



# 10-Year Facilities Plan Final Report January 2010



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January 25, 2010

Mr. Gilbert Boehm  
Manager, Projects and Facilities  
Pickering Public Library  
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Pickering, ON  
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Dear Mr. Boehm:

We are pleased to provide our final report for the Pickering Public Library 10-Year Facilities Plan. This study assessed library facility requirements for the current and future population and identified a preferred approach to meeting these needs. We trust the Plan will provide staff and the Library Board with useful and important information as you plan for future library services in Pickering.

It has been a pleasure working with Steering Committee, Library and City staff, and members of the Library Board on this project.

Thank you for the opportunity to be a part of this study. If we can be of any further assistance as you implement the Plan's recommendations, please do not hesitate to contact us.

Sincerely

A handwritten signature in black ink, appearing to read 'Jim Morgenstern'. The signature is written in a cursive, flowing style.

Jim Morgenstern MES, RPP  
Principal  
dmA Planning & Management Services

cc: Laurence Cudlip, Project Architect, AECOM Canada Ltd.

## EXECUTIVE SUMMARY

This document represents the Final Report for the 10-Year Facilities Plan for the Pickering Public Library (PPL). The primary objective of the study was 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 recommends a future facility model for the PPL, providing a long-range plan for library facility provision to assist the Library Board, PPL staff, and Council in decision-making. It projects future space requirements based on accepted library planning guidelines, summarizes 10-year capital conservation requirements, comments on facility expansion opportunities, identifies a preferred facility model for the future, and documents preliminary capital cost implications. For background information on the socio-demographic and community context, the PPL's facilities and services, consultation results, and the results of the Facility Assessment, the reader is referred to two separate documents: the *Planning Context Report, November 2009* and the *Facility Assessment Report, January 2010*.

The study recommendations are presented in the following sections.

### FUTURE LIBRARY SPACE REQUIREMENTS

**Recommendation 1:** A minimum guideline of 0.6 GSF/capita should be adopted to project future library space requirements for the Pickering Public Library.

**Recommendation 2:** The Pickering Public Library should provide a minimum of 135,400 GSF of library space by 2031 to serve a projected population of 225,670.

## A PREFERRED FACILITY MODEL

- Recommendation 3:** The PPL will continue to have a Central Library in the downtown core. The Central Library will continue to serve the downtown and surrounding urban areas and provide some specialized services for the entire library system.
- Recommendation 4:** In the short term (by at least 2015), the PPL should expand the Central Library by a minimum of 10,000 GSF to help address the current shortfall of library space system-wide, to rectify current space limitations at the Central Library, and meet some growth-related needs. The proposed expansion should be built to accommodate a minimum of two additional levels, should additional library space be required at some point in the future.
- Recommendation 5:** The Petticoat Creek Branch should continue to operate as a Community Branch within the Pickering Public Library system.
- Recommendation 6:** An expansion of Petticoat Creek Branch is not considered a priority at this time, as the relatively high cost cannot be justified relative to the anticipated service improvements. At some point in the future, the Library Board may wish to investigate this opportunity further by undertaking a more detailed architectural study and cost/benefit assessment.
- Recommendation 7:** The Pickering Public Library should not build additional branches smaller than 15,000 GSF in size. Small/Rural or Neighbourhood Branches should not be included in the future Facility Model for the Pickering Public Library.

- Recommendation 8:** Pickering Public Library’s future Facility Model should include geographically dispersed District Libraries to meet growth-related needs.
- Recommendation 9:** If population grows as projected, at least two District Libraries of about 40,000 GSF should be provided. New service points should be designed to accommodate expansion should this be required in the future.
- Recommendation 10:** If population increases as projected over the next 10-year period, then a new District Library of approximately 40,000 GSF should be in place by 2019 to serve population growth in Duffin Heights and South Seaton.
- Recommendation 11:** By 2025, an additional District Library should be developed to serve the Seaton Planning Area, as warranted by long-term population growth.
- Recommendation 12:** The PPL should retain the existing Small Northern Branches with no further expansion or upgrades except those necessary to meet minimum building standards for safety and accessibility as long as the cost of maintaining the facilities and providing the service can be justified by levels of use.
- Recommendation 13:** The PPL should prepare a Small Library Policy that clarifies the role of the small rural libraries as a gateway to the PPL system, and focuses the collection on recreational reading and popular materials with limited, if any, resources for research, reference or programming. The policy should identify appropriate service standards, minimum facility requirements, and minimum performance standards based on accepted guidelines.

**Recommendation 14:** In the short term, the Library Board should formally adopt a Small Library Policy to confirm their intentions regarding the future of the small libraries within the PPL system. If a small library does not achieve minimum performance standards over a period of 2 years, or if capital conservation costs cannot be supported, then its situation should be reviewed by the Board and it should be considered a candidate for closure.

#### PRINCIPLES FOR FUTURE FACILITY DEVELOPMENT

**Recommendation 15:** As part of the planning for new District Libraries, and the expansion and or redevelopment of existing facilities as recommended in this report, the Pickering Public Library should investigate all viable partnership opportunities (community facilities, educational facilities, commercial/retail centres, other information providers, etc.).

**Recommendation 16:** Priorities for the specific location and timing of new District Library development should be determined with consideration to viable partnership opportunities.

**Recommendation 17:** For new District Library development and expansion and/or redevelopment of existing facilities, the PPL should ensure facility design and development is consistent with the principles described above, and the trends and best practices identified in the *Planning Context Report*.

