



# 10-Year Facilities Plan Planning Context Report December 2009



Submitted By:  
**dmA Planning & Management Services**  
Toronto, ON  
[www.dmaconsulting.com](http://www.dmaconsulting.com)

*In association with:*  
**AECOM Canada Architects Ltd.**  
Markham, ON  
[www.aecom.com](http://www.aecom.com)

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## 1.0 INTRODUCTION

### 1.1 STUDY PURPOSE AND PROCESS

In September 2009, the Pickering Public Library initiated a study to prepare a 10-year Facilities Plan and capital conservation program for the Pickering Public Library (PPL). This study's primary objective is to assess library facility requirements for the current and future population and identify a preferred approach to meeting these needs. The consulting team of dmA Planning & Management Services and AECOM Canada Architects Ltd were commissioned to work with a Steering Committee to complete the study. This report documents Phase One findings, including the consultations completed during this phase of the study process.

### 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 the City and Region's web-site, and data from the City's Planning & Development Department are used to develop a socio-demographic profile of the community. Relevant library trends and best practices are included as a basis for discussion. An overview of the current state of Pickering Public Library services is presented, based primarily on statistical information provided by the Library and library visits by the consultant. Relevant library planning guidelines and standards are reviewed, existing services are compared to these guidelines, and a preliminary estimate of future space requirements is developed based on population projections and library space planning guidelines.

Consultation activities summarized in this report include key informant interviews with senior library staff, municipal staff and elected officials, and focus groups with library staff and Board members.

This report describes background information for the Facilities Plan. It presents relevant background information but there is no attempt to analyze this information, nor does this report include recommendations for current or future service delivery. 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.

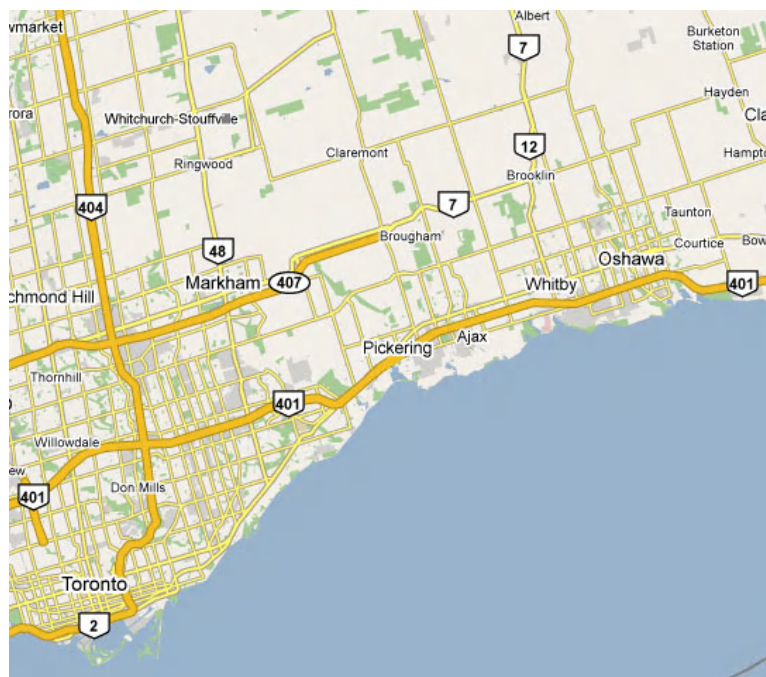
## 2.0 POPULATION AND SOCIO-DEMOGRAPHIC ANALYSIS

Population and socio-demographic characteristics profiled in this section of the report are based on Statistics Canada 2001 and 2006 Community Profiles, and other information provided by the Library, available via the City, Region, and Library websites, or provided by City and Library staff.

### 2.1 LOCATION AND CONTEXT

The City of Pickering is located in southern Ontario in the Regional Municipality of Durham, in proximity to the Township of Uxbridge to the north, the Towns of Ajax, Whitby and the City of Oshawa to the east, and the Town of Markham and the City of Toronto to the west. It is located along the Highway 401 about a half an hour's drive east of Toronto. Figures 2.1 and 2.2 show Pickering's location in relation to surrounding municipalities, and within the Region of Durham.

Figure 2.1: City of Pickering Location



Source: <http://maps.google.com/maps>

Figure 2.2: City of Pickering Location within Durham Region



Source: <http://www.region.durham.on.ca/>

### 2.1.1 Population Characteristics

Between 2001 and 2006, the population of the City of Pickering as reported by Statistics Canada experienced modest growth with an increase of just 0.8%. Conversely, the Province as a whole grew by 6.6% over the same period. The estimated 2008 population of the City of Pickering was 92,800, according to the Manager of Policy, Planning & Development Department<sup>1</sup>.

**Table 2.1: City of Pickering Population Change (2001-2006)**

	City of Pickering	Ontario
Population in 2006	87,838	12,160,282
Population in 2001	87,139	11,410,046
Population Change 2001 and 2006 (%)	0.8%	6.6%

Source: Statistics Canada Community Profiles, 2001 and 2006, for the City of Pickering

## 2.2 POPULATION PROJECTIONS

### 2.2.1 Forecast to 2031

The Region of Durham has completed population projections for Durham area municipalities to 2031. These projections are based on those developed by Watson & Associates Economists Ltd., Urban Strategies Inc., and TSH Consultants, in *Growing Durham, Recommended Growth Scenarios and Policy Directions, Final Report*, November 2008. These projections are consistent with the policy directions of the Province's Growth Plan for the Greater Horseshoe, the Greenbelt Plan, and the Niagara Escarpment Plan. The *Annotated Consolidation of Regional Official Plan Amendment No. 128*, dated June 2009, represents the most recent population forecasts for Durham Region municipalities. According to this study, the City of Pickering is projected to grow to 225,670 residents by 2031, representing a 157% increase over 2006 population figures. This population increase can be in part attributed to the City's strategic location in southern Ontario along Highway 401, proposed plans for extension of Highway 407 through the City, relatively affordable housing in comparison to other parts of the GTA, the proposed development of the Seaton Lands, and the City's role in the Province's "Places To Grow"<sup>2</sup> plan. (See Table 2.2).

<sup>1</sup> Discussions with Catherine Rose, Manager, Policy, Planning & Development, City of Pickering, Oct. 23 through 28, 2009, via e-mail and telephone.

<sup>2</sup> See the Ontario Ministry of Energy and Infrastructure's site at:  
[http://www.placestogrow.ca/index.php?option=com\\_content&task=view&id=9&Itemid=14](http://www.placestogrow.ca/index.php?option=com_content&task=view&id=9&Itemid=14)

**Table 2.2: City of Pickering, Population Projections (2006-2031)**

Year	Projected Population	Growth	% Change
2006	87,838		
2011	110,085	22,247	25.3
2016	141,125	31,040	28.2
2021	177,915	36,790	26.1
2026	204,290	26,375	14.8
2031	<b>225,670</b>	<b>21,380</b>	<b>10.5</b>

Source: Region of Durham, June 3, 2009. Growing Durham, Our Future, Our Community, Annotated Consolidation of Regional Official Plan Amendment No. 128, pg. 10.

Table 2.3 provides a further breakdown of population to 2031 by geographic area. It is acknowledged that there are minor discrepancies between incremental totals provided on Table 2.2 and 2.3, given some recent development applications and resulting changes, however the long-term forecast for the City as a whole remains the same.

**Table 2.3: City of Pickering, Population Projections by Geographic Area (2006-2031)**

Year	2006	2011	2016	2021	2026	2031
<b>Geographic Area</b>						
South Pickering	86,775	85,425	92,210	98,725	111,060	120,175
Seaton	455	10,880	34,850	61,570	71,345	71,345
Northeast Pickering	405	9,570	9,840	13,385	17,660	29,820
Urban Sub-Total	87,635	105,855	136,850	173,605	199,960	221,340
Rural	4,205	4,230	4,260	4,280	4,305	4,330
<b>City Total</b>	<b>91,840</b>	<b>110,075</b>	<b>141,105</b>	<b>177,890</b>	<b>204,265</b>	<b>225,670</b>

Source: Growing Durham Final Report, November 2008 and letter from Commissioner of Planning, Region of Durham, dated March 10, 2009, to Regional Chair and member of Regional Committees.

