate that the 0.6GSF/capita guideline should be viewed as a minimum requirement. For the purposes of this exercise, we will identify space requirements based on this guideline; however, given the trends discussed here, it would be prudent to incorporate opportunities for expansion in the design of any new library.

6.2 Future Space Requirements

The size of the James McConnell Public Library is approximately 20,520 net sq ft, which includes the administrative offices for regional library headquarters, storage for all libraries in the system, and space committed to the bookmobile. Excluding the administrative offices, the bookmobile garage and one half of

the storage (on the assumption that some of this space serves the JMM branch), the size of the library is about 15,745 sq. ft. This figure best approximates net square feet and planning guidelines are generally expressed as gross square feet. We have added a factor of 20%¹⁴ to allow for this difference yielding a total library size of 18,895 gross sq. ft. (GSF). Based on application of library planning guideline of 0.6 GSF/capita, the current service area population¹⁵ equates to a need for 28,800 sq. ft. of library space which would decline marginally based on a projected drop in service area population to 2021. The total amount of library space available is therefore deficient by between about 8-10,000 GSF. (See Figure 6.1)

Figure 6.1: Preliminary Library Space Requirements

Year	Current and Projected Service Area Population*	Library Space Requirement @ 0.6 GSF/capita	Deficit or Surplus Assuming No Change in Available Space
2011	48,000	28,800	(9,905)
2021	45,000	27,000	(8,105)

Another consideration is the functionality of the overall space at the James McConnell Memorial Library. The library has developed in phases and while the public use area is on a single floor (with the exception of the computer training lab) it is not the most efficient configuration of space. Consequently, the area available in the existing library, relative to the planning guideline, is likely over-stated.

The service area population projections are the best available at this time. However, the CBRM's economy has been in transition and the future population is difficult to project. Based on the service area population assumptions and the application of 0.6 GSF per capita as a minimum planning guideline, the James McConnell Memorial Library should provide about 28,000 GSF of space. This is in addition to the areas required for the administrative offices and other system wide library functions.

We have adopted this as a working assumption for the purposes of preparing the preliminary space program in section 6.4 of the report. It will be refined during the conceptual design process.

¹⁴ Net building space generally accounts for the interior dimensions and may not include all areas within the building, for example in some calculations stairwells and some utility and maintenance areas may be excluded from the net calculation. The gross area generally includes all interior spaces as well as an allowance for area occupied by interior walls and partitions and exterior walls. Factors as low as 15% and as high as 40% are used to translate net to gross sq. ft. We have used 20% because a number of the areas that might be included in the gross up factor (such as stairwells) are included in our calculation of net space.

¹⁵ Based on a current service area population of 48,000 and an anticipated 6% decline between 2006-21, as noted for the Greater Sydney area in Table 2.1. .

6.3 Facility and Service Guidelines

In addition to a projection of total library space requirements, it is possible to compare the space allocated to various functional areas within the library and overall library service indicators to guidelines.

Provincial and State Library Associations provide guidelines for key indicators of library service delivery, but there is no accepted model showing preferred levels of service for different types of libraries. Because of variations in demand and other community specific considerations, many municipalities adopt their own model for library service delivery, while others operate without the overall framework for service delivery that a model may provide.

Figure 6.2 below shows generic service indicators for District libraries serving populations in the 25-50,000 population range based on guidelines compiled from various Provincial and State libraries across North America. We have compared these to the James McConnell Memorial Library.

Figure 6.2: Generic Service Indicators Compared to James McConnell Memorial Library

Key Characteristics	District Library	James McConnell Memorial Library
Population Served	25-50,000	48,000
Size (gross sq. ft.)	15-30,000	18,895
Operating Hours (per week)	60	51.5
Collection (items)	75-150,000	86,330
Circulation (annual)	150-300,000	210,245
Program/Meeting Space (sq. ft.)	750-1,000	795 ¹⁶
Internet Workstations	25-30	6
Reading Areas/ Workstations	75-100	90-100

Given the discussion in the previous section of the report that suggests the James McConnell Memorial Library is deficient in space, we should expect the Library to under-perform on many of the service indicators. This is largely the case – the Library is at the lower end of the range in terms of size, designated program/meeting space, collection and circulation despite being near the upper limit of population served for a district library. The number of Internet workstations is far below the suggested guideline, however, total working and seating space in the library appears appropriate.

¹⁶ Excludes computer training lab in the basement which is 555 sq. ft.

6.4 Functional Space Program

6.4.1 Space Program

Figure 6.3 provides a preliminary functional space program for the James McConnell Memorial Library based on an assumed total area of about 22,000 net sq ft or roughly 28,000 GSF (assuming roughly a 25% gross up factor). This is a preliminary projection that is unconstrained by the realities of the existing building and site. Consequently, it should be viewed as a target for refinement during the next stages of the study that will deal with building design, renovation and expansion options. The 22,000 net sq. ft. does not include the areas of the library that are committed to system wide functions. These areas are discussed in Section 6.4.2 of the report.

The proposed preliminary space program significantly increases virtually all functional areas of the library and provides sufficient space to address the trends and best practices discussed in Chapter 4 of the report and to reflect perspectives of community stakeholders on the type of library they would like to see in the greater Sydney area, as noted in Chapter 5 of the report.

The proposed preliminary space program:

- Significantly increases the areas available for collection but also for working and reading in the library. There is adequate room for a considerable expansion in public computer terminals. The additional space along with quality interior design and furnishings will allow the library to fulfill its function as a "community centre" and a focal point for residents and tourists in the downtown
- More than doubles the program, meeting and training space consistent with the JMM Library's current active involvement in community programming and with the trends that indicate this will be a much more significant role for the library of the future.
- Maintains specialized spaces – including the local history and government documents area. This space is only marginally increased in size. However, we anticipate some of the area committed to government documents could be reduced if fewer were in open circulation and with the additional working areas in the overall library, additional space will be available within the proposed allocation for the special collection items.
- Creates specialized study space – including private, group study rooms, additional meeting rooms, and the capacity to accommodate specialized uses like a media lab.
- Creates a much more comfortable and functional library for users with additional washroom space; sufficient social space to accommodate comfortable seating areas and food service; and an expanded lobby/circulation/display area.
- Creates a separate, designated space for teens
- Vastly improves the staff working and support areas.

It is important to note that the space program in Figure 6.3 is for a generic library. While it establishes general targets for the relative allocation of space, these will be refined to reflect the specific opportunities and constraints imposed by the James McConnell Memorial Library. The allocation of space in Figure 6.3 is a general estimate that includes circulation space, stair wells and other ancillary areas. This is reflected in the relatively low (25%) factor used to translate net to gross square feet.

Figure 6.3 – Functional Space Program – JMM Library

Components	Net Area sq. ft.	Comments
JMM Library Administration Area		
Office Space	500	Office for JMM Library staff only. This would allow the branch manager and a number of additional branch staff to have private offices. However, this is likely a generous estimate. Most branch staff has public service duties and private office space is often not provided for staff other than the branch manager. Dedicated office space for the branch staff is not currently available.
Work Room/Technical Services, Shipping/Receiving/Delivery/Mail	400	Considerably more space would be provided in most libraries but the assumption is that this space, assigned for the JMM Library, but would be complemented by space in the regional headquarters. Comparable space in the existing library (excluding the system wide space) is about 400 sq. ft.
Staff Lounge/Kitchen/Washroom	none	It is assumed that JMM Library staff will share these spaces with regional staff. Comparable space in existing library is about 260 sq. ft.
Total Administration Areas	900	
Library Service Areas		
Lobby/Circulation Services	1,000	Display and presentation space, readers' advisory station, circulation desk, book drop. Comparable space in existing library is about 865 sq. ft.
Adult Services/Study and Social Space/Computer Work Stations	8,900	Collection space, study and reading space, public access computers, staff workstations. There is adequate space to enhance social areas and incorporate a small coffee area, etc. Comparable space in existing library is about 4,390 sq. ft.
Teen Services/Teen Lounge	700	Collection space, computer workstations, study/reading/social space. Currently included in the

Components	Net Area sq. ft.	Comments
		children's section. No designated space.
Children Services	4,350	Collection space, activity/ programming space, computers, staff workstation. Comparable space in existing library is about 2,985 sq. ft.
Special Collections – Local History and Government Documents	1,200	Comparable space in existing library is about 1,188 sq. ft. (includes the circulation and quiet study area associated with this space).
Meeting Room, Training Lab and Program Space	2,400	Comparable space in existing library is about 1,350 sq. ft. (includes the computer lab in the basement). Multi-purpose, flexible space would be provided.
Various Storage Spaces	500	Tables/chairs/materials related to the program areas in the library. Comparable space in existing library is about 200 sq. ft.
Public Washrooms	650	Male, female and family washroom. Comparable space in existing library is about 110 sq. ft.
Mechanical, Electrical, Maintenance, Elevator, Other Service Areas and Stairwells	1,400	Comparable space in existing library is about 1,000 sq. ft. There is no elevator in the existing library but this will be a required feature in the expansion.
Total Library Service Areas	21,100	
TOTAL Library – Net Sq. Ft.	22,000	Equates to roughly 28,000 GSF.

6.4.2 System Wide Library Space

In addition to the space identified in Figure 6.3, space will need to be allocated at the James McConnell Memorial Library for administrative and system wide functions. Currently there are three areas which fall into this category:

The Administrative Offices of the Cape Breton Regional Library. These are currently housed in the Library and occupy approximately 2500 sq ft. The area is much too small to accommodate existing staff; IT and server rooms; and other office areas (staff room, washrooms, reception, training/meeting rooms etc.). An area of approximately 4-5,000 sq ft would likely be required.

The Garage and Storage Area. This area supports the delivery vehicles for ILL functions of the library. It is an area of roughly 800 sq ft and will continue to be required.

Book and Materials Storage. A book storage area of about 3200 sq. ft. is located in the enclosed basement of part of the Library. The area is used for book storage and also to store program materials, seasonal collections, and other items such as books for sale. (Some of this material is stored at this location because there is no room at the other branches). While many of the books circulate they are infrequently requested and/or can not be accommodated due to limited space in the public portions of the libraries. This area serves the entire CBRL system. We understand the environmental conditions in this area are appropriate for the storage of the books.

This area is also used for the computer lab – however, it is an inappropriate location. The training room has no windows and is a poor environment for this purpose. This space should be relocated to a proper training lab elsewhere in the library.

The current area committed to book and materials storage is very crowded, however, there was some suggestion that more materials were stored than was required. Furthermore, the increased areas committed to collection in the proposed space program would allow some of the more popular materials to be put back into general circulation. There is very little reason to assume that additional space would be required for library storage. We expect this area is larger than necessary and less space should be committed to storage in the redeveloped library.

The building service areas (furnace room etc.) are also located in this basement and might be expanded as required in this area. Potentially a secure room for the server and an area for computer repair etc. might be located here. There are however, few public purposes that could be accommodated in this space. We anticipate, therefore, that the existing space will be more than adequate for storage and building services in an expanded and renovated Library.

6.4.3 Other Considerations Affecting Current and Future Library Space Requirements

As noted, this study investigated the potential to expand and renovate the existing JMM Library. The scope of the investigation did not include an assessment of the relative merits of building new versus renovation. While the architectural assessment may well indicate that the proposed space program can be accommodated with the renovation and expansion of the existing library, there will be constraints imposed by the current site and building. If it is necessary to make some compromises in a renovation, these should be evaluated relative to new construction to ensure this is the best course of action both functionally and financially. It should also be noted that a renovation will almost certainly not provide the same capacity for future flexibility as new construction. This is an important consideration in library planning because it is very difficult to predict the future. Ideally, any library constructed in 2012 will be easily and inexpensively adaptable to new uses and users of future libraries. This will be much easier to address in a new than a renovated building.

Another consideration is the cost associated with a temporary re-location of library services. It will not be possible to continue to operate from the existing library during renovations. A temporary location, probably with reduced service, will be required for a period of 18-24 months. This can be an expensive under-taking, particularly if temporary premises must be leased and/or upgraded for library use. In addition to the considerable costs associated with moving the collection, it will likely be necessary to add electrical and IT services to accommodate library functions. Every case will be different, but costs incurred by other libraries with which we are familiar for a temporary location have been in the order of \$3-500,000.

Finally, this study only examined the JMM Library. This is the largest and most full service facility in the CBRL system and could be viewed as the system's central library. Consequently, we should expect that changes at the JMM Library to have implications for other branches. 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. In other library systems, a decision has been made to consolidate resources in the central library and to downsize or decommission other branches. In the absence of a Master Plan for all facilities, it is not possible to consider how changes elsewhere in the system might affect the JMM Library (or how the proposed changes to the JMM Library will affect other branches). The Library Board may wish to prepare a Facilities Master Plan to address these issues.



**CAPE BRETON REGIONAL
MUNICIPALITY**

Feasibility Study

**Cape Breton Regional Library
and
James McConnell Memorial
Library**

Sydney, Nova Scotia



**Architectural and Facility
Planning Report**

Submitted by:
Trifos Design Consultants
P.O. Box 1073
Sydney, Nova Scotia
B1P 6J7

January 31, 2012

TDC Project No. 11-040



Architecture & Interiors

Cape Breton Regional Municipality
 Feasibility Study
 Cape Breton Regional Library
 and
James McConnell Memorial Library
 Sydney, Nova Scotia
Architectural and Facility Planning Report

Table of Contents

	<u>Page No.</u>
I. INTRODUCTION	1
II. GENERAL DESCRIPTION.....	2
III. ARCHITECTURAL COMMENTARY.....	4
IV. MECHANICAL SYSTEM REVIEW	6
V. ELECTRICAL SYSTEM REVIEW	9
VI. INTERIM UPGRADE RECOMMENDATIONS.....	12
VII. CONCLUSION	14

APPENDICES:

APPENDIX A - OPINION OF PROBABLE PROJECT COST

**APPENDIX B - JAMES McCONNELL MEMORIAL LIBRARY
 FEASIBILITY STUDY DRAWINGS:**

- 1 - CONCEPT DEMOLITION PLAN - MAIN LEVEL
- 2 - CONCEPT DEMOLITION PLAN - LOWER LEVEL
- 3 - CONCEPT FLOOR PLAN - MAIN LEVEL
- 4 - CONCEPT FLOOR PLAN - LOWER LEVEL
- 5 - FALMOUTH/CHARLOTTE - STREET VIEW
- 6 - CHARLOTTE STREET - SOUTH VIEW
- 7 - FALMOUTH - AERIAL
- 8 - GLASS WALL AT COURTYARD
- 9 - BENTINCK STREET - EAST VIEW
- 10 - VIEW FROM INTERIOR

APPENDIX C - FEASIBILITY STUDY - FACILITY PLANNING REPORT
 dmA Planning & Management Services Inc.