**Recommendation 18:** For new District Library development and expansion and/or redevelopment of existing facilities, the PPL should ensure that energy efficiency and green building systems and technologies are incorporated in facility design.

## TABLE OF CONTENTS

<b>Executive Summary</b> .....	<b>i</b>
Future Library Space Requirements .....	i
A Preferred Facility Model.....	ii
Principles for Future Facility Development.....	iv
<b>1.0 Introduction</b> .....	<b>1</b>
1.1 Study Purpose .....	1
1.2 Study Process.....	1
1.3 Report Overview .....	2
<b>2.0 Factors Affecting the Assessment of Library Needs</b> .....	<b>3</b>
2.1 Population and Socio-Demographic Characteristics.....	3
2.2 Assumptions Regarding Future Growth.....	4
2.2.1 Population Projections to 2031 .....	4
2.2.2 Short-term (10-year) Growth Projections .....	5
2.2.3 Distribution of Future Growth.....	5
2.3 Library Trends and Best Practices .....	8
2.4 Consultation Summary .....	9
2.5 Facility Condition Assessment Summary.....	11
<b>3.0 Future Library Space Requirements</b> .....	<b>13</b>
3.1 Library Space Planning Guidelines.....	13
3.2 Future Space Requirements.....	14
<b>4.0 A Preferred Facility Model</b> .....	<b>16</b>
4.1 Facility Model Defined.....	16
4.2 The Role of the Central Library .....	17
4.2.1 Central Library Expansion Potential.....	18
4.2.2 Concept Drawings.....	20
4.2.3 Conclusion Regarding Central Library Expansion.....	21
4.3 The Role of the Petticoat Creek Branch .....	21
4.3.1 Petticoat Creek Expansion Potential.....	22
4.3.2 Concept Drawing.....	24
4.3.3 Conclusion: The Expansion of Petticoat Creek.....	25
4.4 The Number and Role of Other Library Facilities in the Hierarchy .....	26
4.4.1 Small/Rural Branches.....	26
4.4.2 Future Community Versus District Branches .....	28
4.5 Location and Timing of New Libraries Relative to Future Growth .....	29
4.6 Summary of Facility Model Considerations.....	31
4.7 The Future of Existing Small Rural Branches .....	32
<b>5.0 Principles for Future Facility Development</b> .....	<b>36</b>
5.1 Consideration of Facility Partnerships .....	36
5.2 Facility Design Considerations .....	38
5.2.1 Consistency with Trends and Best Practices .....	38
5.2.2 Designed for Sustainability .....	39
<b>6.0 Implementation and Costing</b> .....	<b>41</b>
6.1 Timing and Phasing of Facility Expansion and New Facility Development .....	41
6.2 Preliminary Estimate of Capital Costs .....	42

## 1.0 INTRODUCTION

### 1.1 STUDY PURPOSE

In September 2009, the Pickering Public Library (PPL) initiated a study to prepare a 10-year Facilities Plan and capital conservation program for library facilities. The primary objective of the study was 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.

### 1.2 STUDY PROCESS

#### **Phase One: The Planning Context**

In Phase One, 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 were used to develop a socio-demographic profile of the community. Relevant library trends and best practices were discussed, and an overview of the current state of Pickering Public Library services was prepared, based primarily on statistical information provided by the Library and library visits by the consultant. Relevant library planning guidelines and standards were reviewed, existing library services were compared to these guidelines, and deficiencies were noted. A preliminary estimate of future space requirements was developed by applying space planning guidelines to future population estimates. Phase One consultation activities included key informant interviews with senior library staff, municipal staff and elected officials, and focus groups with library staff and Board members. Phase One activities were documented in a background report, the *Planning Context Report*, submitted to the Steering Committee in November, 2009.

#### **Phase Two: Facility Assessment**

In Phase Two, the study architects/engineers documented the existing condition of PPL facilities through a visual inspection, a review of background documents and plans, and discussions with staff responsible for facility development/operation. The assessment included building structures, mechanical systems, conformity to building code and accessibility requirements. A summary report was prepared and 10-year capital conservation requirements for each facility were identified based on life-cycle

costing of major components and systems. Based on this information, the study architects also provided commentary on the options for expanding existing facilities to meet future library needs. Results were summarized in a Phase Two Facility Assessment Report. (Stand-alone report submitted separately).

### **Phase Three: Facility Model Development**

In Phase Three the results of the previous phases were reviewed at a facilitated workshop with senior City and Library staff and Library Board members. The workshop focused on a preferred facility model for the PPL, including how future library space will be distributed among existing and new branches, the role that each facility will play in the overall system, and the library service implications. Input from the workshop was used to identify a preferred facility model and prepare capital cost estimates and implications for input to the Final Report.

### **Phase Four: Final Report Preparation**

Phase Four involved the preparation, review, and submission of a Final Report for the study, including the concept drawings of potential expansions for existing facilities, capital cost estimates for new/expanded space, and service implications of the preferred facility model.