## 2.2.2 Distribution of Future Population Growth

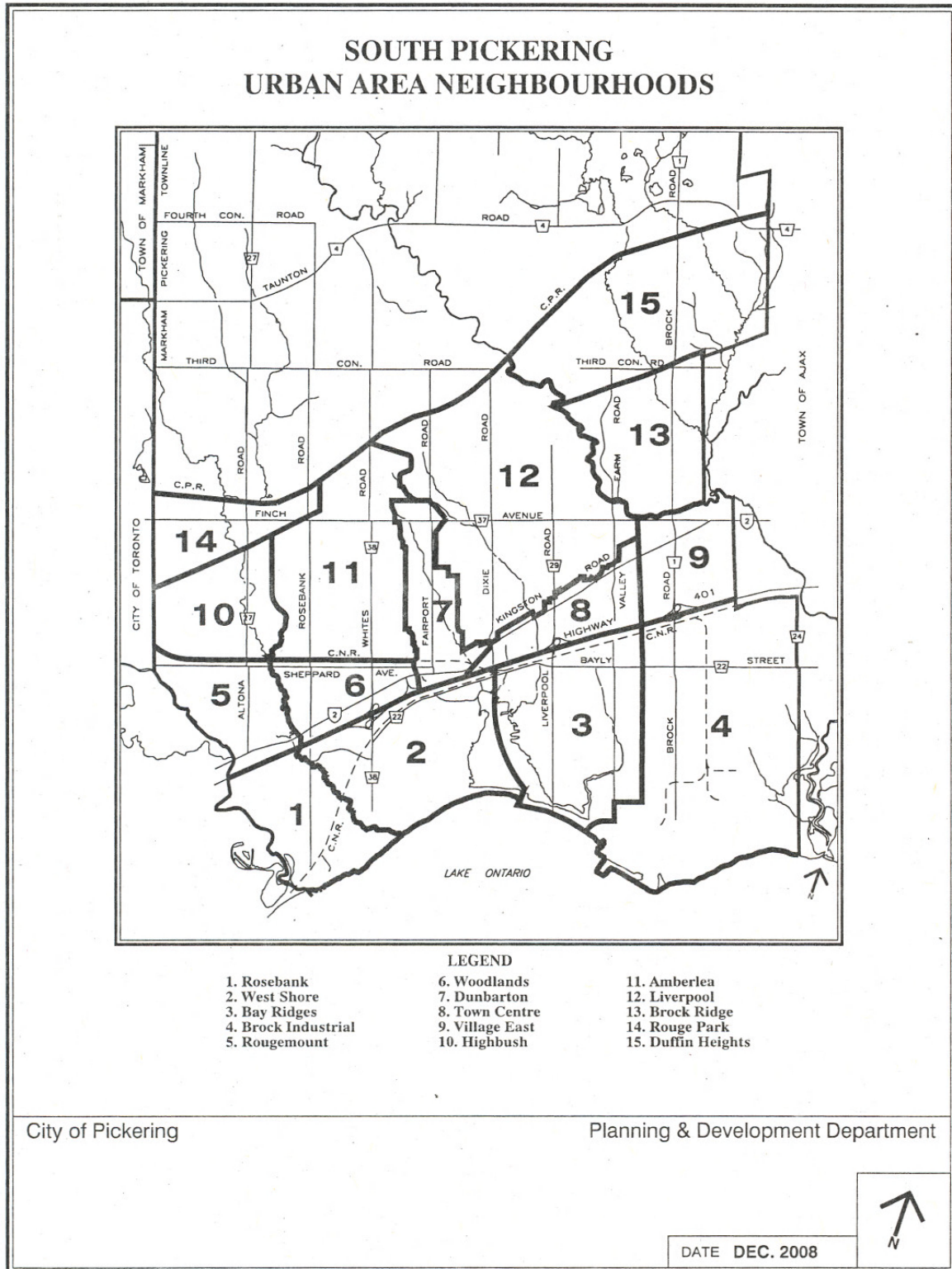
The City of Pickering has prepared detailed 20 population projections (to 2028) for the City's urban neighbourhoods and rural settlements, based on submitted, active proposals and plans for residential development to date, and vacant residential (readily developable) lands. As such, the projections do not project ultimate build-out population, do not include considerations related to redevelopment of lands currently used for other purposes, nor do they include intensification under the Province's Greenbelt Plan. These estimates, however, represent the most recent projection of population growth by urban neighbourhood and rural settlement areas. Table 2.4 and Figure 2.3 provide an overview of projected growth by urban neighbourhood and rural settlement areas to 2028, based on development application status as of December 31, 2008.

Table 2.4: Population Projections by Neighbourhood and Settlement Area (to 2028)

Planning Area	Existing Population (December 2008)	Projected Population (2028)	Growth	% Change
<b>Urban Neighbourhoods</b>				
1. Rosebank	2,670	4,126	1,456	54.5
2. West Shore	6,889	7,055	166	2.4
3. Bay Ridges	8,589	11,428	2,839	33.1
5. Rougemount	3,068	3,485	417	13.6
6. Woodlands	2,322	2,696	374	16.1
7. Dunbarton	2,476	3,684	1,208	48.8
8. Town Centre	7,043	8,625	1,582	22.5
9. Village East	5,370	6,243	873	16.3
10. Highbush	5,807	6,779	972	16.7
11. Amberlea	13,225	13,337	112	0.8
12. Liverpool	17,872	18,074	202	1.1
13. Brock Ridge	6,125	9,027	2,902	47.4
14. Rouge Park	752	1,785	1,033	137.4
15. Duffin Heights	60	8,123	8,063	13,438.3
<b>TOTAL SOUTH URBAN</b>	82,268	104,467	22,199	27.0
<b>Seaton Lands</b>	230	60,612	60,382	26,253.0
<b>TOTAL URBAN &amp; SEATON</b>	82,498	165,079	82,581	
<b>Rural Hamlets and Clusters</b>				
Greenwood	323	368	45	13.9
Kinsale	88	160	72	81.8
Staxton Glen	91	118	27	29.7
Birchwood Estates	6	75	69	1,150.0
Barclay Estates	33	105	72	720.0
Claremont & Area	1,105	1,202	97	8.8
Forest Creek Estates	0	42	42	720.0
Remaining Rural	2,838	4,324	1,486	52.4
<b>TOTAL RURAL</b>	4,484	6,394	1,910	42.6
<b>TOTAL</b>	86,982	171,473	84,491	97.1

\* Note: Projected population does not reflect ultimate build out population, but population to 2028 based on development application status as of December 31, 2008. Source: City of Pickering, Detailed 20 Year Population Projections, December, 2008.

Figure 2.3: South Pickering Urban Area Neighbourhoods



### 2.2.3 Planning Assumptions and Limitations

The population projections identified in section 2.2.1 were developed by the Region to identify how and where Durham could accommodate growth allocated to it by the Provincial Growth Plan. The City of Pickering's Planning & Development Department notes that the short term growth figures provided by the Region may be optimistic, given that the City's population has remained relatively static between 2006 and 2009. Projected growth for Northeast Pickering is also contentious, because it would be separated by a greenbelt and not contiguous with growth to the south. Staff note that the work completed by CN Watson & Associates Economists Ltd. in May of 2009 for the City's Development Charge Background (DC) Study (May 22, 2009) is considered a more detailed short term projection based on known or anticipated development proposals, considering current economic conditions, and forecasting different persons per unit based on dwelling unit type, age of dwelling, etc. The DC Study, which excludes Seaton, projects an increase in population from mid-2009 to mid-2019 of approximately 8,880 residents, for a total population of approximately 96,900 (exclusive of the Census undercount). For the Seaton planning area, the Department estimates a further 5,220 units from 2014 to 2019 representing 15,770 persons. This represents a total projected population for the City of about 112,670 residents by 2019. The City's Planning & Development Department notes that this represents a more realistic short term projection than that provided by the Region.

The City is just starting its work on implementing the Provincial Growth Plan in Pickering, and as such, there are no revised projections for South Pickering to 2031, or information on the interim timing of growth. The Region has identified that the City must accommodate about 15,000 units as intensification in South Pickering. These will be predominantly medium and higher density units, and will result in about 33,000 people. Of that amount, staff's preliminary review suggests a minimum of 5,000 of the units or 15,100 residents would be planned for in the downtown area (including the lands east of the GO station). In addition to this, Seaton's build-out population is projected at 70,000 by 2031, although information on the interim timing of growth for Seaton is not currently available.