I. INTRODUCTION

Trifos Design Consultants, in conjunction with dma Planning and Management Services, has been commissioned to prepare a feasibility study outlining the future needs and challenges of the James McConnell Memorial Library.

The Architectural Team visited the James McConnell Memorial Library on September 9, 2011, and was taken on a two-hour tour of the facility. Mechanical and Electrical Engineers visited the facility on September 21, 2011. All observations noted herein are surmised from surficial observations and review of archival architectural documentation.

No intrusive demolition inspections were conducted, nor were any systems or assemblies uncovered, probed, or tested.

The half-acre-plus building site is 118.5 feet wide by 205 feet deep and located in the heart of downtown Sydney on a full-depth, city block promontory with partial views to the harbour. The site is steeply sloped and the building is accessed from all four sides with entries and service exits. The steep slope has posed planning challenges in the past, as evidenced by the multiple levels of the 1986 addition.

On the upper half of the site, fronting on Bentinck Street, is situated the original 1959 library edifice designed by C.D. Davison of Halifax, Nova Scotia. On the lower half, fronting on Charlotte Street, is the 1986 addition, designed by Sims and Gavel Architects of Sydney, Nova Scotia. The existing building has a floor area of 22,250 square feet.

II. GENERAL DESCRIPTION

The architecture of the James McConnell Memorial Library consists of two (2) conjoined edifices, each with a varying degree of aesthetics, construction techniques, and grade of finishes.

The older, 1959, C.D. Davison designed building is characterized by sloped roof supported on glue lam arches with decorative glass, brick, and clad panels. The original entry stair and entrance portal (permanently removed) was clad in grey granite on interior and exterior faces and topped with a copper sculpture finial. The interior featured coloured glass block, terrazzo flooring, wood finishes, and decorative pendant lights.

The reading-hall support framing consisted of glue-lam, timber-roof, arch framing with steel joists and concrete deck floor system. The side wings were constructed of structural steel posts, joists, and steel beam framing and concrete floor slab construction.

The original building is distinctively characterized by the use of stained veneer wood for doors, paneling, casework, and arch framing lending an inviting, natural, relaxing, and informal air to the spatial environment.

The original robust building construction technologies have weathered and aged in an exemplary manner. There is no major sign of disintegration, infiltration, or environmental hazards. The 1986 addition necessitated certain demolition procedures (entry, access wall openings, windows, etc.), but for the most part, the original architecture has remained remarkably intact. Deficiencies exist in the form of minimal insulation values, environmental comfort issues, and electrical technological upgrade requirements.

In the early 1980's, Sims and Gavel Architects were commissioned to design an expansion to the James McConnell Memorial Library. The expansion was attached to the West facade and was situated on a steep embankment. This facilitated direct connection to both floor levels of the existing building and the creation of an open-storey parking overbuild on the Charlotte Street level. The new addition is distinctively different in architectural character, utilizing a polygon geometric massing effect, typical of the 1970's architecture influenced by the exposition architects of the 1960's. The multi-faceted, chamfered massing suspended over the Charlotte Street grade creates a separate identity for the library and purposely supersedes and 'turns it back' on the original 1950's architecture. The use of corrugated siding, exposed brick, and concrete, creates an industrial aesthetic that is not widely appreciated, nor considered appropriate, for a library.

In contrast, the interior public space of the 1986 wing is a lofty, vaulted, two-storey high reading room with clerestory windows and street-front glazing, bringing light into the children's reading room.

II. GENERAL DESCRIPTION (Cont'd)

The existing main entrance was relocated from the former corner forecourt to the Falmouth Street side. A narrow, barrier-free ramp and utilitarian concrete stair leads to a canopied entrance. The entry system, vestibule, and arrival foyer are in good physical condition, however, the spatial organization is congested and confined. Although strategically positioned in the centre of the public space, the circulation desk is in an awkward position, affording little privacy and feeling claustrophobic.

The staff room, behind the circulation desk, has no windows and is not ventilated and has a washroom opening directly into the staff room.

This upper storey is characterized by its lack of quiet study area, lack of staff office space and workroom areas, lack of display space, insufficient public internet access points, and inadequate plumbing fixturing for the public. Environmental comfort is an issue due to lack of air conditioning and humidity control.

The lower level of the library consists of a multi level addition which was attached to the basement of the original edifice. The upper level of the addition has a staff room and washroom, reception area, and a steep ramp and stair leading to the lowered Charlotte Street level. The original library basement has a low ceiling and contains an expansive print collection. The area appears to be dry and environmentally stable, even though the space has no ventilation.

The lower Charlotte Street level contains the two-car garage, bookmobile parking, and Cape Breton Regional Library offices.

III. ARCHITECTURAL COMMENTARY

The original James McConnell Memorial Library has a unique identity and architectural essence comprised of human scaled elements and texture (courtyard entry, pitched roofs, stained glass, venting windows, etc.), all appropriate for a neighborhood library on the hill.

The 1986 addition introduced a hard edged, industrial-style edifice which turned its back on the original building and failed to address and to create a unique identity on Charlotte Street. An opportunity was lost to create a symbolic presence for the library on the streetscape.

Nevertheless, the existing building appears to be in fair to good condition and has been adequately maintained by the Cape Breton Regional Municipality's Public Works Department. The envelope consists of recently replaced roofing, window replacements, and aluminum window repairs. However, it is commonly stated that the original building appears to have weathered the years better than the 1986 addition.

The original building featured robust granite steps, terrazzo flooring, glue laminated timber framing, glass block, and stainless steel railings. The new addition featured poured concrete steps, painted gyproc, resilient sheet flooring, steel siding, painted steel railings, etc. The 1986 materials, although younger in age, all have deteriorated and weathered more quickly than the 1950's counterparts.

Doors, hardware, and fixturing throughout are in fair to good condition. Fixturing for washrooms, kitchenettes, millwork shelving, etc. are in need of refurbishment and/or replacement.

Ceilings and wall surfaces vary from plaster, t-bar, wood, etc. and vary in condition from fair to very good.

The existing library complex, as a whole, poses the following architectural and engineering systems shortcomings:

- Lack of a unified symbolic architectural quality and presence which speaks to its civic importance and its unique location in the downtown core;
- Lack of adequate parking capacity for staff and visitors;
- Lack of safe passenger drop-off accommodation for children, seniors, etc., due to the direction of one way traffic on Bentinck, Falmouth, and Charlotte Streets;
- Uninspired and confined entry systems with narrow ramps, steep steps, shallow vestibule, shallow foyers, etc;
- Lack of elevator for barrier-free access and staff trolleys to service all three (3) levels;
- Lack of fresh air circulation and conditioned air for hot, humid days; and
- Lack of adequate plumbing fixtures, as well as, improperly located adjacent staff eating areas.

III. ARCHITECTURAL COMMENTARY (Cont'd)

The library complex, as a whole, poses the following limitations on any revitalization and expansion program:

- Unifying three (3) levels with a central elevator location that can be accessed by staff and library patrons in a convenient manner;
- Removing the centrally located single-storey slab-on-grade staff room to facilitate the expansion will be a challenge;
- Accommodating new corridor systems and exiting in the shallow basement of the original library will be a challenge;
- Harvesting daylight into the building will require new architectural forms unlike the present structures; and
- Creating barrier-free access to a courtyard or reading garden.

The complex can be revitalized and expanded and would offer the following benefits:

- Continuing and preserving the historical legacy of the original McConnell Family bequest;
- Reusing and recycling the building reinforces best green building practice and salvages the embodied energy and value which the complex represents; and
- Renovating and expanding the existing asset would serve as a model of civic stewardship and fiscal responsibility for aging building assets.

IV. MECHANICAL SYSTEM REVIEW

The following is a review of the Mechanical systems for the McConnell Memorial Library which was originally constructed in the 1960's and renovated with an addition completed in 1986.

PLUMBING AND DRAINAGE:

The existing plumbing system consists of a number of wash rooms on the lower and main floor. The 1986 addition added wash rooms, but did not re-fit any of the 1960's wash rooms. At present two (2) wash rooms were deleted from the 1960 addition.

There were no observable leaks from the plumbing systems, however most of the piping and fixtures are 25 plus years old, so replacement is recommended.

The sanitary for the 1986 addition exits the building at the North East corner. It does not pick up the 1960's building and the sanitary out fall is unknown at this time.

Two (2) roof drains were added during the 1986 addition, they exit the building at the East exposure near the main entry. The outfall is 6" and would not be able to carry additional roof load.

The facility has a garage at the North East corner. Vehicles are parked in the garage, there is a floor drain in the garage but it does not have an oil interceptor. An oil interceptor should be added.

Based on the proposed addition of plumbing fixtures a new water service is recommended. The plumbing fixture requirements for domestic water we estimate at 225 F.U., or 101 gpm, a 4" service will be necessary. The existing 4" sanitary line at the North East corner would appear to be adequate as we estimate the plumbing fixture load at 150 fixture units.

HEATING:

The existing heating consists of wall fin radiation, 18" and 24" high cabinets with 1 1/4" copper w/aluminum fins. The 1960's building the radiation was re-used with the new radiation added for the 1986 building. There are two (2) heating loops in the building one serving the 1960 building and the other serving the 1986 addition.

One Weil McLain Boiler, oil fired provides the heating for the building, with two heating water circulators (one a stand-by) for each heating loop. On each loop there is a scheduled water valve. The control of the heating valve is via a Honeywell indoor-outdoor controller. The controller is obsolete.

The heating Boiler is a Weil McLean Model BL688W, capacity of 1385 MBH Gross output. Addition section could be added to this boiler, though it may be advisable to add a second boiler to provide some redundancy.

IV. MECHANICAL SYSTEM REVIEW (Cont'd)

HEATING (Cont'd):

There are three (3) 250 gallon oil tanks inside the building, we were unable to determine their age. The Owner should confirm if possible. With the increase in building size, additional storage would be necessary. As such an oil storage tank would need to be located outside. An above ground tank is recommended, double wall construction in the order of 1500 to 2000 gallons.

It is recommended that the proposed addition be heated with hot water in-floor heating supplied from the oil fired boiler plant thru a scheduled water valve.

VENTILATION AND AIR CONDITIONING:

There is no air conditioning in the existing building. Ventilation consists of a number of exhaust fans, some of which were added after the 1986 addition.

There is one HRV, located in the Boiler Room that was added to assist in resolving a humidity issue. It is complete with a 4 Kw duct heater and is used by staff as needed. It is a Venmar 600L. It should not be located in the Boiler Room as there is the potential to draw in fumes from the Boiler Room.

With the proposed addition it is recommended that a proper ventilation and air conditioning system be added for the addition and the existing facility. The existing exhaust fans would be removed. Control of the air handling unit - via speed drives and CO₂ sensor would provide minimum ventilation for the space, while controlling humidity and temperature.

In some areas the use of ductless split A/C units with outdoor condenser are recommended due to low ceiling heights and/or lack of ceiling space.

The cooling load is estimated at between 70 and 85 tons.

CONTROLS:

Except for the scheduled water control in the Boiler Room, which is an out of date Honeywell Micronik system, there is no automation system in the building. Zone valves and room thermostats control the heating.

It is proposed with the up dated mechanical systems that a direct digital control system be provided.

IV. MECHANICAL SYSTEM REVIEW (Cont'd)

FIRE PROTECTION:

At present the building is not protected with wet pipe sprinkler. It is expected that the size of the building will result in the need for a wet pipe sprinkler system. A six (6) water service will be necessary.

The sprinkler system would be zoned by floor. In critical areas where there is concern with water damage, a pre-action and/or end of line dry system could be necessary.

All sprinkler would be fast response. Shelving would need to be kept 18" clear of the ceiling, otherwise rows of sprinklers between shelving would be necessary.

V. ELECTRICAL SYSTEM REVIEW

November 4, 2011

The following is a review of the existing electrical systems for the McConnell Memorial Library which was originally constructed in the 1960's and renovated with an addition completed in 1986. We also provide recommendations for up-grades to all systems.

ELECTRICAL SERVICE AND DISTRIBUTION:

The original 200A single phase service was up-graded to a 208/120V 3 Phase 4 Wire 200 Amp service in the 1986 renovation project. The existing service is adequate for the existing load. However, if a future addition is being planned we would recommend that a new 400 Amp service be provided. The service is presently fed from a bank of transformers on a pole on Bentinck Street and runs underground to a 208/120V 3 Phase 4 Wire man service switch located in a basement Electrical Room. The main switch feeds a 200 Amp distribution Panel "A" via a 7 jaw utility meter. This panel has breakers that serve Panels A1 and C on the lower floor and Panels B and D on the main floor. These panels provide breakers for branch circuits throughout the building. Generally these panels are filled to capacity. We recommend that the service be up-graded to serve the proposed additions. As well a new electrical 6' x 8' room will be required to house the 208/120V 3 Phase 4 Wire 400A service. The existing service equipment will be back fed from the new service.

LIGHTING:

The lighting is provided by a combination of sources. The main hall and Children's Library are illuminated with IID suspended fixtures with 400W Metal Halide lamps. These should be up-graded to high bay fluorescent fixtures. The office areas on the lower floor have recessed lay-in 2' x 4' fixtures with 2-T12 or 3-T12 lamps. These should be up-graded to fixtures with T8 lamps and electronic ballasts. The offices and ancillary spaces on the main floor have 4' long surface mounted fixtures with T-12 lamps. Display areas and part of the Children's Library have track lighting with incandescent lamps. These should all be replaced with T8 lamps and LED lamps respectively. Some 2' x 2' T8 recessed light fixtures are located in the Special Programs area.

Exterior lighting consists of wall mounted IID fixtures along the building perimeter and canopy mounted HID fixtures. New fixtures will be provided in existing areas and in new additions.

New fixtures with fluorescent or LED sources will be provided.

Lighting switching is generally controlled by line voltage switching through-out the building.