## **1.3 REPORT OVERVIEW**

The Final Report for the Pickering Public Library 10-Year Facilities Assessment includes the following chapters:

**Chapter 1:** Introduction

**Chapter 2:** Factors Affecting the Assessment of Library Needs

**Chapter 3:** Future Library Space Requirements

**Chapter 4:** A Preferred Facility Model

**Chapter 5:** Principles for Future Facility Development

**Chapter 6:** Implementation and Costing

## 2.0 FACTORS AFFECTING THE ASSESSMENT OF LIBRARY NEEDS

This section presents a summary of the information provided in the *Planning Context Report*, and the factors considered in the assessment of library needs in the City of Pickering. For more detailed information, the reader is referred to the *Planning Context Report*.

### 2.1 POPULATION AND SOCIO-DEMOGRAPHIC CHARACTERISTICS

According to the 2006 Census, the population of the City of Pickering was 87,838. This represents a 0.8% increase over the 2001 population, and a lower rate of growth than for the population of Ontario as a whole. The estimated 2008 population of the City of Pickering was 92,800<sup>1</sup>.

Pickering's age profile was slightly younger than the population of Ontario as a whole in 2006, with a higher proportion of households with young children and consequently a higher proportion in the family phase of life. Continued population growth and an increase in young families moving into new subdivisions will result in growing demand for library services to serve families, children, youth, and students. Consistent with aging trends across Canada, the proportion of older adults in the community will also continue to increase, suggesting the need for an increased range of services accessible to older adults in the years to come.

The proportion of the City's population belonging to a visible minority was considerably higher than for Ontario as a whole in 2006, and it is anticipated that the City will continue to become more ethnically diverse. People of Black, South Asian, Filipino and Chinese origins were the most prevalent among the visible minority population in Pickering in 2006. The Pickering Public Library will likely have an increasing role to play in providing services to recent immigrants, therefore resources, policies and programs will need to be in place to support access to services for linguistic and cultural groups.

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

Median household and family income in Pickering were much higher than for the Province overall, and the City had higher labour force participation and employment rates than the Province in 2006. A greater percentage of the City's population has achieved higher levels of education when compared to the Province, and there has been an increase in post-secondary educational attainment from a decade earlier. Higher income and education levels are often associated with expectations for higher quality services in general and higher demand for library services. While exact numbers are not available, a significant portion of the City's workforce commutes to employment outside of Pickering, having implications in terms of accessibility and availability of library services. As a result of these population and socio-demographic considerations, increasing service demands on the Pickering Public Library can be anticipated over the planning period for this study.

## 2.2 ASSUMPTIONS REGARDING FUTURE GROWTH

### 2.2.1 Population Projections to 2031

The City and Region are forecasting continued growth to 2031, due in part to Pickering's strategic location along Highway 401, with Highway 407 running through the City, relatively affordable housing compared 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.

The estimated 2008 population of the City of Pickering was 92,800<sup>3</sup>. Over the next 21 years, the City's population is expected to increase by 132,870 residents, resulting in a population of 225,670 by 2031. These projections are based on the most recent information from the Region and City. As noted in the *Planning Context Report*, there is considerable uncertainty in the short term about the timing of growth and in meeting the projected population by 2031. Short-term projections will not be met, but there is still an expectation that the long-term projection is reasonable. The projection in Table 2.1 represents the best available information at the time of writing this report and was adopted for this study.

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<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)

<sup>3</sup> Discussions with Catherine Rose, Manager, Policy, Planning & Development, City of Pickering, Oct. 23 through 28, 2009, via e-mail and telephone.

**Table 2.1: City of Pickering, Population Projections (2006-2031)**

Year	Projected Population	Growth	% Change
2008	92,800		
2016	141,125	48,325	52.1
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: 2016 onwards, Region of Durham, June 3, 2009. Growing Durham, Our Future, Our Community, Annotated Consolidation of Regional Official Plan Amendment No. 128, pg. 10.

### 2.2.2 Short-term (10-year) Growth Projections

The following points identify the short-term projections reflected in ongoing work by the City's Planning & Development Department to address growth-related needs.