Despite uncertainty with the interim timing of growth, the Planning & Development Department considers the 2031 population estimate prepared by the Region to be the best available long-term forecast. For the purposes of this Report, therefore, it is assumed that the 2031 population of the City of Pickering will be 225,670. The implications of this population increase are considered in subsequent chapters of this report.

### 2.2.4 Implications for Library Planning

The PPL has been contemplating an Eastern Branch for several years, and included this consideration in their 2004 capital forecast. An Eastern Branch would serve the growing communities of Duffin Heights and Brock Ridge, located to the north and east of the Central Library, and part of the Seaton Planning Area. According to Table 2.4 above, the 2008 combined population of Duffin Heights/Brock Ridge is 6,185. This population is currently being served by the Central Library. By 2028, the combined population of this area is estimated at 17,150 residents, as shown in Table 2.4. The majority of the growth for these communities is estimated to occur during the period from 2010 to 2020<sup>3</sup>. It would be prudent, therefore, for the Library to plan for a new branch to be in place to serve this population increase

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<sup>3</sup> Based on discussions with Catherine Rose, Manager, Policy, Planning & Development, City of Pickering.

by at least 2015, if population grows as anticipated. The location of a new branch relative to population growth will be addressed in a subsequent phase of this study.

Other implications of population growth on library services are considered in section 5.2 and subsequent study phases.

## 2.3 AGE DISTRIBUTION

The City of Pickering's median age in 2006 was 38.3 years compared to 39.0 years for Ontario in 2006. Pickering's age profile is comparable to the Province as a whole, with a slightly higher proportion in the younger age cohorts (age 5 to 19), and a lower proportion in the older age cohort (age 65+), although the proportion of this age group will likely increase within the next few years as the population continues to age.

**Table 2.5: Population Age Distribution**

Age Cohort	Pickering 2001 (%)	Pickering 2006 (%)	Percent Change	Ontario 2006(%)
Age 0-4	6.4	5.1	-1.3%	5.5
Age 5-14	16.3	14.8	-1.5%	12.7
Age 15-19	8.0	8.3	0.3%	6.9
Age 20-24	6.2	7.0	0.8%	6.9
Age 25-44	31.3	27.1	-4.2%	28.4
Age 45-54	16.2	17.3	1.1%	15.3
Age 55-64	8.1	11.1	3.0%	11.3
Age 65 +	7.6	9.3	1.7%	13.6
<b>Total*</b>	<b>100</b>	<b>100</b>		<b>100</b>

Source: Statistics Canada Community Profiles, 2001 and 2006.

### 2.3.1 Future Age Profile

Based on the forecasts prepared by the Ministry of Finance<sup>4</sup>, the proportion the Region of Durham's<sup>5</sup> population 0-24 years will decrease from 34% 2008 to 28% by 2031. The proportion of the population aged 55 years and over will increase from 21% in 2008 to 39% in 2031. The percentage of older adults aged 75 years and over is projected to increase from 5% of the total population in 2007 to 9% by 2031. Given the growing proportion of older adults, these forecasts point to the need for an increased range of services accessible to older adults in the years to come. While expanded services may be required for older adults as they comprise a larger proportion of the population, the overall

<sup>4</sup> Ministry of Finance, Population Projections 2007-2031 for Census Divisions in the GTA. Available at: <http://www.fin.gov.on.ca/en/economy/demographics/projections/#map>

<sup>5</sup> The Ministry of Finance Projections are only available at the Census Division level, and for Brant include the City Brantford and Brant County surrounding.

growth in population in Pickering will see increases in all age categories. Consequently, the challenge for the PPL will be to enhance services for older adults while expanding services for families, children, students, and other users.

## 2.4 EDUCATION AND INCOME

Research<sup>6</sup> has shown a positive correlation between educational attainment, higher income, and library utilization. Statistics Canada Census data for 2006 shows how the City of Pickering compares to the Province on these two indicators.

As indicated in Table 2.6 below, educational attainment for Pickering residents 15 years of age and over is slightly higher than for the Province in each category. Since 2001, educational attainment has increased overall in the City, with notable increases in the high school diploma and university certificate levels, indicating a greater demand on the Library system.

**Table 2.6: Selected Education Level Indicators**

	Pickering (2006)	Ontario (2006)
% of the population 15 years and over with:	79.7%	80.7%
A high school diploma	29.1%	26.7%
A college certificate or diploma or equivalent	21.4%	18.4%
A university certificate, diploma, or degree	24.0%	20.4%

Source: Statistics Canada, 2006

Income data from Statistics Canada for 2006 shows that the City of Pickering had a higher total income for all persons 15 years of age and over, a significantly higher median family income, and a considerably higher median household income than for the Province as a whole, as indicated in Table 2.7.

**Table 2.7: Selected Income Characteristics**

	Pickering (2005)	Ontario (2005)
Median total income of persons 15 years of age and over	\$32,530	\$27,258
Median family income	\$85,994	\$69,156
Median household income (2005)	\$84,595	\$60,455

Source: Statistics Canada, 2006

The City of Pickering has a higher income and educational achievement compared to the Province as a whole, and both indicators have risen since 2001. Higher income and education levels are often associated with expectations for higher quality services in general and higher demand for library services. There are no reliable projections of income or education for Pickering's future population; however, for the purposes of this study we will assume continued growth of both indicators with the implication of increasing demand for library services over the coming years.

<sup>6</sup> Koontz, Christine. (1997). Library Facility Siting and Location Handbook. Westport, CT: Greenwood Press, p. 96.

## 2.5 LANGUAGE, IMMIGRATION AND CULTURE

### 2.5.1 Newcomers to Pickering

Approximately 67.4% of Pickering's population aged 5 years and over lived at the same addresses between 2001 and 2006, which is higher than for the Province overall (54.8%) during the same time period.

About 69.5% of City of Pickering's residents were Canadian-born compared to about 71% for the Province as a whole, as indicated in Table 2.8. The City of Pickering's visible minority population is considerably larger than for Ontario as a whole. This is significant since linguistic and cultural groups can have a major impact on library services. Of the total visible minority population in Pickering, approximately 33.1% were of Black origin, and 29.8% were of South Asian origin.

When compared to some areas of Ontario, the number of immigrants to the Pickering area over the past 5 years appears relatively high. Although projections are not available, it can be anticipated that the population of City of Pickering will continue to become more ethnically diverse as immigration to the Province continues to increase.

**Table 2.8: Selected Immigration & Ethnicity Characteristics**

	Pickering (2006)	Ontario (2006)
<b>Immigration and Ethnicity</b>		
Canadian-born population	69.5%	70.8%
Immigrant population	30.2%	28.3%
Visible minority population	30.5%	22.8%

Source: Statistics Canada, 2006

**Table 2.9: Language Characteristics**

Characteristic	Pickering (2006)	Ontario (2006)
<b>First Language Learned and Still Understood</b>		
English only	79.1%	68.4%
<b>Language spoken at Home</b>		
English	90.0%	80.3%
Non-Official language	7.4%	15.1%

Source: Statistics Canada, 2006

**Table 2.10: Visible Minority Status**

	Pickering (2006) %	Ontario (2006) %
<b>Total visible minority population</b>	<b>26,685</b>	<b>2,745,200</b>
Chinese	6.7%	21.0
South Asian	29.8%	28.9
Black	33.1%	17.3
Filipino	10.2%	7.4
Latin American	2.5%	5.4
Southeast Asian	1.2%	4.0
Arab	2.3%	4.1
West Asian	3.0%	3.5
Korean	1.2%	2.5
Japanese	1.4%	1.0
Visible minority, n.i.e.	3.9%	2.1
Multiple visible minority	4.8%	2.8

Source: Statistics Canada, 2006

## 2.6 HOUSEHOLD AND FAMILY COMPOSITION

Couple households with children represent the largest proportion of household types in Pickering (41.6%), followed by couple households without children (25.6%). There is a significantly lower percentage of one-person households in the City compared to the Province as a whole, and the proportion of lone parent families in Pickering is similar to that of the Province. The median household income in Pickering in 2005 was significantly higher (\$84,595), compared to \$60,455 for the Province. The average dwelling value in Pickering in 2006 was \$329,200 compared to \$297,479 for the Province as a whole.