A lighting refresh could be provided on the main floor to provide a more modern look to some of the lighting.

V. ELECTRICAL SYSTEM REVIEW (Cont'd)

RECEPTACLES:

Standard duplex receptacles are located through-out the building and they appear to provide adequate coverage for the spaces. Some have been added in areas where data/voice outlets have been installed especially in the lower floor areas. Additional receptacles shall be installed in the new additions.

EMERGENCY/EXIT LIGHTING:

Generally emergency/exit lighting is provided from combination battery packs located in the original library space and central battery stations with remote heads and AC/DC wired exit lights. These should also be tested and up-graded if necessitated by poor battery life. Additional units should be provided in order to meet the minimum requirements of the National Building Code.

FIRE ALARM:

The existing fire alarm system is controlled from an 8 zone hard wired Edwards 2280 control panel. It serves alarm initiating devices and signal devices through-out the building. The panel is antiquated and should be replaced with a modern panel. The smoke detectors used throughout should also be up-graded.

STRUCTURED CABLING:

A Panduit data rack complete with 3-24 port Cat 5 patch panels is located in the basement office area. The rack also contains a fibre optic switch and 2 multi-port switches, servers and a UPS unit. The fiber optic feed originates from the main service in the Electrical Room. There are Cat 5 cable drops run from the patch panels to desk outlets through-out the building.

The voice drops are fed from a main 50 pr. cable entering and running to a Nortel switch. The outlets are fed from a BIX block in the Electrical Room. A Communication Room should be constructed around the existing equipment.

The structured cabling system is relatively new and has room for expansion. Any new drops should be run using Cat 6 cabling.

SECURITY:

An existing DSC security panel has been installed and it has motion detectors and door contacts wired to provide intrusion alarm. A key pad at the Staff Entry arms and disarms the system. This system can be maintained. It is connected to a monitoring agency which also monitors fire alarm conditions.

V. ELECTRICAL SYSTEM REVIEW (Cont'd)

MECHANICAL CONNECTIONS:

Power to boiler control and heating units has been provided. There are no ventilation or air handling units. This will be required with any addition of air handling equipment.

CONCLUSION:

The main point is that a new up-graded electrical service will be required. It will be required to serve the lighting in the proposed additions and new air handling equipment that is provided. Other recommendations are outlined under each separate system.

VI. INTERIM UPGRADE RECOMMENDATIONS

The focus of the feasibility study primarily concentrated on long-term programming and infrastructure needs of the Cape Breton Regional Library and the James McConnell Memorial Library, so as to meet best practices and emerging trends in library design.

A significant strategic planning and fundraising effort would be required to meet the stated objectives of this study.

In the interim, there are several infrastructure projects that could be implemented that would serve to enhance and extend the usability and service life of the existing building.

The following list of recommendations outlines several considerations for interim renovations:

- Ventilation Upgrades

Supply and install split-system, ductless air-conditioning heat pumps to areas occupied by Staff. This would provide cooling and temperature control during the summer months.

Budget: \$250,000

Supply and install heat-recovery ventilation units with filtered, heated fresh air required during the winter months.

Budget: \$60,000

- Electrical Service Upgrades

Upgrade the electrical service to accommodate HVAC upgrades and hook-up of mechanical units.

Budget: \$40,000

- Lighting Systems Upgrades

Upgrade light fixtures for energy efficiency.

Budget: \$40,000

- Fire-Alarm System Upgrades

Upgrade alarm devices to enhance robustness and life-safety requirements to meet current code requirements.

Budget: \$25,000

- Hazardous Materials Survey

Conduct a review of existing building materials, in order to identify the presence of materials known to have adverse effects on building occupants. A report would assess the risk or presence, if any, of asbestos, PCBs, lead-based paint, mould, mercury, etc.

Budget: \$5,000

- Accessibility Upgrades

Install a stair platform/inclined lift, in order to facilitate wheelchair access to the intermediate level; and a dumb-waiter/service lift, in order to facilitate the transfer of books from the lower floor to the upper floor.

Budget: \$125,000

VI. INTERIM UPGRADE RECOMMENDATIONS (Cont'd)

- Construction of an Office Space for Librarian

Construct a ventilated, steel-stud, gypsumboard-clad partitioned office, with suspended T-bar ceiling and carpeted floor finish.

Budget: \$50,000

- Installation of an Oil Interceptor

Install an oil interceptor at floor drain of garage.

Budget: \$30,000

VII. CONCLUSION

The James McConnell Memorial Library Feasibility Study, conducted by the Consulting Team of Trifos Design Consultants and dma Planning and Management Services, has addressed key trends in library planning and development, as well as the crucial and dynamic role that the library plays in the life and vitality of the Cape Breton Regional Municipality and downtown Sydney.

dma Planning and Management Services has clearly established, through their study efforts, that the existing library is too small, and cannot meet current and future design trends.

Trifos Design Consultants' architectural and engineering evaluation has revealed that the building has deficient environmental conditions, poor accessibility for patrons, occupational health and safety issues facing staff, and a lack of safe passenger drop off accommodations. Furthermore, the two conjoined edifices lack suitable symbolic architectural quality and civic character for such as important building.

The architectural study revealed that additional floor area and various amenities could be added to the existing building, in order to satisfy the existing space/program deficiencies.

The confined and constricted sloped site poses planning challenges and implementation difficulties; however, a solution has been outlined in the report. The proposed architectural design will consume all of the usable available expansion area on the site, and will not accommodate any future expansion.

Finally, due to the extent of renovation efforts required to mitigate existing building deficiencies, the cost of an addition to the existing building would most likely be as much as three-quarters of the cost of a new building constructed on a greenfield site.

Consensus among most of the stakeholders was that further investigation be conducted into the feasibility of constructing a new facility on an alternate site.

APPENDIX A - OPINION OF PROBABLE PROJECT COST





Cape Breton Regional / McConnell Memorial Library Feasibility Study

Opinion of Probable Project Cost

Sydney, Nova Scotia

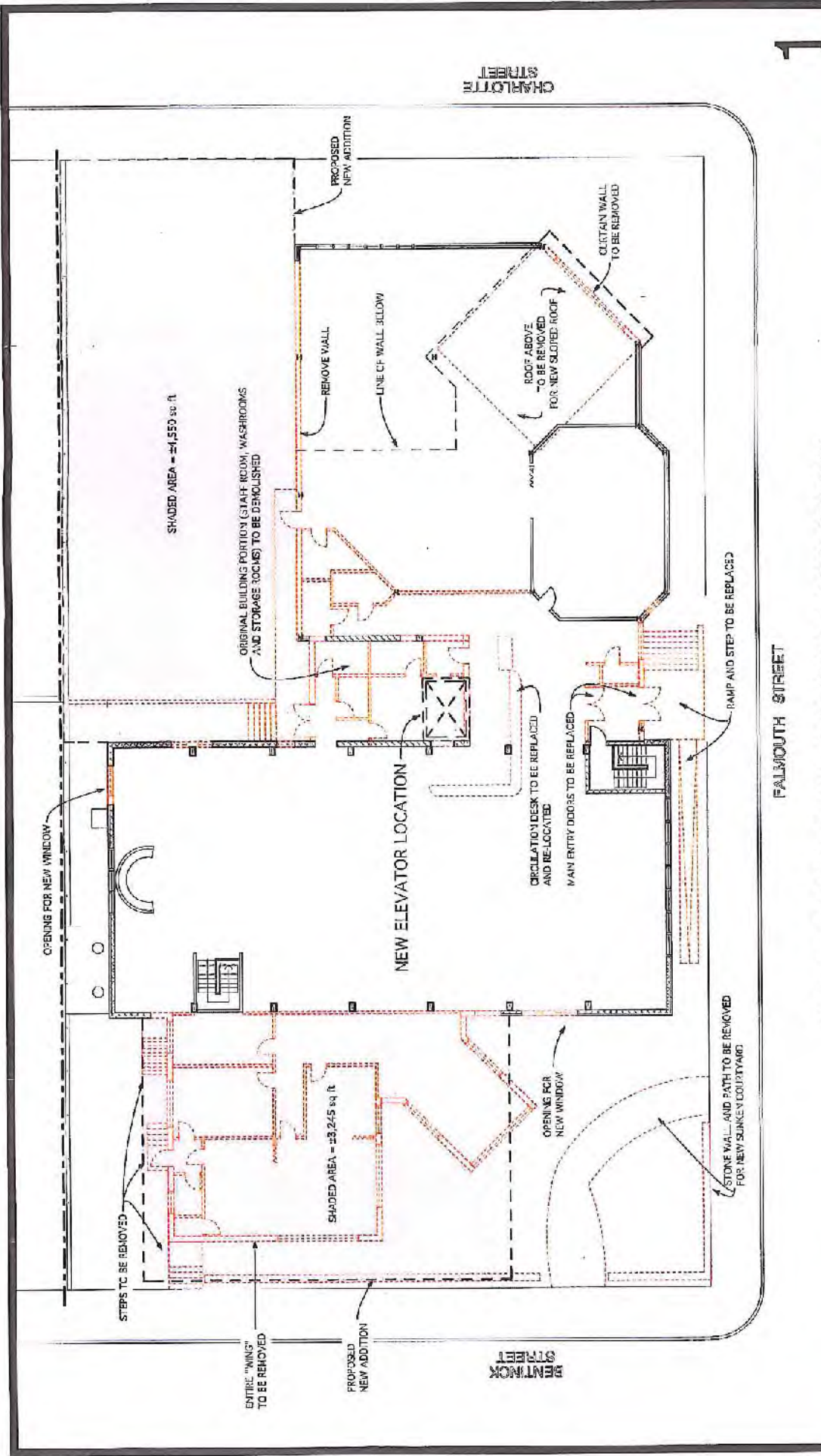
November 5, 2011

BUILDING COMPONENT	34,000 SF	TDC Project # 11-040	TOTAL
1. ARCHITECTURAL & STRUCTURAL			
1.1 Demolition of Existing Wing, Exterior Stairs and Ramp, and Interiors(Allowance)			\$260,000
1.2 Substructure - Excavation and Concrete Works including Retaining Walls			\$325,000
1.3 Structural Framing - Floor and Roof Framing Systems			\$435,000
1.4 Exterior Envelope - Exterior Wall Framing, Cladding, Roofing, Soffit, Fascia Trims, Doors, Frames, Hardware and Windows			\$1,350,000
1.5 Interior Partitions, Doors, Frames and Hardware			\$650,000
1.6 Finishes - Interior Flooring, Cellings, Painting			\$880,000
1.7 Millwork and Interior Wood Trims			\$350,000
1.8 Miscellaneous Specialties			\$200,000
1.9 Exterior Decks, Stairs, Ramps and Railings			\$250,000
1.10 Elevator and Stairs			\$260,000
	1. Sub-Total Architectural & Structural (\$145 SF)		\$4,960,000
2. MECHANICAL SYSTEMS			
2.1 Mechanical Systems			\$1,365,000
	2. Sub-Total Mechanical (\$40 SF)		\$1,365,000
3. ELECTRICAL SYSTEMS			
3.1 Electrical Systems			\$578,000
	3. Sub-Total Electrical (\$17 SF)		\$578,000
4. SITEWORKS			
4.1 Site Civil, Site Preparation and Landscaping			\$100,000
	4. Sub-Total Siteworks		\$100,000
		sub-total	\$7,003,000
		Add 10% Design & Construction Contingency	\$700,300
		TOTAL OPINION OF PROBABLE CONSTRUCTION COST	\$7,703,300
		Add 10% Unionized General Contractor's O H & P and Expenses	\$770,330
		TOTAL OPINION OF PROBABLE PROJECT COST (\$249 SF)	\$8,473,630
NEW BUILDING OPTION ON NEW SITE:			
		OPINION OF PROBABLE CONSTRUCTION COST FOR NEW BUILDING - 34,000 S.F. @ \$300 S.F.	\$10,200,000
		SITE WORKS FOR NEW BUILDING	\$1,000,000
		TOTAL OPINION OF PROBABLE NEW BUILDING PROJECT COST	\$11,200,000
The following budget items are not included in this estimate:			
Furniture, Computers, Soft Costs, HST, Expenses, etc.) Allow 12% for Soft Costs			

**APPENDIX B - JAMES McCONNELL MEMORIAL LIBRARY
FEASIBILITY STUDY DRAWINGS:**

- 1 - CONCEPT DEMOLITION PLAN - MAIN LEVEL**
- 2 - CONCEPT DEMOLITION PLAN - LOWER LEVEL**
- 3 - CONCEPT FLOOR PLAN - MAIN LEVEL**
- 4 - CONCEPT FLOOR PLAN - LOWER LEVEL**
- 5 - FALMOUTH/CHARLOTTE - STREET VIEW**
- 6 - CHARLOTTE STREET - SOUTH VIEW**
- 7 - FALMOUTH - AERIAL**
- 8 - GLASS WALL AT COURTYARD**
- 9 - BENTINCK STREET - EAST VIEW**
- 10 - VIEW FROM INTERIOR**





C.B. REGIONAL/McCONNELL MEMORIAL
Library Feasibility Study
 Falmouth Street & Charlotte Street, Sydney, N.S.
 November 14, 2011 TDC No. 11-040