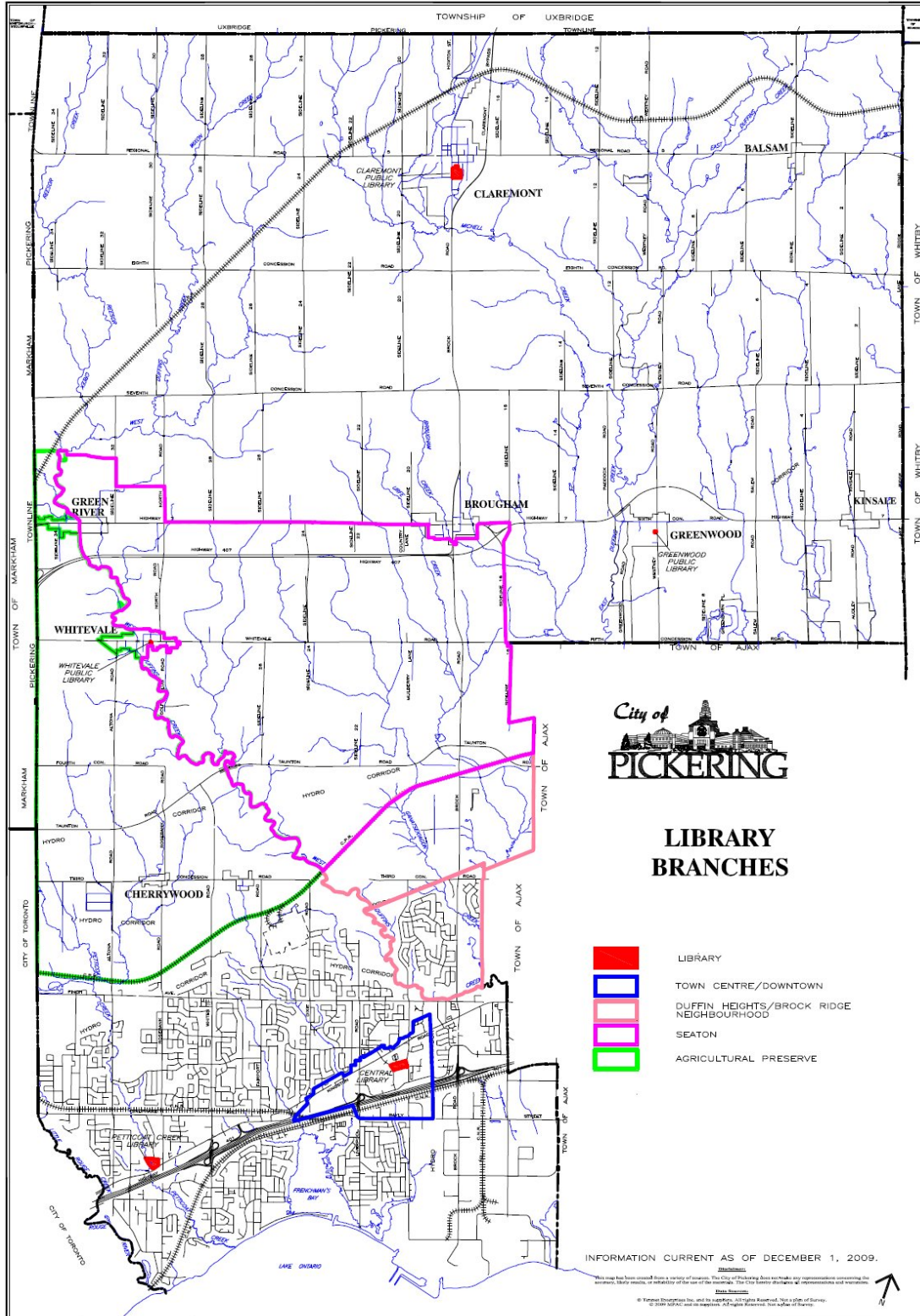
- The City's Development Charges Background Study (Watson & Associates Economists Ltd., May 2009) projects an increase from mid-2009 to mid-2019 of approximately 8,880 residents, for a total population of approximately 96,900 (exclusive of the Census undercount, exclusive of Seaton).
- For the Seaton planning area, the City projects an additional 5,220 units between 2014 to 2019, representing an additional 15,770 persons.
- A ten-year population projection (to 2019) for the City, based on the DC study and planning for Seaton as discussed in the preceding points, is estimated at approximately 112,670 residents. This is considered by the City to be a more accurate short-term projection of growth.

### 2.2.3 Distribution of Future Growth

The following points identify assumptions and considerations in the distribution of future growth, as identified by the City's Planning & Development Department. For more detailed information, refer to the *Planning Context Report*. Figure 2.1 on the page following this discussion shows the location of existing libraries in relation to future growth areas.

- The Region has identified that the City must accommodate about 15,000 units as intensification in South Pickering (geographic area south of the CNR line). 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 through intensification (including the lands east of the GO station).
- Within South Pickering, the Urban Neighbourhoods of Duffin Heights and Brock Ridge will grow from roughly 6,185 to a combined population of about 17,150 residents by 2028, and the majority of the growth is estimated to occur over the next 10 years.
- Seaton's build-out population is projected at about 70,000 by 2031.
- Northeast Pickering may grow to about 30,000 people, although this is a longer-term projection and is under much debate, because this area would be separated by a greenbelt and not contiguous with growth to the south.

Figure 2.1: Future Growth Areas in Relation to Existing Pickering Public Libraries



## 2.3 LIBRARY TRENDS AND BEST PRACTICES

The following points summarize some of the key trends affecting the design and development of contemporary libraries. For a detailed discussion, the reader is referred to the *Planning Context Report*.

- Libraries are increasingly taking on the role of a **Focal Point in the Community**, in that they are functional, welcoming, highly visible, accessible place where people come together to gather information and exchange ideas.
- Modern libraries are **High Profile, Civic Institutions** with an architectural presence in the community, a strong street orientation, and a high quality of design and design linkages with other surrounding features.
- Libraries are also playing a stronger role as **Multi-Service Providers**. Libraries are providing a forum for community learning and expression, serving as a cultural centre for a region, and helping residents to achieve their business, employment and social objectives.
- Contemporary libraries **Foster Two-way Communication** through elements of design, programming, and to the extent possible, partnerships. The spaces inside and outside the library are designed to encourage dialogue and exchange with library users, as are on-line services.
- Modern libraries are **Centres for Technology and Innovation**. Through highly trained staff, state-of-the-art technologies, and accessible programming, the public library continues to contribute to the knowledge base of the community and the information economy. They are often constructed with a focus on **resource efficiency and sustainability**.
- Contemporary libraries become **Part of an Active Streetscape**, with walkway linkages, street orientation, and a strong functional relationship to the land uses beyond the library, including downtown areas, streetscapes, neighbourhoods, etc. They are accessible by a variety of transportation modes, and provide easy access for pedestrians, cyclists, transit users and automobiles.
- Libraries are thriving on a **Customer-First Focus**, with a self-guiding layout, visible signage, operational efficient design, and a number of convenient self-serve features and a visible staff presence.