**Table 2.11: Selected Household and Family Characteristics**

	Pickering (2006)	Ontario (2006)
<b>Total – all private households</b>	28,220	4,555,025
Households containing a couple (married or common-law) with children	41.6%	31.2%
Households containing a couple (married or common-law) without children	25.6%	28.3%
One-person households	14.2%	24.3%
Other household types	18.6%	16.3%
Median household income – all households	\$84,595	\$60,455
<b>Total – number of families</b>	24,890	3,422,315
Number of married or common-law families	83.3%	84.2%
Median family income – couple families	\$92,605	\$71,884
Number of lone-parent families	16.8%	15.8%
Median family income – lone-parent families	\$47,033	\$38,448

Source: Statistics Canada, 2006

A higher percentage of households in the “family” phase of life typically translates to higher demand for library services, as does higher levels of household income.

## 2.7 EMPLOYMENT AND INDUSTRY

Pickering’s local and regional economy is largely based on energy, environmental technologies, engineering, pharmaceuticals, and bio-technologies, as well as business and finance and sales and service. Nuclear Power Generation is the most significant employer in the region, with over 6,000 employees<sup>7</sup>. According to Statistics Canada, over 23% of Pickering’s experienced labour force in 2006 was employed in the business and finance sector (compared to 18.6% for Ontario). In 2006, the City of Pickering had slightly higher participation and employment rates, and a similar unemployment rate compared to the Province as a whole, as shown in Table 2.12.

**Table 2.12: Selected Labour Force Indicators**

Indicator	Pickering (2006)	Ontario (2006)
Participation Rate	72.9%	67.1%
Employment Rate	68.1%	62.8%
Unemployment Rate	6.6%	6.4%

The major employers in Pickering, in terms of number of residents employed, from largest to smallest include; Ontario Power Generation (6,000), Harmony Logistics (750), Minacs (Worldwide) Call Centre (500), Municipal Property Assessment (350), Purdue Pharma (300) and Wardop Engineering (250).<sup>8</sup> It is notable that many employees of OPG, the largest employer in the City, are considered shift workers, which typically result in demand for library services at different times in a 24 hour cycle, and the importance of virtual library services available 24 hours per day.

<sup>7</sup> City of Pickering Community Profile 2009. City of Pickering website. Retrieved September 2009. Available at <http://www.cityofpickering.com/business/economic/pdfs/Profile2009.pdf>

<sup>8</sup> City of Pickering Community Profile 2009. City of Pickering website. Retrieved September 2009. Available at <http://www.cityofpickering.com/business/economic/pdfs/Profile2009.pdf>

## 3.0 LIBRARY TRENDS AND BEST PRACTICES

**“We are not abandoning our built libraries with the advent of the Internet, but trying to make them more long lasting, more environmentally sound, more responsible as community centres and civic innovators”. (Fox, Bette Lee. *Library Buildings 2007: Going, Going, Green*. Library Journal, 12/15/2007.)**

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 briefly summarized the most significant trends and best practices affecting libraries, and their design implications. There is of course a substantial body of literature dealing with the future of libraries in North America. Consistent with the scope of this study, we have focused on trends and best practices with implications for the space allocated to various library functions and the design of library facilities.

We have briefly noted the implications of these trends for the PPL at the end of this chapter. However, it is apparent that with a few notable exceptions, the Central Library and Petticoat Creek Branches design and allocation of functional areas and services are in many ways consistent with these trends and best practices. This is not generally the case, however, with the smaller rural branches in the overall system.

### 3.1 EMERGING TRENDS AND BEST PRACTICES IN CONTEMPORARY LIBRARY SERVICE DELIVERY AND DESIGN

#### 3.1.1 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 customers 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 increasingly becoming 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, teens, and adults;
- Multi-purpose programming rooms;
- Attractive furnishings and interior design and décor, consideration to window placement and an abundance of natural light;
- Separate coffee kiosk, gas fireplaces, lounge areas;
- Comfortable quiet reading areas separated from program areas;
- Modern accessible washrooms; and
- Open concept and flexible, fully accessible, self guiding layout.

**3.1.2 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. For these impressive facilities, 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. This is an area where the Central Library downtown may not yet be consistent with best practice, however the opportunity exists to make better use of the outdoor courtyard behind the library for these purposes, and to create a stronger relationship with City Hall.

*“The best libraries anchor communities. Because they are highly visible centres of civic life, these libraries instil 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;
- Strong and direct orientation and access to public plazas or open space that can be used for special events and programming;
- Ease of access and egress onto major transportation routes;
- Use of glass to promote transparency and invite people inside the building;
- Wireless services extending to adjacent public square;

- Designated drop-off and waiting area; and
- Adequate and accessible parking.

### **3.1.3 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 labs;
- Space for partner services, such as community information centres, government service kiosks, job banks, and job training and ESL clinics;
- Linkages to educational, institutional and business databases; and
- Flexible layout accommodating a variety of programs and activities.

### **3.1.4 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" lecture series, 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;
- Public art on display in the library;

- 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.;
- Partner spaces such as government service kiosks, employment centres, etc.

### 3.1.5 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<sup>9</sup> (and doing so at an accelerating rate), including virtual/digital reference services<sup>10</sup>, and electronic databases, and e-books<sup>11</sup>. 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 Internet<sup>12</sup>. This result was substantiated by a recent study by American Library Association<sup>13</sup>, 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.

*“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.

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.

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

*“But are libraries still relevant in the age of the Internet? ...Libraries are thriving because of the Internet!”*  
McGuiggan, 2007, Urban Development Authority of Pittsburgh.

<sup>9</sup> Kibirige, Harry. June 2001. Internet Access in Public Libraries: Results of an End User Target Pilot Study, 1997-2000. Information Technology and Libraries, pp. 113-115.

<sup>10</sup> Smyth, Joanne. March 2003. Virtual Reference Transcript Analysis: A Few Models. Searcher, pp. 26-30.

<sup>11</sup> Walker, Andy. June 16, 2003. Whither e-books? E-books story yet to unfold. Toronto Star, pg. D01.

<sup>12</sup> Market Probe Canada. January 2006. Ontario Public Libraries Market Survey. Prepared for the Federation of Ontario Public Libraries.

<sup>13</sup> American Library Association and Florida State University, October 2007. Libraries Connect Communities: Public Library Funding & Technology Access Study 2006-2007.

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 under the Canada Green Building Council (CaGBC) Program, while still others are incorporating sustainable design principles into their projects. .

### Design Considerations:

- Adequate space and well designed areas for individual study and group work;
- Daylighting<sup>14</sup>, 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.;
- 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.

### 3.1.6 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 support active streetscapes. Civic squares are often developed adjacent to libraries, allowing for cross-programming, outdoor markets and fairs and community celebrations. When linked as a wireless hotspot, users who wish to use their own laptop computers to access the Internet and resources of the library can do so from adjacent green spaces and seating areas. These activities bring large numbers of people into a local area, and help provide an economic boost to local retailers. Located in a downtown setting, libraries can increase the flow of traffic to the area and contribute to the economic vitality of the downtown core. 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, 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. As downtown Pickering evolves, there may be an opportunity to improve the relationship between the Central Library and the surrounding retail and municipal land uses.

*“...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.

<sup>14</sup> Controlled admission of natural light through windows to reduce or eliminate electric lighting.

**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;
- Wireless zone encompassing park and seating areas beyond the library;
- Walkway linkages, orientation, and functional relationship to a civic or public square outside the library.

**3.1.7 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, students, 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 customers, they also result in an operationally efficient library and a functional work environment for staff.

*“If a library decides to offer WiFi 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.

**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 workspace, office space and a visible staff presence throughout the library;
- Wide aisles and shelving designed for customer convenience;
- Self serve features including self-sort bookdrops, self-checkout, and on-line public access computer terminals throughout the library.

**3.1.8 Perceptions of the Library and Library Support**

The On-Line Computer Library Centre<sup>15</sup> has commissioned considerable research into perceptions of the public library and its value in today’s information rich world. Some of the findings that are instructive for this study include the following:

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<sup>15</sup> The Online Computer Library Centre has a number of research articles available at:  
<http://www.oclc.org/research/publications/default.htm>

- The place that libraries hold today is no longer as distinct as it once was. Libraries are synonymous with “books”.
- Libraries, many of their resources and services, and the information experts who work in libraries appear to be increasingly less visible to today’s information consumer. Over 20 percent said libraries do not fit their lifestyle.
- There is a disconnect between the user’s perception of libraries as books and the librarian’s association with a much broader set of products. Most information consumers are not aware of, nor do they use, most libraries’ electronic information resources.
- Self-reliance was a strongly held sentiment. Most library users say they have never asked for help using any library resources.
- Online information consumers are universally using the Internet search engines, rather than the library, to access electronic information resources. Quality, quantity, and speed are rated higher for search engines than for librarian assisted searches.
- Among the general population, people are reading books less and visiting the library less since they began using the Internet. Frequent library users, however, continue to be avid readers, and are visiting the library more because of the Internet. Most of the non-users do not plan to increase their use of libraries, but may access the virtual resources of the library in the future.
- Perceptions of the library are universally held. The library as an entity is constant, consistent, expected. Rejuvenation of the library brand depends on reconstructing the experience of using the physical library, and more education about what is available in terms of electronic resources.