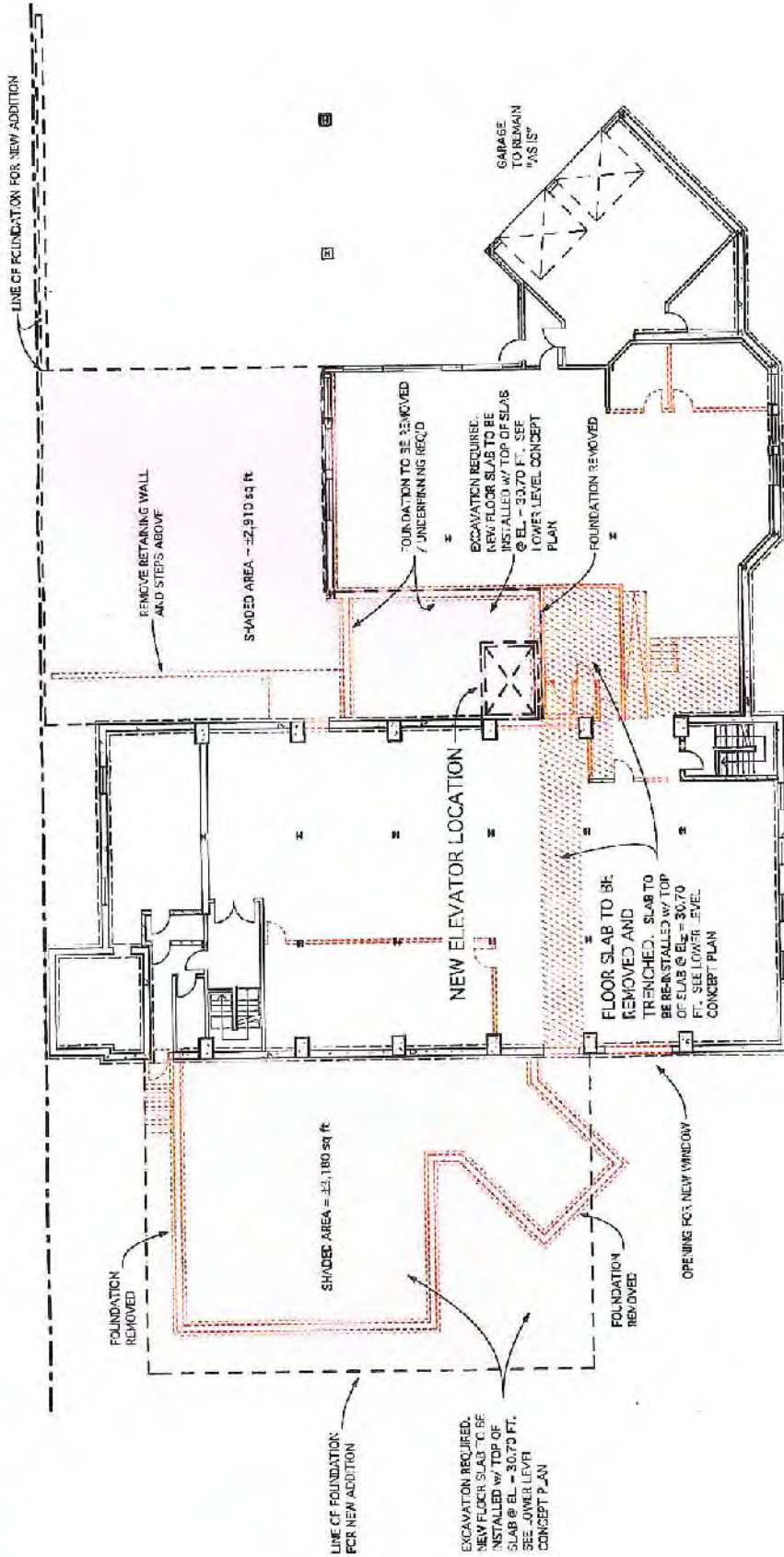
CONCEPT DEMOLITION PLAN
MAIN LEVEL

FALMOUTH STREET

CHARLOTTE STREET

BENTON STREET

1



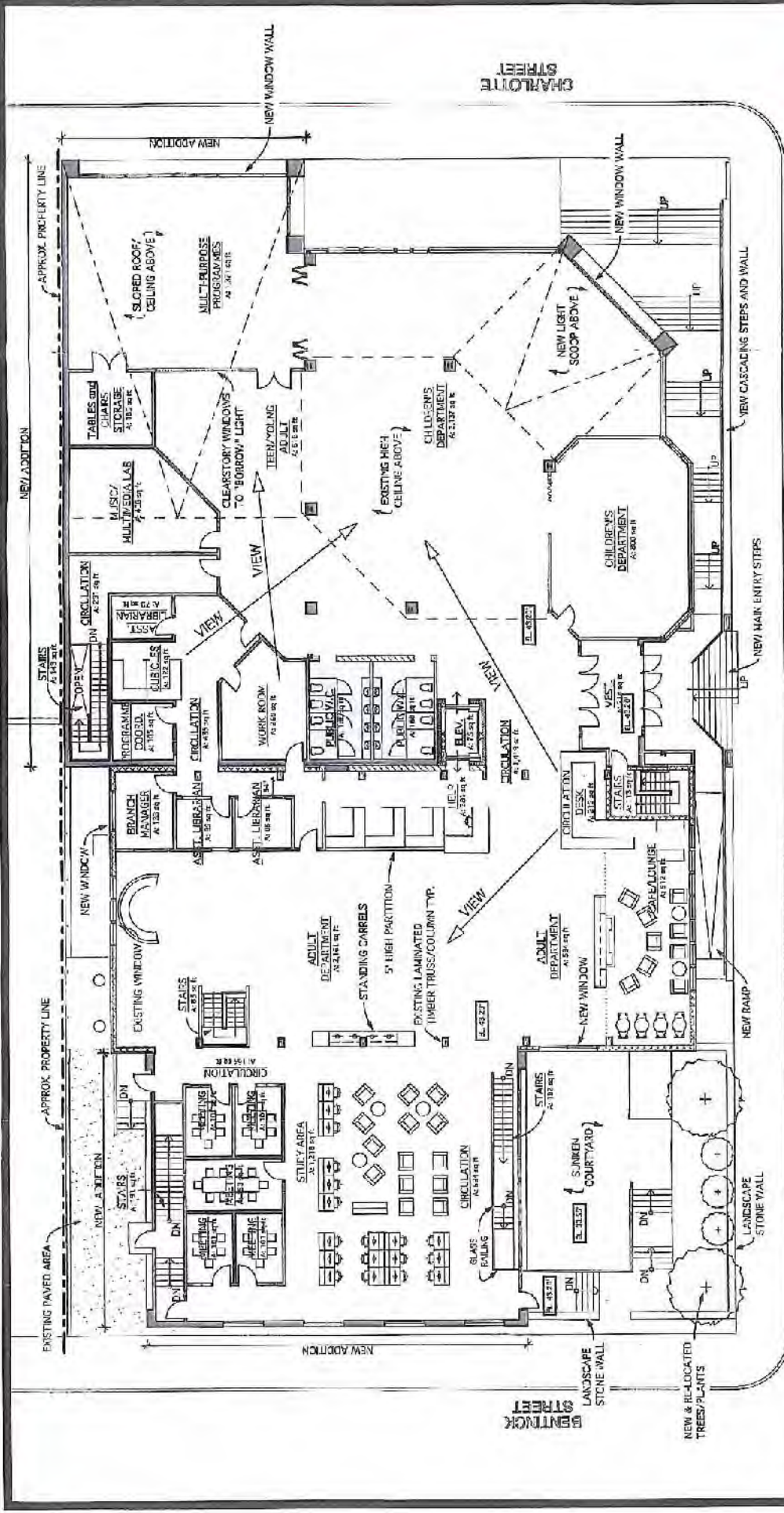
C.B. REGIONAL/McCONNELL MEMORIAL
Library Feasibility Study

Falmouth Street & Charlotte Street, Sydney, N.S.
 November 14, 2011 TDC No. 11-040

CONCEPT DEMOLITION PLAN
LOWER LEVEL

2





FALMOUTH STREET

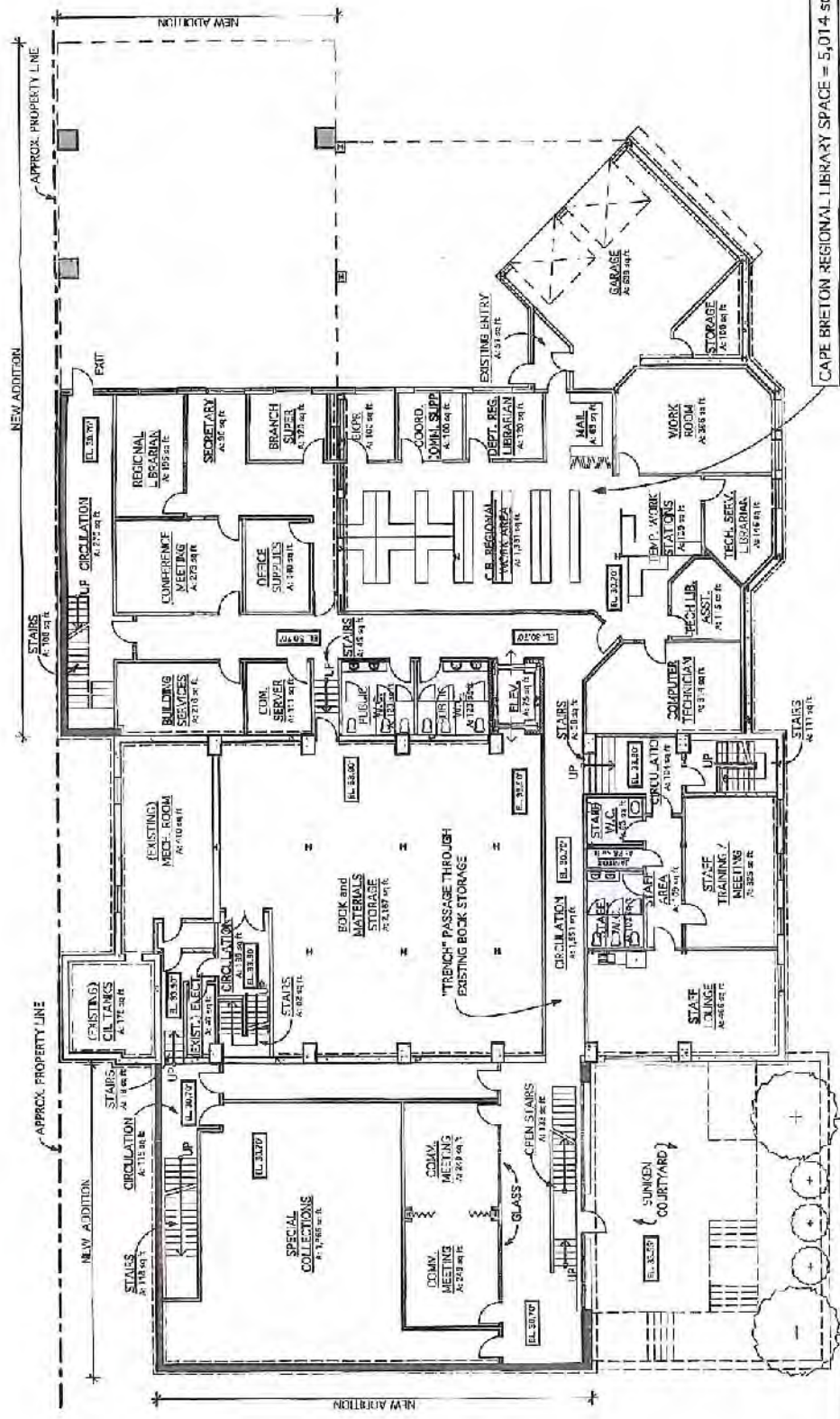
C.B. REGIONAL/McCONNELL MEMORIAL

Library Feasibility Study

Falmouth Street & Charlotte Street, Sydney, N.S.
November 14, 2011 TDC No. 11-040

GROSS TOTAL AREA MAIN LEVEL (JMM Library) = 18,850 sq ft
 GROSS BUILDING AREA TOTAL = 371,000 sq ft
 GROSS JMM LIBRARY AREA (BOTH LEVELS) = 28,966 sq ft
 CAPE RE-ION REGIONAL LIBRARY SPACE = 5,014 sq ft

CONCEPT FLOOR PLAN MAIN LEVEL



CAPE BRETON REGIONAL LIBRARY SPACE = 5,014 sq ft

GROSS TOTAL AREA LOWER LEVEL = ±15,150 sq ft
 GROSS BUILDING AREA TOTAL = ±34,000 sq ft
 GROSS JMM LIBRARY AREA (BOTH LEVELS) = 28,985 sq ft
 CAPE BRETON REGIONAL LIBRARY SPACE = 5,014 sq ft

**CONCEPT FLOOR PLAN
 LOWER LEVEL**

**C.B. REGIONAL/McCONNELL MEMORIAL
 Library Feasibility Study**

Falmouth Street & Charlotte Street, Sydney, N.S.
 November 14, 2011 TDC No. 11-040



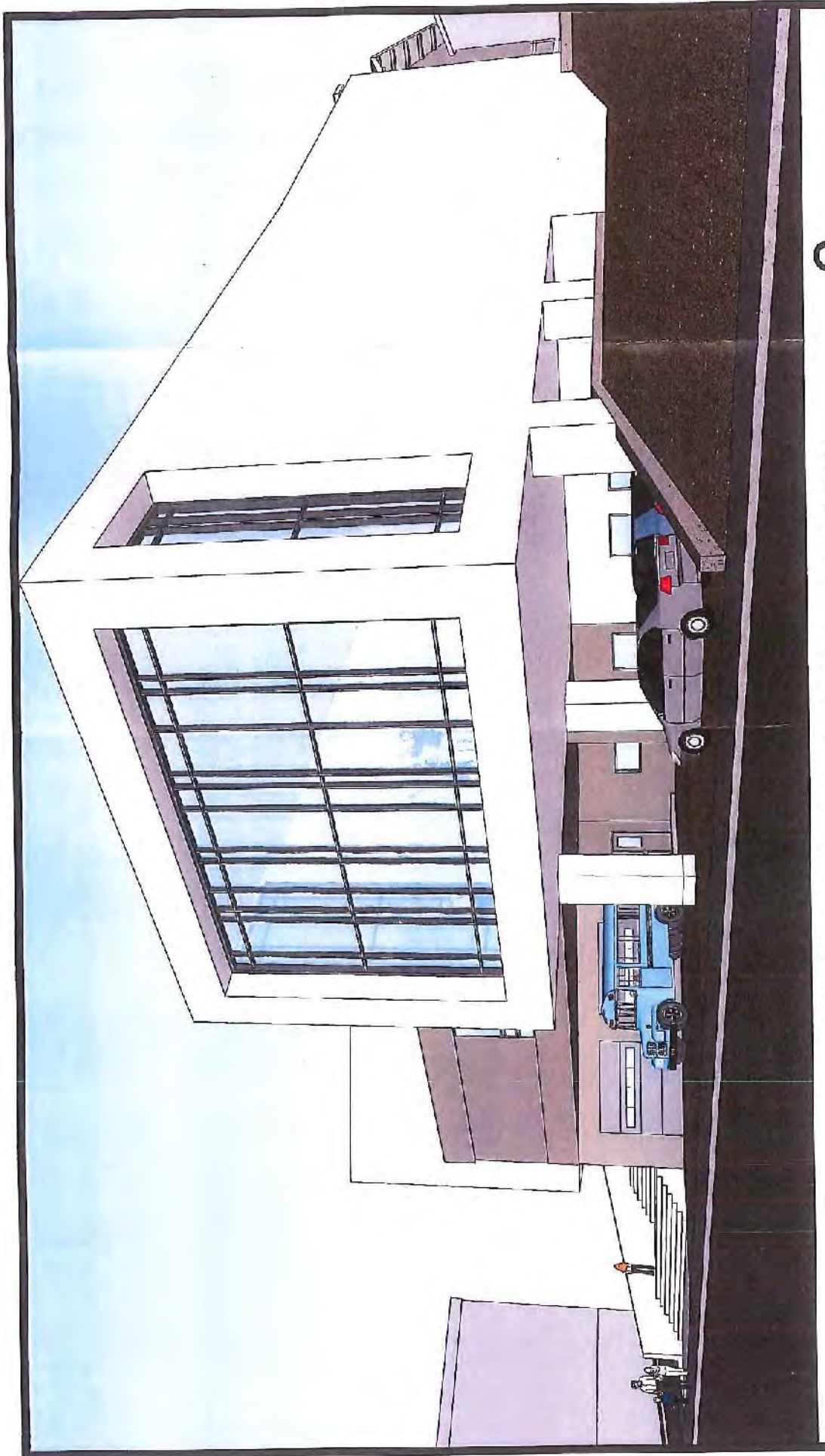
FALMOUTH / CHARLOTTE
STREET VIEW

C.B. REGIONAL/MCCONNELL MEMORIAL
Library Feasibility Study

Falmouth Street & Charlotte Street, Sydney, N.S.
November 14, 2011 TDC No. 11-326