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 health and educational libraries, etc.); outreach to specific sectors of the community that may represent target groups (e.g. youth lounges, newcomer services); improved amenities for users (e.g. food service, natural lighting, reading gardens, adequate parking); 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. 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).

In this era of waning public support for the “traditional” library (where “books” are the “brand” and book drop-off/pick-up is the primary role), public libraries are reinventing themselves to have a stronger presence in the community and to remain relevant and vital as an information provider. Part of this has to do with marketing and restructuring services, but much of this re-invention has to do with the experience of the user in the physical library. Whereas the urban branches of the PPL are in many ways functional libraries that conform to many of these trends and best practices, opportunities to fully conform are constrained by an overall lack of space at these facilities. The rural branches, particularly Whitevale and Greenwood, are increasingly at odds with best practices noted here.

## 2.4 CONSULTATION SUMMARY

The following points summarize the key themes emerging from interviews with key informants and focus group sessions conducted during Phase One of the study process. The *Planning Context Report* provides greater detail concerning opinions expressed in each of these areas.

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

- Participants generally agree that the PPL provides high quality library services; although many feel that the general public is not as engaged with the Library as they could be, and there are still many non-users among the general population. Many feel that the public sees the Library as providing little more than “books”.

- There were many 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 this area.

**Weaknesses or Areas for Improvement:**

- The largest issue at the Central Library has to do with at-capacity use of available space and a lack of space to meet emerging needs and make the library more of a welcoming, community focal point. The building predates most innovations in library design, and as such lacks suitable areas for in-library reading and study, group study, meeting spaces, presentation spaces, program areas, food services, comfortable seating areas, etc. Issues of poor air circulation, safety and security, unequal heating and cooling also exist. Retrofitting the building and rewiring for laptops have been problematic, as have attempts to demarcate different areas for different groups of users.
- Many feel 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, the business sector, and that the Central Library should play a stronger role as a community gathering space and a social space in the downtown. This is not easily achieved due to at-capacity use of existing space.
- Although Petticoat Creek is architecturally pleasing and well used, participants felt the main issue with this branch is that the Library was already operating at capacity levels the day it opened, and lack of space has always been a problem. Some of the limitations include space to accommodate separate areas for different users (such as a teen lounge); reading and work space in the library; staff office space and materials processing space; group study space, quiet study space, and meeting space; space for food services and comfortable seating; collections space (shelving is too high because not enough room to spread collections on lower shelves); space for computer resources; and a lack of plug-ins and workstations for laptops.

**Comments on a Preferred Facility Model:**

- Many felt that additional rural/small libraries such as Whitevale, Claremont, and Greenwood should not be a part of a future facility model, because they attract a very small and localized clientele, are costly to operate, and cannot provide the services of larger libraries.

- For new library development, larger, full-service branches were preferred over a greater number of smaller branches offering a more limited range of services.
- Priorities for locating new services points include service to a growing population, accessible via main roadways, public transit and trail systems, and adequate parking. Design considerations include a fully accessible facility, open concept and bright, consideration to placement of materials and services (separate areas for children and older adults, quiet study areas, etc.), a welcoming and comfortable feel, and energy efficient and sustainable buildings.
- Regarding potential partners, all participants in the consultation process felt that the PPL should investigate possible partnerships, and all agreed that co-location of library facilities with recreation facilities would be beneficial. Participants were less committed to partnerships with education facilities because of a lack of precedent in Pickering, although most acknowledged that these types of partnerships could also provide many benefits. Most agreed that partnership considerations should help set priorities for future library facility development.

## 2.5 FACILITY CONDITION ASSESSMENT SUMMARY

Table 2.2 on the following page summarizes capital conservation costs for existing libraries in the PPL system over the ten-year planning period for this study. Major maintenance items and replacement costs contributing to these costs are as follows:

- **Central Library:** Roof replacement, masonry repair and replacement, skylight repair, and HVAC system improvements.
- **Petticoat Creek:** Replace east exterior wall, repaint walls and drywall ceilings, rooftop unit replacement.
- **Claremont:** Repair cement panels, replace carpet, repaint interior.
- **Whitevale:** Repaint and recaulk exterior, refinish windows.
- **Greenwood:** Masonry repair and replacement, repair and restore windows, repair, repaint and recaulk exterior.

In addition to these major cost items, all facilities will require a Survey of Designated Substances. For more details on recommended repairs and replacement items, the reader is referred to the Library Facility Assessment Report, submitted separately.

**Table 2.2: Capital Conservation Costs for Existing Libraries**

<b>Central Library</b>	
<b>Horizon</b>	<b>Budget</b>
Year 1	\$319,000
Year 5	\$365,000
Year 10	\$545,000
<b>Total:</b>	<b>\$1,229,000</b>
<b>Petticoat Creek Branch</b>	
<b>Horizon</b>	<b>Budget</b>
Year 1	\$51,000
Year 5	\$556,000
Year 10	\$295,000
<b>Total:</b>	<b>\$902,000</b>
<b>Claremont Branch</b>	
<b>Horizon</b>	<b>Budget</b>
Year 1	\$18,300
Year 5	\$14,000
Year 10	\$14,000
<b>Total:</b>	<b>\$46,300</b>
<b>Whitevale Branch</b>	
<b>Horizon</b>	<b>Budget</b>
Year 1	\$10,000
Year 5	\$19,500
Year 10	\$19,000
<b>Total:</b>	<b>\$48,500</b>
<b>Greenwood Branch</b>	
<b>Horizon</b>	<b>Budget</b>
Year 1	\$13,000
Year 5	\$150,000
Year 10	\$100,000
<b>Total:</b>	<b>\$263,000</b>

## 3.0 FUTURE LIBRARY SPACE REQUIREMENTS

### 3.1 LIBRARY SPACE PLANNING GUIDELINES

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>4</sup>. As discussed in more detail in the *Planning Context Report*, most public library systems in Ontario meet or are in the process of expanding to achieve this guideline. The most recent review of this guideline by ARUPLO confirmed its use in estimating library space needs and noted 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>5</sup>.