The OCLC recently (2008) also published a report that sought to find the answer to the question: “is it possible to apply the latest marketing and advocacy techniques that are being so successfully used in other venues to create funding awareness, drive action and ultimately increase funding for public libraries?” Some instructive findings of this study follow:

- Most people claim they would support the library at voting time, however fewer firmly committed to it.
- There is a great deal that people don’t know about their public library.
- Library support is only marginally related to visitation. Advocating for library support to library users focuses effort and energy on only a small segment of the population, and misses a large potential base of supporters.
- Perceptions of the librarian are highly related to support. “Passionate Librarians” who are involved in the community do make a difference.
- The library occupies a very clear position in people’s minds as a provider of practical answers and information. This is a very crowded space, and to remain relevant in today’s information landscape, repositioning will likely be required.
- Belief that the library is a transformational force in people’s lives is directly related to people’s level of funding support.
- Increasing support for libraries may not necessarily mean a trade-off of financial support for other public services.
- Elected officials are generally supportive of the library – but not fully committed to increasing funding. Engaging “Probable Supporters and Super Supporters” to help elevate library funding needs is likely required.

### **3.2 IMPLICATIONS FOR THE PICKERING PUBLIC LIBRARY**

Many of the trends and best practices noted here reflect changes in the way people use libraries (more in-library use requiring expanded reading and working areas); the role of the library in the community (dedicated programming space; expanded community information functions; specialized services for small business; provision of government services, partnerships with other service providers such as universities, etc.); outreach to specific sectors of the community that have not traditionally been engaged by the library (e.g. youth lounges, newcomer services) improved amenities for users (e.g. food service, natural lighting, internal landscaping; reading gardens); and consideration to sustainability. All of these have facility and space implications. They require creative design and almost without exception more space than might have been customary in libraries of an earlier age. Indeed, it is these developments that largely explain why space standards have remained constant (or have increased) despite an increasing reliance on electronic information and less space devoted to print collections (particularly in the reference and non-fiction areas).

As noted above, these trends and best practices have implications for library space requirements and this will be a consideration in future planning for the overall system. They also have implications for the existing facilities. Both the Central Library and the Petticoat Creek Branch are functional libraries that in many ways consistent with these trends. Both of these libraries are operating at capacity levels in terms of collection space, reading and work space, computer usage, etc. As the population in Pickering grows, there will be increasing demand on these facilities to accommodate higher levels of in-library usage. There will be significant limitations to what can be achieved at these libraries in terms of remaining consistent with emerging trends and meeting user demands. There are also limitations to what can be achieved at the smaller rural branches: for Whitevale and Greenwood this is in part related to the age of the buildings. The Claremont Branch is the rural branch that is perhaps the most consistent with design trends, given its open concept design and co-location with a municipal service centre and fire station. The challenges and opportunities associated with existing facilities will be considered more fully in subsequent phases of the study.

## **4.0 SERVICE PROFILE**

This section provides a profile of the facilities and services of the Pickering Public Library. The five existing facilities are profiled based on information provided by the PPL and visual inspections by the consultant. Statistics on library usage compiled by PPL staff are also presented.

### **4.1 LIBRARY PROFILE**

The Pickering Public Library includes a Central Library and an Urban Branch (Petticoat Creek Branch) and three rural branches (Claremont, Greenwood, and Whitevale). The administrative centre for the library system is located within the Central Library. Virtual library services augment those available at each of the locations, and include automated interlibrary loans, on-line catalogues and circulation, as well as various partnerships and collaborations with other service partners. Table 4.1 presents a profile of the facilities and services of the PPL.

<b>Table 4.1: Pickering Public Library – Facility Information Template</b>		
	<b>Central Library</b>	<b>Petticoat Creek Branch</b>
<b>BRANCH INFORMATION</b>		
1. Estimated Catchment Population (2007 data)	60,387 (2007)	26,418
2. Geographic Area Served	Central Catchment Area	Petticoat Creek Catchment Area
3. Branch Type	Main / Central	Community Branch
4. Total Holding Capacity	Full	Full
5. Collection Size (Volumes)*	158,669	57,985
6. Reference Materials (Volumes)	2,870	1,003
7. Print Periodicals	271	118
8. Annual Circulation	767,754 (2008)	354,625 (2008)
9. Number of Visits (if available)	416,878 (2008)	164,292 (2008)
10. Number of Virtual Visits (if available)	327,150 (system – website only)	N/A
11. Total Weekly Hours of Operation (note variations if seasonal)	69.5	65.5
<b>FACILITY/STAFFING</b>		
12. Branch Size (Gross sq. feet)	31,000	10,000
13. Facility meeting room space (sq. feet)	N/A	N/A
14. Year Opened/Age of Facility	1990	2001
15. Barrier free access (yes/no)	Yes	Yes
16. Accessible washroom space (yes/no)	Yes	n/a
17. Staff in FTE	28.7 FTE (not including admin and A&B)	9.7 FTE (including all branches)
18. Net Operating Budget	Cost 2008 \$3,221,362	\$1,166,440
<b>EQUIPMENT</b>		
19. # of public access computer workstations	57	14
20. # of public access computer workstations with internet access	54	14
21. Wireless Internet access (Yes, No)	Yes	Yes
22. Seating, # of user spaces	258 (including 46 at computers)	76 (includes spaces at computers)

**Table 4.1: Pickering Public Library – Facility Information Template, Cont.**

	Claremont Branch	Greenwood Branch
<b>BRANCH INFORMATION</b>		
1. Estimated Catchment Population (2006 or more recent, as available)	1,082	334
2. Geographic Area Served	Village of Claremont	Village of Greenwood
3. Branch Type	Local / Hamlet	Local / Hamlet
4. Total Holding Capacity	Full	Full
5. Collection Size (Volumes)*	10,273	6,570
6. Reference Materials (Volumes)	124	114
7. Print Periodicals	30	18
8. Annual Circulation	10,393 (2008)	3,362 (2008)
9. Number of Visits (if available)	N/A	N/A
10. Number of Virtual Visits (if available)	N/A	N/A
11. Total Weekly Hours of Operation (note variations if seasonal)	16.5	12
<b>FACILITY/STAFFING</b>		
12. Branch Size (Gross sq. feet)	1500	1500
13. Facility meeting room space (sq. feet)	None	None
14. Year Opened/Age of Facility	1997	1980
15. Barrier free access (yes/no)	Yes	Partial
16. Accessible washroom space (yes/no)	n/a	Yes
17. Staff in FTE	Less than 1	Less than 1
18. Net Operating Budget	\$117,341	\$58,057
<b>EQUIPMENT</b>		
19. # of public access computer workstations	2	2
20. # of public access computer workstations with internet access	2	2
21. Wireless Internet access (Yes, No)	Yes	Yes
22. Seating, # of user spaces	N/A	N/A

<b>Table 4.1: Pickering Public Library – Facility Information Template, Cont.</b>	
	<b>Whitevale Branch</b>
<b>BRANCH INFORMATION</b>	
1. Estimated Catchment Population (2006 or more recent, as available)	<300
2. Geographic Area Served	Hamlet of Whitevale
3. Branch Type	Local / Hamlet
4. Total Holding Capacity	Full
5. Collection Size (Volumes)*	2,309
6. Reference Materials (Volumes)	6
7. Print Periodicals	14
8. Annual Circulation	4,173 (2008)
9. Number of Visits (if available)	
10. Number of Virtual Visits (if available)	
11. Total Weekly Hours of Operation (note variations if seasonal)	11
<b>FACILITY/STAFFING</b>	
12. Branch Size (Gross sq. feet)	225
13. Facility meeting room space (sq. feet)	None
14. Year Opened/Age of Facility	1925 Renovated
15. Barrier free access (yes/no)	No
16. Accessible washroom space (yes/no)	No
17. Staff in FTE	Less than 1
18. Net Operating Budget	\$51,313
<b>EQUIPMENT</b>	
19. # of public access computer workstations	1
20. # of public access computer workstations with internet access	1
21. Wireless Internet access (Yes, No)	No
22. Seating, # of user spaces	None

## 4.2 LIBRARY USAGE STATISTICS

The following tables provide summary statistics for different resources and service areas of the PPL for the past three years, provided by library staff. Staff clarifications and comments on significant variations are noted below the tables.