5



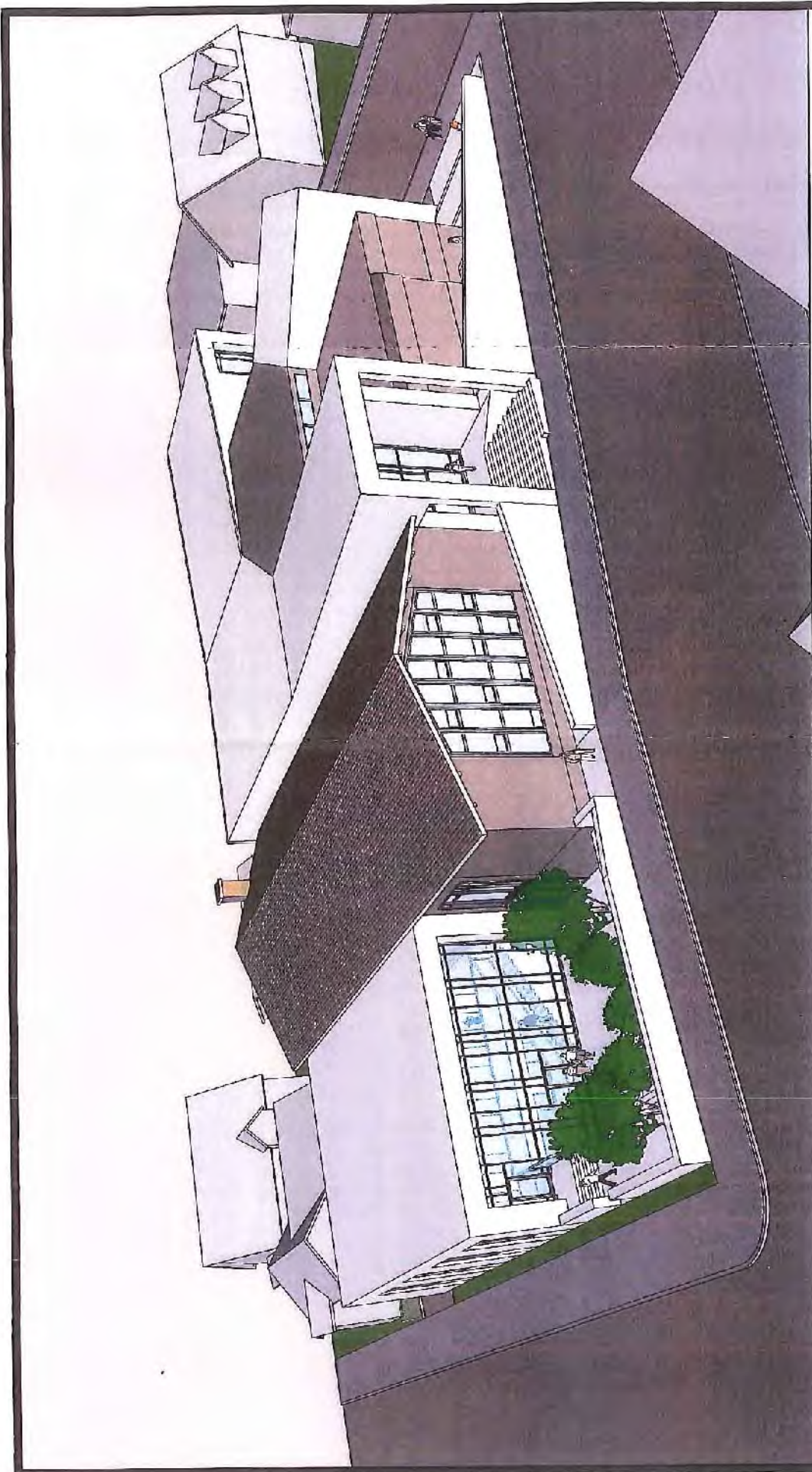


6

**C.B. REGIONAL/McCONNELL MEMORIAL
Library Feasibility Study**

Falmouth Street & Charlotte Street, Sydney, N.S.
November 14, 2011 TDC No. 11-040

**CHARLOTTE STREET
SOUTH VIEW**



7

**C.B. REGIONAL/McCONNELL MEMORIAL
Library Feasibility Study**

Falmouth Street & Charlotte Street, Sydney, N.S.
November 14, 2011 TDC No. 11-040

**FALMOUTH
AERIAL**



GLASS WALL
AT COURTYARD

8

**C.B. REGIONAL/McCONNELL MEMORIAL
Library Feasibility Study**

Falmouth Street & Charlotte Street, Sydney, N.S.
November 14, 2011 TDC No. 11-040





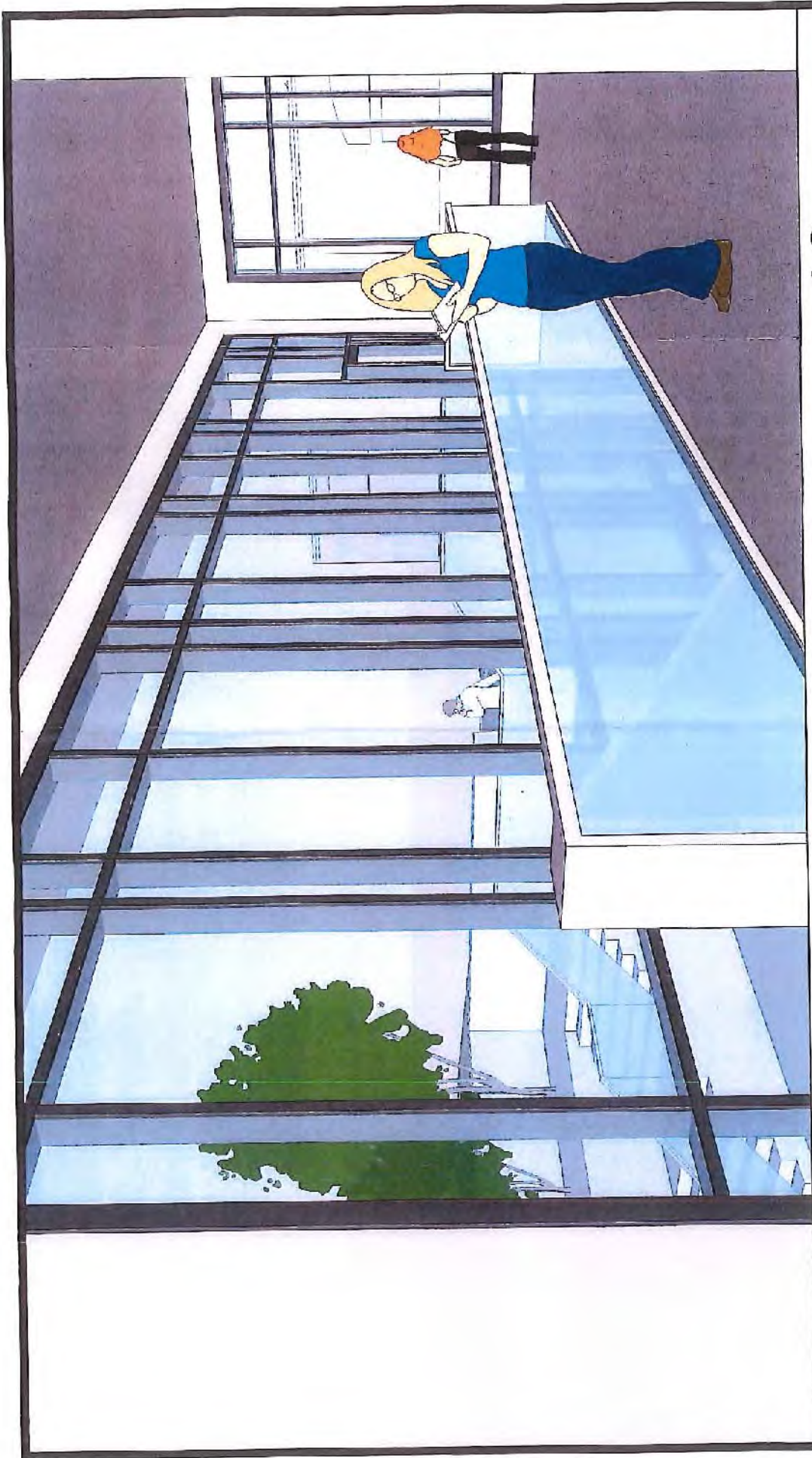
9

C.B. REGIONAL/McCONNELL MEMORIAL

Library Feasibility Study

Falmouth Street & Charlotte Street, Sydney, N.S.
November 14, 2011 TDC No. 11-040

**BENTINCK STREET
EAST VIEW**



VIEW FROM
INTERIOR

**C.B. REGIONAL/McCONNELL MEMORIAL
Library Feasibility Study**

Falmouth Street & Charlotte Street, Sydney, N.S.
November 14, 2011 TDC No. 11-060

10



APPENDIX C - FEASIBILITY STUDY - FACILITY PLANNING REPORT
dmA Planning & Management Services Inc.



SHORT-TERM HVAC OPTIONS FOR MCCONELL LIBRARY

TO: BILL MURPHY
FROM: KEN LEBLANC
DATE: MAY 17, 2019

Intro:

The McConnell Library was originally built in 1959 with a significant addition built in 1986. The building is heated with hot-water radiators and an oil-fired boiler. There is very little ventilation or air conditioning in any of the spaces. This lack of cooling and air change has resulted in difficult working conditions and forced the facility to close ten (10) times in 2018 due to excessively high temperatures in excess of 39°C.

There are three main occupied areas of the library; administration on the lower level, children's section on main floor of "new" section, original library section on main floor. None of these areas have mechanical cooling. The admin area is ventilated by a ducted exhaust fan mounted to the side of the building, the children's section has a roof-mounted exhaust fan, and the original library section relies on natural ventilation through open windows. Fresh air is only supplied by natural infiltration through doors, windows, and the general building envelope. Staff have attempted to ventilate spaces by leaving windows open throughout the night during summer but have not been successful. There are also ceiling fans in the children's section and box fans mounted along the wall in the old public section, neither have been able to improve conditions to an acceptable standard. It's my opinion that mechanical cooling is the only viable option to provide a reasonably comfortable space for staff and visitors.

Equipment and Site Requirements:

The administration area in the basement is partially below grade, while the external walls contain egress windows. The space contains a 10' drop ceiling with an above ~4' of vertical space. This overhead area contains structural steel members, wiring and flexible ductwork for the exhaust system. The size of the steel members make ducted air conditioning very difficult as there is minimal excess space and the partially below grade walls with egress windows leave very little room for wall mounted ductless heat pumps. The best option for this space would be a split heat pump system with ceiling mounted "cassette" inserts. Rather than the wall mounted heads seen in most homes, commercial spaces can be equipped with 2'x2' cassettes that fit well in drop ceilings. Refrigerant lines running from the cassettes to an external condenser will be much easier to install around the structural members. The space is approximately 2,500 ft² and would require 4-5 tonnes of cooling capacity.

The public spaces on the library main level are large, open, and high-ceilinged. There are a two main options for central air conditioning; a packaged system and a split system.

1. Packaged heat pump units are a popular choice for commercial and industrial applications. They provide ample capacity in a single unit (3-40 tons). A single unit, or

dual units, could easily provide heating and cooling to the main public spaces. In addition to the unit itself, ductwork would need to be installed throughout the ceiling space to distribute the conditioned air.

2. Split heat pump systems utilize the same technology as the packaged units but individual components are separated. The compressor/condenser is located outside with refrigerant piping to evaporator heads inside the building. This is advantageous in areas where space is limited.

The restrictions at McConnell include:

- lack of exterior space for mechanical units; the building approaches the property line on all four sides. The roof sections may be able to handle some load, but a structural assessment would be required.
- There are five electrical panels in the library, with only 40 amps of available space. Any mechanical cooling systems will require installation of additional electrical capacity.
- The structural capacity of the roof, especially the original wooden structure, may be an issue if ductwork were to be installed in the upper ceiling of the public spaces.

A packaged system is advantageous as all mechanical equipment is fully contained in a single unit, it is easier to maintain/service because of this. However, the restrictions at McConnell make it a poor choice. A typical unit is roughly 8'W x 5'L x 5'H and 800-1000 lbs. and must rest on a concrete pad. The unit must also be close to the building as ductwork must go directly from the unit into the building.

A split system seems to be the better choice for McConnell. External compressor units are much smaller at approximately 3.5' x 3.5' x 1'. Multiple compressors can be located on the property to service whichever area is required. No concrete pad is required as the unit bolts directly to the structure. The split system will possibly result in more maintenance as each individual internal head contains its own moving mechanical parts.