In some urban library systems a lower standard is applied, particularly where economies of scale can be achieved by providing a highly centralized model focused on a single Central facility. However, some municipalities provide a higher level of provision because their geography or unique population characteristics require a more decentralized approach, or because physical or geographical barriers exist. For example, a distinct multicultural or linguistic community, a neighbourhood characterized by low income and low mobility, or a population cluster separated from urban areas by a geographic barrier may warrant a local service point to ensure adequate access to library services. Our review of socio-demographic, cultural and geographic characteristics of the City, and interviews with City representatives and other stakeholders, did not identify any such issues.

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<sup>4</sup> To the best of our knowledge the guideline first appeared an Ontario Ministry of Citizenship and Culture pamphlet published in 1986.

<sup>5</sup> Administrators of Rural and Urban Public Libraries of Ontario (ARUPLO). Guidelines for Rural/Urban Public Library Systems (2005). P. 7

As discussed in Chapter 3.0 of the *Planning Context Report*, the role of the public library in the community has changed, as has the way people are using the library. Space for wireless plug-ins and workstations, in-library reading and working space, computer training spaces, group study and socialization spaces, etc., have all increased since the 0.6 GSF/capita guideline was originally conceived. Furthermore, program and presentation space is not generally included in the 0.6 GSF/capita guideline. For the purposes of estimating future space needs for the Pickering Public Library, 0.6 GSF/capita is recommended as a minimum guideline.

**Recommendation 1:**      **A minimum guideline of 0.6 GSF/capita should be adopted to project future library space requirements for the Pickering Public Library.**

### 3.2 FUTURE SPACE REQUIREMENTS

The current library space available at all Pickering locations totals 44,225 GSF. Based on application of the library planning guideline of 0.6 GSF/capita, the 2008 population requires 55,680 GSF of library space, indicating a current deficiency of about 11,455 GSF. If the population grows as projected in Table 3.1, 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. As discussed elsewhere in the report, the current shortfall of library space is affecting library service and user satisfaction. While PPL continues to provide high quality library service, they increasingly struggle with limitations associated with existing facilities. Consequently, the current shortfall should be addressed immediately so that the system does not fall further below the recommended guideline of 0.6 GSF/capita. The PPL is currently providing library space at a level of provision of about 0.48 GSF/capita, well below the recommended 0.6 GSF/capita guideline. The short-term recommendations in the following sections address this current shortfall.

**Table 3.1: 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
2016	141,125	84,675	-40,450
2021	177,915	106,749	-62,524
2026	204,290	122,574	-78,349
2031	<b>225,670</b>	135,402	-91,177

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

The long-term space requirement noted in Table 3.1 is tied to population growth. Given the uncertainty surrounding population projections these requirements should be monitored and adjusted if population does not grow as projected. If population grows as projected, providing the additional library space will be a significant financial challenge, although these costs could be partially offset by Development Charges related to growth.

**Recommendation 2:** The Pickering Public Library should provide a minimum of 135,400 GSF of library space by 2031 to serve a projected population of 225,670.

## 4.0 A PREFERRED FACILITY MODEL

### 4.1 FACILITY MODEL DEFINED

Library facility models are important planning tools. They define the roles, relationships and sizes of the different library facilities in the overall library system and describe the key service characteristics (e.g. hours of operation, collection size, computer workstations, etc.) for each facility within the overall hierarchy. When a library adopts a library classification system – such as the generic model outlined in Table 5.3 of the *Planning Context Report* – it suggests that each library within the system will conform with service guidelines appropriate to its level in the hierarchy (e.g. attempt to achieve circulation and use targets, etc.) and that each will support a specified level of service (e.g. a community branch will be open for a specified number of hours per week.). This of course means that these guidelines will be considered if residents request an increase in the hours of operation at a certain location, or someone proposes adding an additional 1,000 sq. ft. to a certain facility – suggestions which may not be warranted based on the other characteristics that define the role of the facility in question. Consequently, facility models are important decision-making tools.

PPL's existing facilities were compared to a facility hierarchy adapted from the guidelines and standards commonly applied in Ontario and elsewhere (see Table 5.3 of the *Planning Context Report*). Four levels of library facilities were 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. 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 library dominating service provision, while others provide library services on a more decentralized basis with a number of community and/or neighbourhood facilities. Facility models, therefore, are specific to the community.