As shown below, in-library visits and circulation continue to increase at a rate of change that is consistent with population growth, however public workstation use, wireless use, use of electronic resources and visits to the library home page have all grown substantially. Staff note that declines in program attendance in some areas may be more a function of staff and resource constraints rather than lack of interest. Use of productivity software, the local history database, and attendance to business related programs appear to be on the increase.

**Table 4.3: Pickering Public Library Usage Statistics, In-Library and Virtual Services**

	2008	2007	2006	% change 07-08
<b>In person library visits (Central &amp; PC)</b>	581,170	579,571	574,732	0.3%
<b>Public workstation use</b>	281,568	132,722	142,884	112.1%
<b>Meeting room use (external)</b>	382	497	542	-23.1%**
<b>Electronic copies of the Bridge*</b>	1,267	631	583	100.8%
<b>Wireless access (Central &amp; PC)</b>	6,693	4,949	n/a	35.2%***
<b>Home Page hits</b>	296,657	267,602	367,457	10.9%

\*PPL electronic newsletter

\*\*Changing demographics/constrained staff resources

\*\*\*Increasing demand for this service at CN and PC

**Table 4.4: Pickering Public Library Usage Statistics, Current Topics and Titles**

	2008	2007	2006	% change 07-08
<b>Collection Use</b>	956,081	940,562	893,142	1.6%
<b>Program Participation</b>	2,399	3,148	2,509	-23.8%*
<b>ListServe Subscribers</b>	2,033	395	301	414.7%**
<b>Electronic product use</b>	10,012	n/a	n/a	
<b>Visiting Library Service Clients</b>	1,123	1,039	690	8.1%***

\*Changing demographics/constrained staff resources

\*\*Now includes Dear Reader subscribers

\*\*\*Changing demographics, staff champion

**Table 4.5: Pickering Public Library Usage Statistics, Lifelong Learning**

	2008	2007	2006	% change 07-08
Collection Use	132,792	152,785	155,115	-13.1%*
Program participation	14,283	20,113	24,605	-29.0%**
Electronic Product Use	134,547	n/a	n/a	
School outreach clients	856	1,702	775	-49.7%***
Productivity software use	42,299	33,450	33,330	26.5%****
Formal education support	26	61	84	-57.4%*****
Learning kits distributed	183	191	142	-4.2%

\*Move to electronic sources in this area

\*\* Lower numbers (demographics)/reduced outreach

\*\*\*Fewer staffing resources for Outreach.

\*\*\*\*Demand increasing for this service

\*\*\*\*\*Smaller/no ESL class; Literacy Tutors not counted

**Table 4.6: Pickering Public Library Usage Statistics, Non-Fiction and General Information**

	2008	2007	2006	% change 07-08
Non Fiction Collection Use	32,950	33,092	24,797	-0.4%
Program Participation	11	0	38	
Service Canada Clients	179	172	0	4.1%
General Electronic Information*	16,945	0	0	

\*Information not collected previous to 2008.

**Table 4.7: Pickering Public Library Usage Statistics, Business Resources**

	2008	2007	2006	% change 07-08
Business Collection Use	15,223	15,965	16,377	-4.6%
Program Participation*	112	105	81	6.7%
Related Electronic Materials Use**	8,847	n/a	n/a	

\* Business seminar series

\*\* First Electronic product in 2008

**Table 4.8: Pickering Public Library Usage Statistics, Local History and Genealogy**

	2008	2007	2006	% change 07-08
Local History Database (PADA)	31,226	18,572	35,486	68.1%
Program participation	7	0	13	
Personal assistance questions	295	250	298	18.0%
Electronic product use	1,463	n/a	n/a	

## 5.0 REVIEW OF LIBRARY GUIDELINES AND STANDARDS

### 5.1 SPACE PLANNING GUIDELINES

The PPL currently provides roughly 44,225 gross square feet (GSF) of library space and has a population (2008) of 92,800, indicating a per capita level of provision of about 0.48 GSF.

In the Province of Ontario, the library space planning guideline of 0.6 gross square feet (GSF) per capita has been widely applied to estimate library space needs for many years<sup>16</sup>. As noted further below, this guideline is used extensively in a number of library jurisdictions, but to the best of our knowledge has seldom been the subject of a detailed review and confirmation. An exception, however, is the work undertaken in 2005 by the Association of Rural and Urban Public Libraries of Ontario (ARUPLO). This study confirmed the guideline<sup>17</sup>. While ARUPLO generally represents smaller and more rural library systems than Pickering, this analysis was based on emerging library trends in urban areas and is therefore relevant.

It should also be noted that the 0.6GSF/capita guideline is generally rooted in the functional service requirements of the library. This is illustrated in the 1986 Ontario government publication where very similar space allocations are determined using the guideline and working out the functional requirements of the library based on formulas to determine the amount of space required to accommodate a reasonable size collection; appropriate office space for staff; allowances for working areas, non-assigned space, etc. This more detailed space planning approach is often advocated as an alternative to per capita guidelines (see for example “An Alternative to Library Building Standards” Anders C. Dahlgreen, 1998; one of the earlier proponents of this approach). However, the experience of urban libraries that have planned facility requirements using the per capita guidelines appears to closely approximate the results of this functional space planning approach. There are of course variations to this, particularly in library systems serving smaller populations and with specialized functions. However, one can argue that the per capita guideline has a strong foundation in the functional requirements of the library and therefore is backed by a solid rationale. The legitimacy of the 0.6GSF/capita guideline is also supported by a review of provision levels in other jurisdictions in Canada and the United States<sup>18</sup>.

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 3.0, trends and best practices point to the development of larger, consolidated

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<sup>16</sup> To the best of our knowledge the guideline, first appeared an Ontario Ministry of Citizenship and Culture pamphlet published in 1986.

<sup>17</sup> The ARUPLO Guidelines are currently under review, and early indications are that many functional space requirements will be increased.(based on personal communication with Kathryn Goodhue, member of the ARUPLO review committee, Sept. 2008).

<sup>18</sup> 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.

service points that suggest the guideline might be viewed as a minimum. For example, a single technology (computer) workstation requires 40-50 sq. ft. compared to the 25-30 sq. ft. required for a reading station. In addition, 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 libraries<sup>19</sup>.

This observation is supported by ARUPLO in their 2005 report, the only recent review of guidelines undertaken in Ontario. While the document retains the 0.6 GSF per capita guideline for urban centres of 35,000 population or greater, it 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”<sup>20</sup>. Perhaps indicative of the function of libraries at the time, the 1986 guidelines also excluded program and assembly space from the recommended 0.6 GSF/capita. However, today all major libraries commit considerable space to programming areas to support a role that increasingly sees the library actively engaged in community issues, reading and literacy programs and arts and community information programs. For these reasons, a review of the literature would suggest that the 0.6 GSF/capita guideline remains valid and some planners might argue represents a *minimum* guideline for projecting future library space requirements.

In addition to being a widely accepted space planning guideline, many library systems are providing space on this basis. Table 5.1 below shows the actual provision levels of libraries serving Ontario municipalities with populations ranging from about 100,000 to 250,000, as reported by CALUPL (2007). The average provision level for the Canadian municipalities listed below is 0.52 GSF/capita<sup>21</sup>.

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<sup>19</sup> Boone, Morell. 2002. Library Design – the architect’s view. A discussion with Tom Findley. Library Hi-Tech 20(3), pp. 388-292.