It is my opinion that a packaged system is not appropriate for a short-term "quick-fix" at the library, as it will require further structural assessment, mechanical design, and timely installation. All in addition to a lack of space on-site for the mechanical equipment.

Retrofit Options:

Option 1: Split System in Admin Only

The administration area is a cramped containing fulltime CBRL employees. The area is a good candidate for ceiling mounted 4 ton split heat pump system.

Option 2: Split System in Public Spaces

With a split system one can install as much capacity as required, depending on goals, while installing an equivalent amount of equipment. This is in comparison to a packaged system where the amount of installed equipment is constant no matter the capacity of the unit. This flexibility is advantageous for CBRM to decide what level of comfort is required and budget accordingly. To fully heat and cool the spaces, roughly 15-20 tonnes of capacity are required. The original section is ~5,000 ft² and the new section is ~3,500 ft², both with 20 ft ceilings. If the goal is to deliver sufficient cooling to improve health concerns and avoid facility closure, less capacity would be

required. Four (4) ton units can be installed as needed within the main spaces. One unit in each space won't fully condition the space but should be able to maintain a tolerable environment.

Below are costs and electrical requirements associated with an individual 4-ton split heat pump system. Total costs can be extrapolated out to total desired units

Typical 4-ton Split Heat Pump	
Capital Cost (\$)	\$15,000 - \$20,000
Operating Cost (\$/Yr)	\$2,500
Electrical (amps)	30-40

There is an electrical panel adjacent to the administration area that appears to have 40 amp of available service. If accurate, this will likely be sufficient for a system in the admin. There is no other spare capacity in the other panels and thus additional capacity will have to be installed, which will add to capital costs. Prior to tendering, CBRM electricians should confirm available electrical capacity and determine what will be required for additional installed capacity.



CAPE BRETON REGIONAL MUNICIPALITY

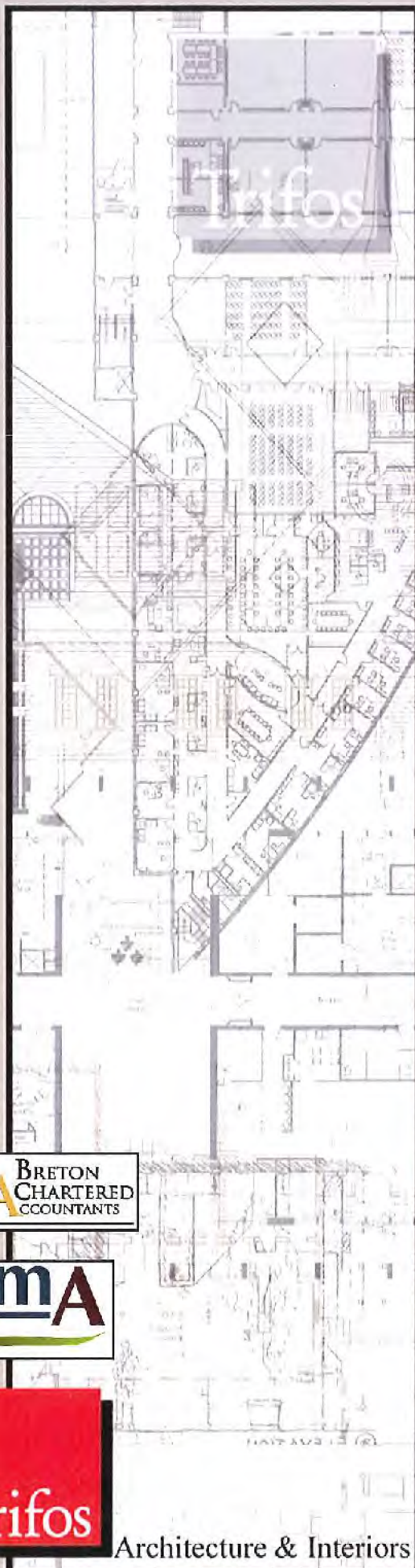
Sydney Public Library Feasibility Study Sydney, Nova Scotia



Prepared for: **Cape Breton Regional Library**

February 5, 2016

TDC Project No. 15-036



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	<p>McConnell Library:</p> <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). <p>Headquarters:</p> <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	<p>McConnell Library: 6 (WiFi). Gates Computer Lab (Lower Level): 10 (not barrier-free accessible) (WiFi).</p>
19. Seating/User Spaces	<p><u>Children's Area:</u></p> <ul style="list-style-type: none"> - 7 Tables and 28 Seats/Stools - 2 Reading Chairs - 2 Reading Benches - 1 Rocking Chair <p>Library has 50 stackable chairs for use in Programme Room.</p> <p><u>Adult Area:</u></p> <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.) <p><u>Nova Scotia Collection:</u></p> <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).

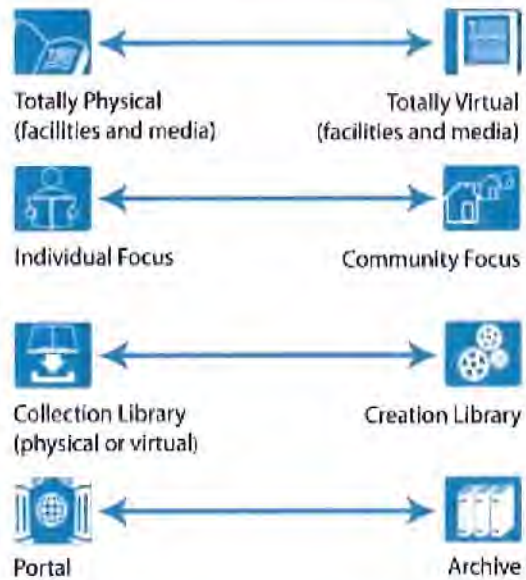
Dimension 1: Physical to Virtual Libraries

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.¹⁵ 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. [Http://www.pps.org/reference/libraries that matter.](http://www.pps.org/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
TOTAL NON-PUBLIC AREAS			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>		
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>		
TOTAL PUBLIC-SERVICE AREAS			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>		
TOTAL NON-ASSIGNABLE AREA			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)

In 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

	Option 1 New Build	Option 2 Shared Tenancy	Option 3 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:

1. Facility Floor-Area Requirements are based on the following:
 Sydney Library Gross Floor Area28,000 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 reuse 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)

dma
DESIGN MANAGEMENT ASSOCIATES
ARCHITECTS

Trifos
SUBICJANI
ARCHITECTURE



CONCEPT SITE PLAN

SCALE: 1" = 80'
 0 10 20 40 60 80 FT

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

APPENDIX B

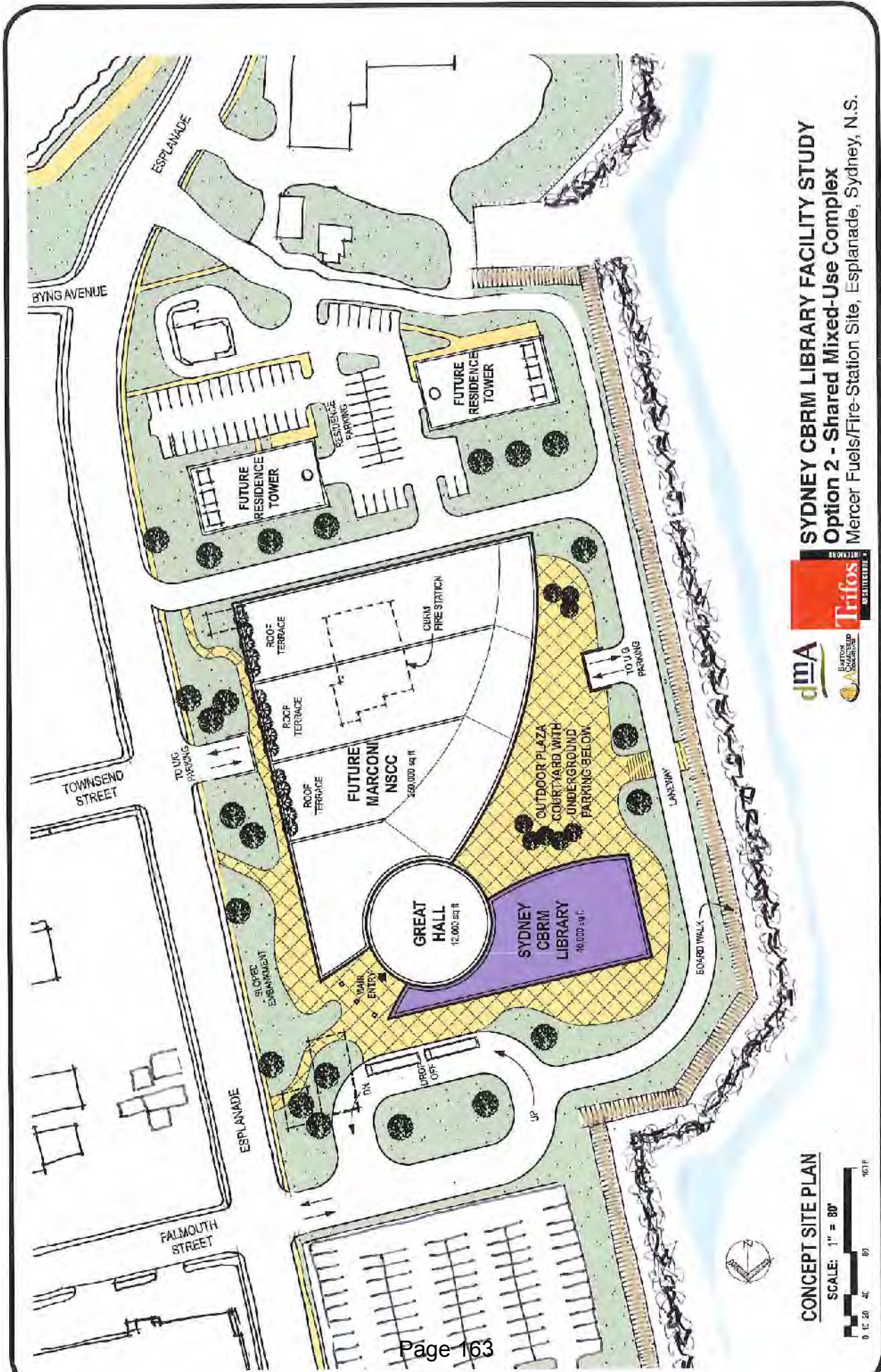
Option 2 – Shared Mixed-Use Complex: Mercer Fuels/Fire-Station Site, Esplanade, Sydney, N.S.

- 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)





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



CONCEPT SITE PLAN
 SCALE: 1" = 80'
 0 10 20 40 80 160 FT



APPENDIX C

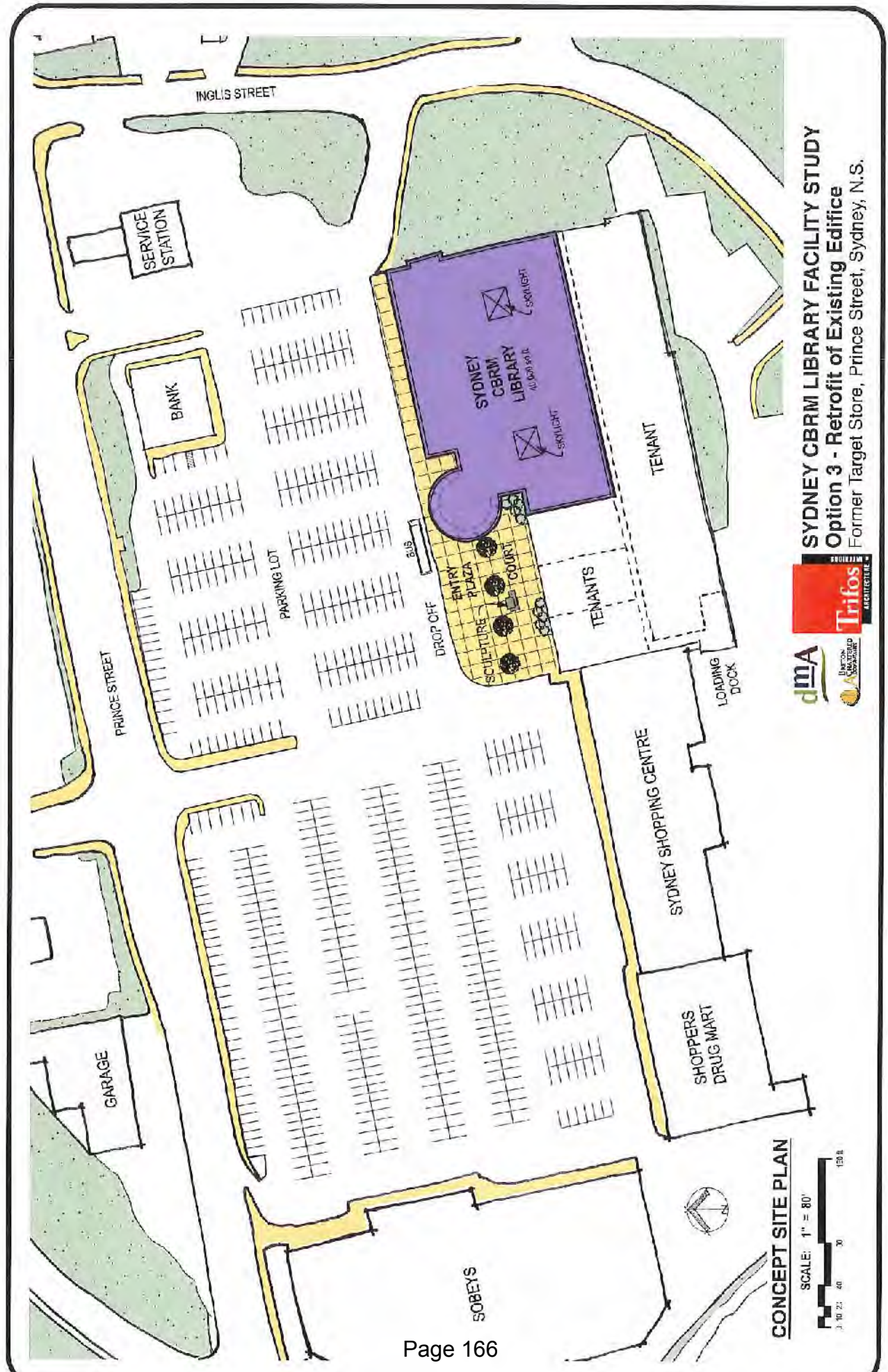
Option 3 – Retrofit of Existing Edifice: Former Target Store, Prince Street, Sydney, N.S.