It is recognized that the current PPL facility model is likely the product of past decisions and opportunities rather than a decision to adopt a particular model. On many indicators, including population served, square footage, and collection size, the Central Library's current role in serving the downtown core is more characteristic of a District Library than a Central Library. Based on population served, the Petticoat Creek

Branch is most consistent with a Community Library as described by the hierarchy; however it falls somewhat short in terms of its overall size and collection. Both of these libraries are currently at their maximum capacity in terms of collections space, in-library reading and workspace, and program space, yet both of these facilities are serving growing populations. The roles of these two facilities as part of a future library facility model are discussed in the following sections.

## 4.2 THE ROLE OF THE CENTRAL LIBRARY

The role of the Central Library is an important consideration in the development of a preferred facility model for the PPL. Consultations with staff and stakeholders suggest it is important to maintain the Central Library's role and presence in downtown Pickering, and that the Library is a key player in the downtown's development process. There was widespread agreement that the Central Library would continue to act as both a central hub for the City's library system and for the downtown, and will continue to provide the specialized services currently offered, including the local history collection, and system-wide administrative functions.

As noted in the preceding section, there is great variation in facility models among municipalities in Ontario serving similar populations. Some libraries choose to centralize services to a great extent and concentrate all library functions and specialized services at one location. Central libraries in other communities can include specialized collections, enhanced technologies (video conferencing, a/v production rooms), higher levels of adult programming, large presentation spaces, and computer training facilities that may not be provided at community branches. Many of these specialized functions could not be accommodated at Pickering's Central Library as it exists today without compromising its role in providing basic library services to surrounding residents. Discussions with staff and stakeholders confirmed an interest in maintaining the Central Library as a basic library service hub for the surrounding population, while continuing to provide the specialized services currently offered.

**Recommendation 3:**        **The PPL will continue to have a Central Library in the downtown core. The Central Library will continue to serve the downtown and surrounding urban areas and provide some specialized services for the entire library system.**

In 2008, PPL staff estimated the Central Library's service population at about 53,700 residents, including the downtown area and much of the eastern portion of the South Pickering Urban Area<sup>6</sup>. Preliminary estimates of population growth forecast an additional 15,100 residents for the Central Library's service area through intensification, although there is considerable uncertainty associated with the timing of growth<sup>7</sup>. Based on the application of the recommended 0.6 GSF/capita guideline to the projected population, about 41,300 GSF would be required to meet growth-related needs in the Central Library service area. The current library is approximately 31,000 GSF, therefore an additional 10,300 GSF would be required to meet growth-related needs.

We know from application of the guidelines to current population that the entire PPL system is already deficient by about 11,000 GSF of library space and that the Central Library and that the Petticoat Creek Branch are already at their maximum capacity in terms of space. The *Planning Context Report* identifies specific deficiencies at the Central Library, including a lack of meeting space, insufficient presentation and program space, at-capacity collections, lack of space for a youth lounge, lack of quiet study areas, among others. There is no question that further growth in South Pickering and particularly the downtown area will result in increased demand for library services at the Central Library. To address current limitations of the Central Library, to partially address overall deficiencies in the entire library system, and to meet some growth-related needs, a minimum expansion of about 10,000 GSF should be considered at the Central Library. As discussed further below, additional investigations and future circumstances may indicate that an expansion in excess of 10,000 GSF is warranted at the Central Library. Fortunately, it appears feasible to add this amount of space at this location. The following sections discuss the feasibility, constraints and limitations of expanding the Central Library on the existing site.

#### **4.2.1 Central Library Expansion Potential**

##### **Opportunities**

The Central Library is a very distinctive architectural building designed in the late 1980's and opened in 1990. The Library is part of the main Civic Complex that also includes the City Hall and a major public space known as the Mall or the Esplanade, and is "branded" as part of the main logo for the City of Pickering.

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<sup>6</sup> Projected Population Growth by Branch Estimates – 2008 to 2017, prepared by the Pickering Public Library, 2008.

<sup>7</sup> Please see the *Planning Context Report* for more detail regarding this estimate.

The proposed layout of a possible expansion considers a potential relocation of the entrance ramp to the existing underground parking garage. There are no zoning constraints on the expansion of the library. Due to the existing position on the site, the proposed expansion would extend the existing building to the east, and could accommodate a 10,000 GSF footprint without altering roadways or displacing other features.

Because the existing building has a stepped-back second floor, there is an opportunity that is not shown in the Concept Diagram, to capture existing roof area on the south side of the existing library and convert it to useable second floor space. This option has not been explored in detail as part of this preliminary assessment.

An expansion footprint of 10,000 GSF could easily be doubled or tripled by designing a two or three-storey addition. Internal connections to the existing Library are easily accommodated on the east side of the building. A re-organizing of interior spaces in the existing Library would provide opportunities to improve the functionality of the existing facility and refresh finishes.

Any proposed expansion should follow from an aesthetic viewpoint, building on the very strong design character of the Central Library. This will provide an opportunity to create an aesthetically pleasing and complementary addition to the existing building. The additional building will also help to frame the rear courtyard of the complex and enhance the exterior spaces. The new design should make use of clear span structure that would allow for maximum flexibility to the design and layout of the interior space.

Any new development would need to take advantage of 'green' technologies. In terms of sustainable design, the proposed expansion could offer an opportunity to involve more 'green' design ideas that would align with the City's developing mandate for a 'Sustainable Pickering'.

### **Constraints**

There are few physical constraints to expanding the Central Library on the existing site. The most significant issue would be to coordinate the expansion with an overall proposed redevelopment of the Civic Complex and Esplanade park areas.