<sup>20</sup> Administrators of Rural and Urban Public Libraries of Ontario (ARUPLO). Guidelines for Rural/Urban Public Library Systems (2005). P. 7

<sup>21</sup> 2006 Canadian Public Library Statistics, Canadian Administrators of Large Urban Public Libraries available at [http://www.mississauga.ca/file/COM/2006\\_CULC\\_Statistical\\_Report.pdf](http://www.mississauga.ca/file/COM/2006_CULC_Statistical_Report.pdf)

**Table 5.1: Library Space Provision Levels in Comparable Urban Ontario Municipalities**

	Population	Library Space (GSF)	Provision Level
Ajax Public Library	91,000	40,600	0.45
Whitby Public Library	110,000	61,816	0.56
Waterloo Public Library	112,097	38,800	0.35
Cambridge Public Library	124,000	65,175	0.53
St. Catharines Public Library	130,000	72,050	0.55
Oshawa Public Library	155,000	92,700	0.60
Oakville Public Library	161,500	91,946	0.57
Kitchener Public Library	231,305	126,440	0.55
Vaughan Public Library	241,383	120,603	0.50
Markham Public Libraries	277,797	109,102	0.56
<b>Average:</b>			<b>.52</b>

2007 Canadian Public Library Statistics, CALUPL, July, 2007

It should be noted that the one library shown above with a significantly lower level of provision, the Waterloo Public Library, is in the process of developing two new District Libraries that will add over 40,000 square feet to their supply. Furthermore, the Waterloo system planned future requirements based on the 0.6GSF/capita guideline.

Based on the guidelines discussed in this section of the report that address general population requirements only, it would appear that that Pickering Public Library is currently deficient in terms of total library space by over 10,000 GSF. This observation will be investigated further as additional research is undertaken with future requirements.

The following discussion is a preliminary perspective on future library space requirements based on the current supply, the 0.6GSF guideline, and population projections to 2031. This will be refined in subsequent stages of the work program with consideration for other factors to arrive at recommendations concerning a future facility model and facility requirements.

## 5.2 FUTURE SPACE REQUIREMENTS

The current library space available at all Pickering locations totals 44,225 GSF. Based on application of the commonly applied library planning guideline of 0.6 sq. ft./capita, the 2008 population equates to a need for 55,680 GSF of library space. The current amount of facility space available is deficient by about 11,455 GSF. If the population grows as projected in Table 5.2, and there is no change in the amount of library space over the next 20 years, the resulting deficit will be in the range of about 90,000 GSF by 2031.

**Table 5.2: Preliminary Library Space Requirements Based on Projected Growth**

Year	Projected Population	Library Space Requirement (GSF) @ 0.6 GSF/C	Deficit or Surplus
2008	92,800	55,680	-11,455.0
2011	110,085	66,051	-21,826.0
2016	141,125	84,675	-40,450.0
2021	177,915	10,6749	-62,524.0
2026	204,290	122,574	-78,349.0
2031	<b>225,670</b>	135,402	-91,177.0

Region of Durham, June 3, 2009. Growing Durham, Our Future, Our Community, Annotated Consolidation of Regional Official Plan Amendment No. 128, pg. 10

Based on these growth projections prepared by the Region of Durham, if the status quo in terms of facility space is maintained, (and applying a population to space ratio), the library will require over 90,000 additional square feet of space to serve the projected population by 2031. There is considerable uncertainty, however, with the population forecasts, and the future role of the existing rural branches within the overall library system remains an issue. These variables and considerations will be explored further as the study progresses.

### 5.3 FACILITY AND SERVICE GUIDELINES

In addition to evaluating the overall supply of library space, this study will specify a preferred facility model for the PPL. The model will describe how the total amount of library space will be distributed among different levels of library facilities. The following is a discussion of the current facility model in Pickering. Additional analysis in subsequent stages of the study will be undertaken to recommend a preferred model for the future.

Library standards and guidelines are important tools and have been widely applied in the planning and assessment of library services, including the creation of appropriate facility models. While the guidelines can be applied to describe appropriate types of libraries with different service indicators, the selection of a preferred model is often specific to the community and wide variations are noted.

Table 5.3 below shows a generic facility hierarchy, based on guidelines compiled from various Provincial and State libraries across North America, including the Ontario Public Library and ARUPLO guidelines. Four levels of branch libraries are included in this generic model – a Central, District, Community, and Rural/Small Library, in addition to a Deposit Station where materials are dropped off and picked up. As noted previously, all levels of library shown in the hierarchy are not represented in every municipality's library system. Furthermore, municipalities across Ontario with

similar populations, demographic profiles and settlement patterns have adopted very different facility hierarchies. For example, some have applied a highly centralized approach with only one large Central or District level library dominating service provision, while others provide library services on a more decentralized basis with a number of community and/or neighbourhood-level facilities. The characteristics noted – size, collection, circulation, hours of operation and reading, working and program space – are mutually dependent. Consequently, these characteristics, when taken together, describe both the space requirements and selected service characteristics for a particular level of the hierarchy. It must be emphasized however that these service characteristics vary widely among libraries of similar size and serving similar populations. They are therefore general guidelines and variations should be expected on a case-by -case basis.

**Table 5.3: Generic Service Delivery Model**

Key Characteristics	Central Library	District Library	Community Library	Rural/ Small Library	Deposit Station
Population Served	80,000-150,000	50,000-70,000	25,000-30,000	1,000-8,000	<1,000
Size (gross sq. ft.)	50,000-90,000	30,000-45,000	15,000-20,000	1,500-4,800	1,000-2,500
Operating Hours (per week min)	65+	65	45	16	12
Collection (minimum items)	300,000	150,000	75,000	15-25,000	7,500
Circulation (annual)	640,000-1.2M	400-560,000	200-240,000	8,000-64,000	8,000
Program/Meeting Space (sq. ft.)	Min 4,000, plus specialized program/presentation spaces	3-4,000	1,500	200-350	none
Possible Specialized Service Areas	Auditorium/ assembly space; Local history/ genealogy; Computer training facilities; Community information services	Computer training facilities, community info, employment	Possibly local community information/ employment services	none	none
Internet Workstations	Minimum 50 Wireless preferred	25-50 Wireless preferred	19-25	3-5	1
Reading Areas/ Workstations	Minimum 250	Min. 200	75-130	20-35	5
Staff Space (sq. ft.)	6,000 plus Admin Staff Areas.	1,400-3,000	1,000	250-500	75

The Pickering Public Library could generally be considered the product of past decisions and specific opportunities, rather than a decision to adopt a specific model. Nevertheless, it is interesting from a planning perspective to compare the PPL’s level of service for each existing facility with the generic hierarchy above.

Pickering’s Central Library conforms in many ways to the characteristics of a Central Library in the generic hierarchy shown in Table 5.3, although the presence of the Petticoat Creek Branch in geographic proximity means that some of

its service and usage characteristics (such as circulation) are shared with the Petticoat Creek Branch. The Central Library's role in serving the downtown core is therefore more characteristic of a District Library, in terms of population served, its square footage, and its collection size. On other indicators of service, such as circulation, number of workstations, user seating, and specialized areas, it meets the guidelines for a Central Library.

Based on population served, the Petticoat Creek Branch is consistent with a Community –level Library as described by the hierarchy; however it falls short of the guidelines in terms of its overall size and collection size. Petticoat Creek also lacks the available program space consistent with a Community-level Branch, and although this may have been the intention of partnering with a recreation facility, this sharing of program space has not yet occurred. The Petticoat Creek Branch performs well in terms of overall usage however, since the branch's circulation exceeds the guidelines of a Community-level library. Other space dependent characteristics such as Internet workstations, and reading and working areas, are generally consistent with a Community-level branch.

Of the three rural libraries, the Claremont Branch's catchment population, annual circulation, and branch size are generally consistent with a Rural/Small Branch in the generic hierarchy, whereas the Greenwood and Whitevale Branches are more consistent with Deposit Stations on many of the indicators in the table above.

In the next stages of the study, a preferred model for the PPL will be prepared that will describe an appropriate mix of library types and service indicators as well as other considerations such as service area population and partnership possibilities. The existing model, and particularly the roles played by the two urban libraries (Central Library and the Petticoat Creek Branch) will be considerations in moving towards a future model.

## 6.0 CONSULTATION ACTIVITIES

### 6.1 KEY INFORMANT INTERVIEWS, STAFF AND BOARD FOCUS GROUPS

During September of 2009, the consultants conducted in-person interviews senior municipal officials and library staff, current and former Library Board members, library supporters, and other individuals knowledgeable about the community and/or the Pickering Public Library in general. Focus group sessions were held with Library staff and Board Members. Individual interviews with municipal staff were conducted to compile technical information for our analysis; however, opinions were also expressed on study issues. Participants in these interviews and focus group sessions were asked to comment on the existing strengths and weaknesses of Pickering Public Library facilities; geographic areas of the City that may be current or future priorities for a new service point; the ability of the Library to meet emerging and future needs, and any issues related to a future facility model that they felt should be addressed by this study.