- 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)

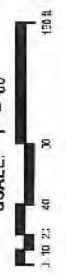


SYDNEY CBRM LIBRARY FACILITY STUDY
Option 3 - Retrofit of Existing Edifice
 Former Target Store, Prince Street, Sydney, N.S.



CONCEPT SITE PLAN

SCALE: 1" = 80'



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%						
Imputed cost at 4%	\$ 1,596,606	\$ 2,293,395	\$ 1,711,581	\$ 2,412,055	\$ 1,094,605	\$ 1,542,577
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

Sydney Waterfront Development Concept



CBRM_E01-2017

**Request for Expression of Interest
Redevelopment of Sydney Waterfront
Closing Date: 16 Nov 2017**



*Harbour Royale
Development Ltd.*



Harbour Royale Development Limited

Sydney Waterfront Development Concept

Response to CBRM Request for Expression of Interest CBRM_ EO1_ November 16th, 2017

1. Introduction

Harbour Royale Development Limited (HRDL) and its partners (detailed below) are pleased to respond to CBRM's Request for Expression of Interest. This document and the attached design sketches outline our vision for the development of the subject CBRM waterfront parcels within a larger project that incorporates the privately held and immediately adjacent lands. The result is an integrated and coordinated multi-use development that will maximize the existing value of CBRM land, attract new private sector investment (with associated tax revenues) and transform this important urban waterfront landscape into a modern, highly accessible people space that will redefine the Municipality's "downtown" experience.

The assumptions that underpin the development concept are further described below. We are confident in the overall concept and believe that the inherent design flexibility and potential for phased implementation will facilitate meeting the various business case requirements. We have paid close attention to the guidance provided in the various studies that have been commissioned by CBRM and the recommendations for future development on Sydney's waterfront. These and other best practice benchmarks related to "green" design will continue to guide the development group as the project advances into detailed design.

2. Reference Documents

Documents considered in the development of this proposal include:

- 'Sydney Harbourfront Conceptual Vision & Design', Ekistics Planning and Design, April 2014.
- 'Downtown Sydney Urban Core Plan' Ekistics Planning and Design, Final Report May 2017.
- 'Sydney Public Library Feasibility Study', Trifos Design, dmA and Breton Chartered Accountants, March 2016.
- 'Municipal Climate Change Action Plan for the Cape Breton Regional Municipality', CBCL, April 2014.

3. Development Vision

Our vision is to make the Sydney Waterfront a destination of choice, where people seamlessly work, play and live within an aesthetically beautiful, environmentally friendly and highly accessible landscape. The vision will be achieved by:

- integrating privately held lands that are adjacent to the CBRM waterfront parcels;
- improving connectivity to the existing boardwalk and ensuring that public waterfront access is maintained and encouraged;

- creating a diverse and interesting suite of experiential waterfront activities;
- being responsive to the key recommendations for intelligent urban waterfront renewal and design contained in the reference documents, and
- bringing together a highly regarded and experienced team of professionals with demonstrated track records in financing, facilities design, construction, project and operations management.

4. Development Group

Sydney based Harbour Royal Development Limited (HRDL) will lead the development group. HRDL has developed five Class 'A' Sydney office buildings with a combined total of over 200,000 square feet. HRDL owns a parcel within the area of the proposed development lands currently approved for a multi-story apartment complex.

Westmount Hotel Group (WHG) has ownership interests in over 500 hotels worldwide including many operated under the InterContinental Hotels Group with the Holiday Inn brand. In particular, WHG has an ownership interest in Sydney's existing waterfront Holiday Inn hotel immediately adjacent to the proposed development lands. (<http://www.whg.com/about.php>)

The Canderel Group (Canderel) is a leading national Montreal based development and management company principally focused on office and industrial properties, residential condominiums and retail spaces. Canderel's portfolio includes in excess of 30 million square feet, and it is currently involved in advancing Sydney's Novaport development. (<https://www.canderel.com/>)

Ambassatours Gray Line (Ambassatours), owns Halifax based 'Murphy's on the Water' and is Atlantic Canada's largest land and water sightseeing and charter bus company. Ambassatours brings extensive water based tour, sightseeing, retail and associated waterfront development and operating experience and is currently partnering with the Sydney Port Development Corporation to improve Sydney's cruise passenger offering. (<https://www.ambassatours.com>)

Trifos Design Consultants (Trifos) is the leading Sydney based architectural design company with a broad provincial portfolio that includes many significant Sydney based projects that include CBU Campus Expansion, Marine Atlantic Passenger Terminal, Joan Harris Cruise Pavilion, the RBC and TD Buildings. (www.trifos.com)

CBCL Limited (CBCL) is Atlantic Canada's leading employee owned multi-discipline engineering group with eight offices and 300 employees throughout the region including a large office in Sydney. In addition to a very active civil engineering practice which has involved them in the design and project management of large scale infrastructure development projects, CBCL has significant experience and familiarity with CBRM municipal infrastructure. (<http://www.cbcl.ca>)

5. Development Plan

"Urban waterfronts are highly specialized and desired for downtown developments usually including multi-unit residential, specialty class A office space, entertainment spaces, important civic spaces like conference centres, libraries or galleries, and experiential retailing like specialty clothing, restaurants and pubs." ('Downtown Sydney Urban Core Plan', Ekistics, Final Report May 2017, p.64)

5.1 Overview

There are three distinct components or development 'nodes' as depicted in the attached sketches and further described below. References to square footage and parking spaces are best current estimates.

North Development Node

- An outdoor civic plaza, with primary access point at Nepean Street and extending to the Dorchester Street pedestrian grand stair "bridge" and concrete beach, containing three structures and integrated parking space.
- Immediately adjacent to the waterfront/boardwalk and connected to the Dorchester Street bridge is a 40,000 square foot two story regional public library.
- Immediately adjacent to the Esplanade are two circa 80,000 square foot towers; one residential with 47 units and an office tower directly accessed by pedestrians from the Dorchester Street pedway.
- The three structures are built on top of shared parking space (depicted in the gray shaded area) sized for approximately 218 vehicles.

Center Development Node

This area is designed around the existing marina location and public harbour access. It will be the focal point for leisure based activity via a multi-level circa 18,000 square foot terraced structure that spills out onto a plaza and where ground level space is available for seasonal retail activity focused on tourists and cruise passengers. While the precise suite of activities will require further consideration, our experience tells us that the key to successfully engaging the public in this type of a setting is variety. Representative activities and associated facilities included in our vision are water tours and excursions, gift shop browsing, becoming a "destination point" for walkers or joggers on the boardwalk who would be drawn to a food kiosk, restaurant or brew pub, and a dedicated playground and/or splash zone to ensure that children are actively engaged.

The Dorchester pedestrian bridge and grand staircase invite people into this node and enable seamless pedestrian connectivity to the downtown. Strategically placed off ramps provide multiple points of egress designed to draw people into an interesting and active space. The harbour view is maintained at the prominent Dorchester/Esplanade downtown intersection.

South Development Node

This area has been designed around the relocation of the existing Sydney casino, integrated into an expansion of the immediately adjacent Holiday Inn. Pedestrian traffic enters via the Esplanade into a shared entrance that connects all three structures and provides a walk through to the integrated waterside deck and boardwalk. Summary details include:

- 22,600 square feet Casino floor
- New eight storey 96 room hotel expansion
- Common atrium that connects the casino, new hotel space and existing Holiday Inn

- Parking for 250 vehicles which access the car parkade from the Esplanade (service vehicles can access the casino and hotel via the north end entrance)

5.2 Phase 1 Project Components

5.2.1 Residential Unit

This part of the design has been informed by HRDL's existing Development Plan Approval for an apartment complex within the development area. It is believed that the current demand will support a 47-unit structure. The unit will be privately owned and financed. It is anticipated that this part of the development would proceed immediately on receipt of CBRM development plan approval.

5.2.2 Casino Relocation/Hotel Expansion

A new waterfront location would be attractive to Sydney's existing casino operator Great Canadian Gaming (GCG). Currently, GCG is a tenant of CBRM at the Center 200 location where parking can be challenging. It is not uncommon to locate gaming activities on urban waterfronts in areas serviced by pedestrian walkways and hotels, and the proximity to the Joan Harris cruise passenger terminal is potentially a positive feature.

In the event that GCG was prepared to move and the financial terms that would support financing the structure could be successfully negotiated, WHG is willing to entertain an expansion of its existing Holiday Inn space. The new facilities would be privately owned and financed. In order for this project to advance, CBRM would first need to engage GCG around the terms associated with its current lease.

5.2.3 Library

The constraints associated with the existing McConnell Library location are well researched, documented and understood. This area of Sydney's waterfront has been previously advanced as the appropriate location for the library, from both a geographical perspective (locating an iconic piece of public infrastructure in a highly visible, high pedestrian traffic and desirable waterfront location), and an emotional perspective (providing a symbolic focal point for community learning and engagement in a historically significant part of town). This would be a publicly owned and financed undertaking. If requested, the development group would endeavour to support CBRM's financing effort/requirements.

There appears to be a significant level of public support to source a new location for a public library. It is suggested that the vision embodied in this proposal would meet the key requirements identified in all of the above referenced reports.

5.2.4 Marine Activity Center

It is anticipated that the infrastructure to support this part of the development would span both development "phases". Ambassadors first year Harbour Hopper experience is encouraging, and the

intention is to re-offer in 2018. Consideration is actively underway with a view to expanding that offering and vessel complement to provide themed cruises and seasonal pop-up kiosk type activity. The outcome of these planning discussions would be incorporated into the Phase 1 development plan.

The objective is to build the brand over time to ensure the right-sizing and optimum design of the privately-owned activity center infrastructure. Ideas around theme parks for children would likely require some level of public sector funding support.

The importance of reserving the space and presenting a longer-term vision, notwithstanding a “soft” opening, cannot be overstated. The residents of CBRM will want to understand that this development is not just about infrastructure, but that a core principal is to create an activity based experience that is unique to waterside urban landscapes. It is suggested that successfully achieving the vision requires a thoughtful development strategy and an iterative planning process executed by a group with a proven track record.

5.3 Phase 2 Development

5.3.1 Commercial Tower

The proponent is currently seeking an anchor tenant for this structure, which would be required in order to finance its construction. The location, across from the existing Commerce Tower makes this a logical and attractive location for corporate, government and institutional tenants in what would be the premier Sydney commercial space. HRDL believes that the demand for this space is likely to materialize within a three to five year timeframe. It would be privately financed and owned.

5.3.2 Marine Activity Center

See the discussion under 5.1.4.

5.4 Parking

Adequate parking is key to all aspects of the development. Design features include:

- Ensuring that what is proposed is minimally invasive, doesn't block views or present any blank walls to the Esplanade.
- The Casino/Hotel parking façade at the boardwalk level will contain a mural depicting Sydney's historic Harbourfront.
- The open parking (Esplanade level) of the Casino/Hotel parkade can also be used as a space for entertainment or other public events.
- The shared library/residential/office tower parking can be phased as required to accommodate sequential construction of the buildings.

The appropriate allocation of construction costs between the private investors and CBRM require further discussion.

6. Conclusions

The mixed-use development strategy contained in the proposal is consistent with the guidance provided in the Request for Expression of Interest and the reference documents. In particular:

- It incorporates development plans from the owners of adjacent land parcels in an integrated design;
- It protects critical view planes from the downtown core;
- The parking required to support the investment is integrated in a minimally obtrusive way;
- A solution to CBRM's current library requirement is met with a "legacy" piece of public sector infrastructure in a highly desirable location that should encourage investment partnerships among all levels of government;
- It will bring people to live downtown in a high end residential offering consistent with the quality of the location;
- The proposed enhancements to the boardwalk/infotainment offering and relocation of the casino will substantially enhance the attractiveness of Sydney as a cruise destination and directly respond to the low scores that Sydney's downtown receives from cruise customer satisfaction surveys;
- The development activity will provide substantial opportunity for local suppliers and contractors, and increase the municipal tax base.
- Critically, the cumulative effect of the design components will meet citizens' expectations for public access to and enjoyment of revitalized waterfront property, in part through a landmark piece of public infrastructure that will provide a unique and enduring focal point for public engagement.

Introduction

In 2016, the Cape Breton Regional Library (CBRL) completed a Feasibility Study¹ for a new central library (NCL) to replace the existing James McConnell Memorial Library (JMML) in Sydney. The JMML acts as the central library for the region. It is the main branch in the CBRL system and also houses the administrative headquarters, the regional storage collection, and the Cape Breton County Bookmobile headquarters. The feasibility study recommended a NCL and headquarters of approximately 37,000 gross square feet to be built at a new location in the downtown area.

Following the feasibility study and in response to a call for expressions of interest from the Cape Breton Regional Municipality (CBRM) in the fall of 2017, a proposal for the redevelopment of the Sydney waterfront that included the NCL was approved in principle. The renewed interest in the NCL being incorporated into this larger waterfront development has precipitated this Request for Proposals. Essentially, it follows up on the 2016 Feasibility Study recommendation to undertake a service, programs and operational review and provide a plan for the NCL.

Scope of Work

The outline for the scope of work includes:

- Project Orientation and Collection of Background Information;
- Service & Program Plan and Operational Review;
- Associated Public Consultation;
- Update to Design Concept and Capital Costs -
 - Building spatial requirements;
 - Architectural, interiors and landscape design concept;
- Operational and building capital costs;
- Partnership and Collaborative Opportunities Assessment; and
- Reporting , Report Preparation and Final Review

1. Project Orientation and Collection of Background Information:

- Review all existing reports and other background documents relevant to this study, including the 2012² and 2016 feasibility studies. Identify information gaps and update as necessary;
- Meet with CBRM, CBRL, and their invitees (individually or collectively hereafter referred to as the Client) for orientation, provision of an overview of the study methodology, consideration of key issues and discussion of key deliverables; and
- Collect information from the Client pertinent to the service and program plan and operational review including but not limited to a profile of existing library services, key service indicators,

¹ Cape Breton Regional Municipality, 'Sydney Public Library Feasibility Study'; Trifos Design Consultants, dmA Planning and Management Services, Breton Chartered Accountants. March 2016.

² Cape Breton Regional Municipality, 'Feasibility Study: Cape Breton Regional Library and James McConnell Memorial Library'; Trifos Design Consultants. January 2012.

staffing, financial information and operating policies, and partnership and collaborative opportunities.

2. Service Plan and Operational Review

The 2016 Feasibility Study was more focused on facility requirements than services. The report included a discussion of trends affecting library service delivery and their implications for facility design. It also described a contemporary library and the manner in which library services and programs were changing. These discussions were the basis for assumptions made concerning the NCL. However, the report did not include a detailed review of CBRL services and programs as currently offered at the JMML or service and program delivery approaches for the future.

A review of the existing JMML services and operation is required as a backdrop to recommendations for the NCL service, programs and operational plan. The intention is that the NCL will be a contemporary multi-functional library with functional areas and programming spaces that are not currently available in the CBRL system, and this will be the focus of the study. The NCL service and program plan will describe the recommended services and programs and the operational review will document the implications for staffing, financial and other resources, operating policies, management approaches and income generation. CBRL staff input will be critical to the assessment, to include the following topics:

Service Plan:

- The library mission and overall focus for programs and services, including the sectors of the community to be served by the library;
- The allocation of resources to various service and program areas, including print and non-print materials, in-library versus virtual services, technology, programming, training, etc.;
- The direct programs offered by the library, both in the facility and in the community;
- Programs and services provided by others in partnership with the library;
- Marketing and community outreach in addition to the provision of optimized library membership and visitor estimates;
- The Central Library role in support and service delivery to CBRL branches; and
- Best practices within the public library community in respect of ethnic, cultural and racial diversity. Recommendations will include a vision and strategic objectives for the NCL along with goals in respect of physical design, personnel, partnerships and other related collaborative opportunities.

Operations Plan:

- Overall staff complement;
- Recommended revisions to existing roles and responsibilities and/or the identification of any new positions and job descriptions;

- Recommended revisions or additions to current operating policies and procedures, including hours of operation, marketing, ongoing service evaluation, and long range strategic planning
- Recommended staff development and training to facilitate any changes arising from the operational review; and
- A preliminary estimate of the financial implications of any changes recommended in the operational review.

2. Public Consultation

A community and stakeholder consultation process is required in the context of the recommended NCL services and programs plan, and the Consultant will propose an approach as part of its study methodology outline. The CBRL is currently partnered with the developer in the execution of a Strategic Community Engagement Plan designed to elevate awareness of the role played by modern libraries and their importance to the social, cultural and economic well-being of communities. As well, the CBRL is in the process of developing a promotion and communications plan. Depending on the timing of the consultation in the execution of this study, the Consultant should explore possible synergies with the ongoing community engagement effort and CBRL's promotion and communications plan.

3. Update Design Concept and Capital Costs

The 2016 report included a preliminary space program for the proposed library, including space that might be allocated to a partner (discussed further below), and a high order capital cost projection. These will be updated as part of this study based on the results of the service plan and the partnership assessment.

This study will include:

- Class C cost projections and recommendations for furnishings and fit-up;
- Architectural, interior design and landscape design, comprised of:
 - Program evaluation and preparation of schematic design documents in the form of drawings, renderings and outline specifications, in sufficient detail to illustrate the scale and relationship of project program components and sufficient to evaluate building infrastructure costs;
 - Universal accessibility and NBC requirements;
 - List of building program space requirements for the public library spaces, Headquarters space, storage, archives, and the Bookmobile;
 - A consultation on recent library standards/new library builds
- Physical building cost projections for ongoing maintenance and operation;
- Site specific concerns that may impact overall design and operations;
- Parking requirement assessment;
- Library delivery and access requirements; and

- Evaluation of Green building technology options (LEED certification prerequisites, WELL building standards, district heating considerations, etc.).

4. Partnership Assessment

The partnership assessment will determine if there are other community agencies or organizations interested in becoming a part of the library development in the pursuit of shared objectives in the areas of social, cultural, economic and human capital development. As discussed further below, a key concern is whether there is sufficient interest to result in modifications or additions to the facility concept.

CBRL is currently engaged in a wide range of programming partnerships with community organizations and agencies. These partnerships involve library staff working with staff from other agencies to offer programs, presentations or events. Frequently, library facilities are used for these activities. This will continue at the NCL. A proposed design concept will include meeting rooms and program spaces that will accommodate these activities to a much greater extent than is currently possible. These types of programming or service partnerships are *not* the focus of the partnership assessment. Rather, the purpose is to identify potential partners that would bring resources to the project and require additional space that may have an impact on the size and design of the facility. These partnerships can be of two types: (1) co-location and, (2) a facility based joint service or program partnerships.

A community agency or interest that may wish to co-locate at the NCL by developing part of the building for their use (at their cost) and sharing selected spaces with the library, such as the lobby or a meeting room. Co-location is increasingly common for libraries and can offer financial and service benefits for all parties. Other than an expression of interest from Membertou First Nation, currently under review with the developer, opportunities for co-location have not been identified and should be investigated. A possible collaboration with Cape Breton University involving the Beaton Institute and/or Art Gallery was explored without success.

In the past, facility based joint service partnerships often involved collaboration between an academic and public library but in recent years partnerships with economic and community development agencies, health providers, and technology interests are increasingly common.

The purpose of the assessment is to determine if there are interested viable partners, in Sydney, based on the following activities.

- Identify potential partners in various sectors (health, education, economic development, youth and child development, culture and arts, and government, etc.) based on input from the Client and a scan of available documentation from the prospective partners such as master plans or strategic plans articulating a future vision compatible with either co-location or joint service delivery;
- Research successful examples of joint service delivery partnerships to demonstrate the manner in which agencies have collaborated and the benefits. The research is to inform discussions with potential partners;

- Meet with senior representatives of potential partners to explain the opportunity and key aspects of the partnership that would need to be fulfilled, such as timing of development, a commitment to shared cost, location etc. The purpose is not to negotiate an agreement, but to ensure that sufficient information is available to realistically determine the potential for the partnership; and
- For any potential partner, provide an initial projection of space requirements, both exclusive to the partner and shared with the library, and any major design requirements or constraints affecting the building.

If potential partners are identified, a partnership agreement would be negotiated following this study and is not part of this assignment.

5. Reporting, Report Preparation and Final Review

- Based on results of previous tasks, prepare a draft report outlining findings and recommendations.
- Meet with the Client to review the draft report. As required, the consultant will present study results at a public meeting and/or a meeting of CBRM Council.
- Finalize and submit the Final Report



ISSUE PAPER

TO: Mayor and Council
FROM: John Phalen - Manager of Economic Development
SUBJECT: CBRM Sydney Central Library
DATE: June 10, 2019

Council,

There has been much work by staff and outside entities on the proposal of new or retrofitted regional library for Sydney.

In November of 2011 a Facility Planning report was produced by dma Planning and Management Services Inc. of Wolfville in association with Trifos Design Consultants. A copy is in your agenda package.

The Planning Context Report establishes the context for the study and the subsequent phases of the work program. Statistics Canada Census data from 2001 and 2006, reports and statistical information available from Sydney's website, and data from Sydney's Planning Department are used to develop a socio-demographic profile of the service area. Relevant library trends and best practices are included as a basis for discussion. An overview of the current state of James McConnell Memorial Library services is presented, based primarily on statistical information provided by library staff and site visits by the consultant. Relevant library planning guidelines and standards are reviewed, existing services are compared to these guidelines, and a preliminary projection of future space needs is estimated based on population projections and customary planning guidelines.

In January of 2012 an architectural and facility planning report was done by Trifos Design Consultants.

The study outlined the future needs and challenges of the McConnell Library. The probable repair costs were estimated at 8.4 million and a new build at 11.2 million. (2012 dollars)

A copy of the report is in your agenda package.

In February of 2016, Trifos Design Consultants, along with dmA and Breton Chartered accountants did a feasibility study into The Central Library.

The objective of the study was “to determine the future requirements for a library facility in downtown Sydney”.

Facility Requirement

A Library of 28,000 gross square feet (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 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 ventures 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 organization.

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; 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, programs 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 the 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 partnerships 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.

A copy of this report is included in your agenda package.

Subsequently, CBRM put a call out for Expressions of Interest for redevelopment of approximately 4 acres of vacant lands strategically located on the waterfront in Sydney. The area is located between the current Holiday Inn and the Joan Harris Cruise Pavilion.

CBRM's vision for this site was described in the report the Sydney Harbourfront Conceptual Vision and Design which was prepared by Ekistics in March of 2014, and the proposed development was to address the design principals and the overall vision for the area as articulated in the report.

The submissions were to include a concept plan and a written description of the project, a phased plan approach and background information on the proponent and partners and coordination with development of the privately owned parcels adjacent to the municipally owned sites.

The proponent whose proposal was deemed to most fully address the vision and generate the greatest economic benefits was to be requested to prepare a more detailed proposal for development of the site, including full costs, and possible funding mechanisms.

The process closed in mid-November and CBRM had received one proposal.

The proposal was submitted by Harbour Royal Development and its Partners and was reviewed by CBRM staff.

In our opinion it met the criteria of the EOL. The proponent and team have extensive experience in projects of this nature and a proven track record on developments in the CBRM, and the proposal met the criteria of the Ekistics vision.

A motion of Council was approved to have Harbour Royal proceed.

HRDL provided CBRM with their proposal which included provision for a new Regional Library on the Sydney waterfront.

A copy of the proposal is included in your agenda package.

HRDL wished to enter into an agreement with CBRM to proceed to next steps to bring a proposal to Council.

Harbour Royale wanted CBRM to dedicate the waterfront parcels to the exclusive benefit of the development while the proposal is developed, costing and funding was to be attained, and design and pre-engineering work was performed.

The agreement allowed Harbour Royale **three** years to apply for development permits and a further **two** years to do detailed engineering and tender to begin first phase of the works.

The agreement protects CBRM should HRDL ceases its active pursuit of the project.

It was the opinion of staff that the agreement allows HRDL adequate time to secure the project and gives them the security they require to proceed with project development work.

There was no financial contribution by the CBRM other than in kind staff time and associated expenses to advance the project.

Council accepted the pre-development agreement by motion on June 5, 2018 so that Harbour Royale Development Limited could proceed with the project development works and bring a full proposal to Council for approval.

At this point, HRDL needed some commitment from CBRL as what its contribution would be.

A key element expected in the Harbour Royale Development plan for Sydney Harbour is the inclusion of a Public Regional Library.

To facilitate the proponent's discussions with provincial and federal funding, the CBRM was asked by HRDL to define its potential contribution.

CBRM looked at a contribution of land and capital. Land could possibly be as much as an estimated three million and three million was possibly earmarked for CBRM Capital funding pending budget discussion and Council approval, and secured funding from the other levels of government. This would make possible a potential six million contribution for CBRM. The value of three million from land was determined from the assessed value of the land as available on property data with the province and the Property Valuation Services Corp. (PVSC)

A market analysis would be required to verify the land value for the project.

Council by motion on August 7 had staff to proceed with the project planning for this component based on this possible funding envelope.

Discussions with the other levels of government were ongoing at the political level.

In their discussions it can be foreseen that Council would approve a request of land at a possible value of 3 million and a capital contribution of 4 million bringing the municipal part to 7 million dollars. With this support, CBRM could leverage up to a possible 21 million dollars of possible funding.

In addition, possible funding could be forthcoming from First Nations for inclusion in the project which would be over and above the current scope.

Motion of Council was passed on November 20 to bring to the budget process a contribution in land and capital to be leveraged by the other levels of government for the new library project. Contribution would be dependent on approved operating costs by Council in the budget process.

Ongoing political discussion on the library project facilitated CBRM as the owner to start the application process.

The motion of Council was for staff to start the application process for a contribution in land and capital to be leveraged by the other levels of government for the new library project. Contribution would be brought forward to Council during the budget process and be dependent on approval of anticipated operating costs.

At this point staff had no indication of what the funding stream would be but a 1/3, 1/3, 1/3 funding formula was envisioned. There was no indication as to what departments, or infrastructure fund or any other provincial/federal program or was identified.

Staff readied an application in December and awaited direction on where to file it. Often times applications, such as the second cruise berth, move from department to department with resubmissions etc. before they find a home.

Direction was given by Member of Parliament Mark Eyking's office to submit the application to Municipal Affairs with the funding formula at 40% Federal, 33% Provincial and 27% Municipal on a 31 million dollar bid. A value attained from the current Harbour Royale estimate. Included in the application was a proposed community contribution by fund raising. The application is available to council by request.

Without any plan as to the fund stream of availability, or even an application form, the application was done on an ACOA application form and sent to Municipal Affairs on December 18th.

I received acknowledgement of the receipt on December 20th indicating that applications were not yet being received but it was to be kept on file.

Copies of these emails are available to Council by request.

Since that day, nobody from CBRM staff was ever contacted officially or otherwise on the library project.

Discussions with our staff and officials from Municipal affairs and Transportation and Infrastructure Renewal never considered the library.

Running in parallel to the main capital application was a small proposed study for services, programs and operational review for the new library. The study is of the assumption of a new build similar to the waterfront proposal. The scope of work for this project is included with the agenda package.

Discussions in the spring and summer were had with ACOA and Nova Scotia Department of Communities, Culture and Heritage. Both were very supportive of the \$ 75,000 study on a 1/3, 1/3, 1/3 formula. ACOA felt that if the Province was on board, funding would be easier attained.

With a commitment from the Province on December 17th of 2018, an application was sent the Sydney ACOA office on December 19th.

Since then, after numerous requests CBRM has finally received approval from ACOA on June 6.

Following the direction of Council, The Director of Parks, Grounds, buildings and Facilities has done an in-house review to investigate airflow at the current McConnell library. The report is attached in your agenda package. This work will be completed to enhance the airflow at the facility.

As we move forward, staff requires direction from Council on the following:

- 1) How to proceed with the new library on the waterfront.
- 2) How to proceed with the current library operation.
- 3) Without the waterfront build, do we proceed with other options?
- 4) How do we proceed with the operational study if funding is approved by ACOA

Respectfully submitted,

John Phalen
Manager, Economic Development and Major Projects