Major themes from the interviews and focus group sessions are summarized in the following sections. In the discussion that follows we have summarized major points where there was considerable agreement among those interviewed. We have not attributed comments to individuals as their confidentiality was guaranteed. The opinions are as expressed by the key informants and focus group participants and do not reflect the views of the consultants. The accuracy of the observations has not been verified.

#### **Perception of Library Services:**

- Participants generally agree that the PPL provides high quality library services. Most feel that the general public also believes that the library's services are of high quality. Many note that there may be a low level of awareness among the general public, however, of the range of services and resources available at the library. Many feel that the public sees the Library as providing little more than "books".
- Participants also feel that the general public is perhaps not as engaged with the library as they could be, and there is still a significant segment of the population that does not use the library perhaps because they are not aware of what it has to offer.
- Many feel that the greatest strength of the PPL is its forward-thinking, professional, friendly and helpful staff.
- There is a perception that the Wireless services are appreciated by current users, but that they could be more heavily used by the general public.
- There were positive comments about the willingness of the PPL to embrace change and innovation and to keep abreast of emerging technologies. Some feel, however, that the public has yet to fully understand or embrace what the library has to offer in the area of emerging technologies.

#### **Weaknesses or Areas for Improvement:**

##### ***Central Library***

- Participants generally agree that although the Central Library is well used, the building predates most innovations in library design, and there are some limitations because of a lack of usable, functional space. Issues include security and supervision issues related to the two floor design (and the need to block off the

opening to the upper level for security reasons), problems with air circulation, lighting, heating and cooling, lack of space for food services, presentation spaces, program areas, etc. Retrofitting the building and rewiring for laptops has also been problematic at this facility.

- Some staff and board members felt that the Central Library has a stronger role to play in engaging other sectors such as the local arts and cultural sector, the educational sector, etc. They also feel that the Central Library should play a stronger role as a community gathering space and a social space in the downtown. They note that the major limitations to achieving these roles are related to a lack of space and resources.
- Many participants indicated that the PPL lacks a consistent identity or “brand”, and that this could be better achieved through improved signage, and consistent marketing of a new, updated PPL image or brand, and updated, modern facilities.
- Many felt that the PPL could do more to engage local businesses in downtown Pickering, with a physical connection to Pickering Town Centre, and with more outreach to the local business sector, etc.
- Some felt that the library could improve their relationship with outside spaces and create a more usable outdoor courtyard, reading garden, etc.
- Many noted that there is a lack of space for meeting rooms, not enough reading and working space during peak times, and that quiet study space is often hard to come by.
- Because the Central library predates wireless technology, there is a lack of tables and plug-ins for laptops and internal spaces are not easily reorganized to improve this situation
- Although many participants feel that staff have done a good job with the space they have, there is considerable non-usable space (such as the space surrounding the stairwell on the upper level) that some feel could be reconfigured as gallery or display space, or better redeveloped as social space.
- Some participants felt that the Central Library should play a stronger cultural role in the City’s development, and that a small theatre and/or art gallery would be a complementary addition and may help strengthen the library’s role and generate some additional revenue for the library.
- Many focus group participants would like to see light beverage, coffee, and snacks available at the Central library and at any new community branches.

***Petticoat Creek Branch***

- Participants felt the main issue with the Petticoat Creek Branch is that the library was already operating at capacity levels the day it opened, and lack of space has always been an issue. It is serving the surrounding urban population, but also serves as the main library for Pickering’s rural population because of its accessible location.
- Some of the limitations noted include lack of space to accommodate separate areas for different users (such as a teen lounge), lack of space for reading and working in the library, lack of staff office space and materials processing space, lack of group study space and quiet study space, lack of space for food services and comfortable seating, lack of meeting space, and lack of collections space (shelving is too high because not enough room to spread collections on lower shelves).
- In-library computers are heavily used and often booked through peak times, and there are many complaints from users that computers are slow and that the website is not easy to navigate.

- Although natural light is appreciated, existing windows create problems in terms of locating computers and tables/workstations for wireless access.

### Comments Related to a Future Facility Model

- There was much discussion about the future role of the rural libraries in a future facility model. Many staff noted that these branches attract a very dedicated and localized population, however that most rural library users are also accessing the urban branches for their library needs. Staff note that with the exception of Claremont, program participation seems to be declining at the rural branches.
- Many believe that keeping the rural libraries open will continue to be a political decision, but that small branches should not be a part of a new facility model.
- Some participants felt that Highway 401 presents a geographic barrier and identified a need for a new/relocated branch south of Highway 401 to serve the growing population in that area. Others disagreed and felt that most residents south of the 401 can easily access the Central Library or Petticoat Creek.
- Most agreed that new service points should be developed to meet library needs in rapidly growing communities, and that new service points should be full-service branches.
- With respect to size, it is acknowledged that Petticoat Creek (at 10,000 sq. ft.) is too small for a community-level branch, and that larger, consolidated full service branches were preferred over smaller branches.
- When asked about the type of amenities or features they would like to see in a branch library, staff noted the following: easy to navigate public areas, a gas fireplace and comfortable seating area; open foyer, ample natural light, high ceilings; open concept, adequate staff lunchroom and workspace; attractive children's programming room; clear sightlines and easy to supervise; free and adequate parking; meeting rooms and quiet study rooms, teen lounges, and a comfortable and welcoming feel to the library.
- Priorities for locating new services points include service to a growing population, accessibility via main roadway and public transit, adequate parking, safety and security, ground level entrance and accessible facility, open concept and bright, consideration to placement of materials in library, (i.e., separate children's from older adults, quiet study areas, etc.), welcoming comfortable feel, open adequate hours, comfortable seating.
- Regarding potential partners, all participants in the consultation process felt that the library should investigate possible partnerships. Virtually all participants in the consultation process felt that the co-location of library facilities with recreation facilities would be beneficial. Many identified the following benefits: because of the relationship between the municipality and the library, the partnership would be easier to negotiate than with some other party; joint facility developments would represent capital cost savings because of the potential for sharing of spaces; a library/recreation centre partnership would be more attractive and convenient to the user, and may result in higher levels of use. Opportunities to co-locate with other municipal facilities should also be considered.
- On the contrary, most participants did not agree with co-locating a library with an educational facility in general or specifically a secondary school. Many perceived this type of partnership as difficult to negotiate and manage, and many felt that there may be restrictions on library users or that the public may feel restricted in some way by the association with the education facility. Most felt that because of the lack of precedent in Pickering, the Boards of Education would not be open to such a partnership with the library.
- Many discussed the issue of downtown intensification and higher density living along the 401 corridor, and the fact that this will put additional pressure on existing Urban Branches, which are already "bursting at the seams". Participants felt that this would need to be addressed through the facility model.

## **APPENDIX A: CONSULTATION ACTIVITY PARTICIPANTS**

**Key Informant Interview Participants:**

<b>Participant</b>	<b>Position</b>
Tom Quinn	City of Pickering, CAO
Cathy Grant	Pickering Public Library, CAO
Valerie Ridgway	Director of Special Projects, PPL
Elaine Bird	Director of Support Services, PPL
Kathy Williams	Director of Public Services, PPL
Becky George	PC Branch Supervisor, PPL
Janet Goodall	PC Branch Staff, PPL
Susan Kalzer	PC Branch Staff, PPL
Colleen Bolin	PC Branch Staff, PPL
Matthew Sheehan	IT Specialist, PPL

**Staff Focus Group Participants:**

<b>Participant</b>	<b>Position</b>
Gilbert Boehm	Manager, Projects and Facilities
Chris Waid	Manager, Acquisitions and Bibliographer
Luanne White	Manager, Circulation
Kate Davis	Manager, Outreach, Programs and Publicity
Carolyn von Hasslebach	Manager of Staff Development
Maureen McVain	Manager of Collections
Karen Emmink	Sr. Research Assistant
Jennie Dercall	Sr. Circulation Assistant
Randy Jarvis	Library Technology Outreach and Tech. Services

**Board Focus Group Participants:**

<b>Participant</b>	<b>Position</b>
Paul Savel	Board Member
Jennifer O'Connell	Board Member
Afsar Naqvi	Board Member
Shirley Van Steen	Board Member

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