As well, an expanded Library will create additional demand for parking. Our preliminary review of available information did not identify any constraints on the existing parking area on the south side of the Esplanade, and it is assumed that

additional parking can easily be accommodated. However, if the Library were to grow by more than 10,000 GSF, further study of parking needs would be required.

Recognizing that the existing building is approaching 20 years old, the issue of matching existing exterior building materials such as masonry, glazing and roofing, may result in significant costs to replicate exterior finishes. Conversely, use of currently available materials would result in a markedly different “look”, and may not match the aesthetics of the existing building.

Because the Central Library is part of a larger Civic Complex and a prominent feature in downtown Pickering, expansion of the Library would be unlikely to happen as a stand-alone development, and may trigger a greater review and possible re-development of the entire Civic Complex. An expansion of the Library would impact on available parkland in the downtown area, and this would be consideration if the entire Civic Complex was redeveloped. This would increase the timeframes, design limits, budgets and approvals of a library addition. These issues are beyond the scope of the current study, although they may affect the implementation of study recommendations.

#### **4.2.2 Concept Drawings**

The schematic on the following page provides a concept of the proposed expansion.



### 4.2.3 Conclusion Regarding Central Library Expansion

As discussed in the previous sections, an expansion footprint of approximately 10,000 GSF would be feasible on the Central Library site, would help to rectify the current space shortfall at the Central Library and system-wide, and would meet some growth-related needs. Recognizing that a 10,000 GSF expansion may not meet all growth-related needs, 10,000 GSF should be considered a minimum size for an expansion, and the expansion should be built to accommodate additional levels if required at some point in the future. As will be discussed in the following section, the expansion of the Petticoat Creek Branch may not be feasible, therefore the Central Library may also be required to serve all growth in South Pickering. Given these unknowns, a minimum 10,000 GSF expansion at the Central Library should be the priority in the short term (2-5 years), and consideration should be given to adding additional floors to the expansion area should population growth exceed projections, or if other proposed library developments and expansions do not come to fruition.

**Recommendation 4:**        **In the short term (by at least 2015), the PPL should expand the Central Library by a minimum of 10,000 GSF to help address the current shortfall of library space system-wide, to rectify current space limitations at the Central Library, and meet some growth-related needs. The proposed expansion should be built to accommodate a minimum of two additional levels, should additional library space be required at some point in the future.**

## 4.3 THE ROLE OF THE PETTICOAT CREEK BRANCH

When assessed with guidelines for a Community Branch<sup>8</sup>, Petticoat Creek generally fell short in terms of overall space and collection size, however it performed well in terms of usage, generally exceeding the guidelines for a Community Branch. Discussions with staff and other stakeholders indicate that the branch has operated at maximum capacity since the day it opened, and that a general lack of space limits service improvements. At just under 10,000 GSF, the Petticoat Creek Branch falls short of the 12,000 to 15,000 GSF minimum size required to ensure consistency with

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<sup>8</sup> See Planning Context Report for a detailed discussion.

contemporary library design trends and service expectations for a Community Branch. Still, it is an architecturally attractive facility that is well used and appreciated by the community. It is the only library serving the western portion of the municipality and its continued role in the PPL's future library system was strongly supported by all of those consulted. For these reasons, the Petticoat Creek Branch should continue to operate as a Community Branch within the PPL system, recognizing that that facility is smaller than would be recommended for contemporary library today, and that it will remain as an anomaly within the overall PPL Facility Model.

**Recommendation 5: The Petticoat Creek Branch should continue to operate as a Community Branch within the Pickering Public Library system.**

Although the timing and exact location of growth is uncertain, there is no doubt that providing quality service at the Petticoat Creek Branch will be an increasing challenge due to population growth. As noted above, there are space constraints at this facility that limit service delivery today and the current allocation of space does not conform to general guidelines for a Community Branch. Ideally, the Petticoat Creek Branch should be expanded from its current 10,000 GSF to the 15,000 GSF recommended for a community-serving branch. Opportunities to expand this library at this location may however be limited given the building's unique architecture, the configuration on the site and the facility's relationship to the adjacent recreation components. These challenges are discussed in the following section.

#### **4.3.1 Petticoat Creek Expansion Potential**

##### **Opportunities**

The Petticoat Creek Branch is a very distinctive architectural shape, with a floor plan involving an irregular angular design. The original building was designed in 2001 and construction completed in 2003. An expansion could be accommodated on the north side of the building to expand onto the site northward. The concept diagram (see Section 4.3.2) illustrates a somewhat fictional approach to an addition that builds from the unusual geometries of the main building. The addition would need to complement the existing building with its slanted walls and floor plan. The end result would be a distinctive design and an interesting and enlivening addition to the Pickering built environment.

Because Petticoat Creek runs through the site, the Toronto Region Conservation Authority (TRCA) is the main authority having jurisdiction for any expansion plans. As such, they would have the final and most significant influence on any approvals required for expansion plans. Based on the information obtained from the original library construction plans, it appears that 10,000 GSF expansion footprint would not impact on the regulatory limits for fill or the flood plain mapping. Therefore, an expansion could proceed easily within the available area of the site without a negative impact on the adjacent watershed. The topography of the site also lends itself to easy expansion. Because the site area to the north of the building is relatively flat, expansion could proceed as an extension of the existing main floor without accommodation for ramps or stairs.

The building currently accommodates the branch library and a community recreation centre. The only area on the site that would accommodate an expansion is adjacent to the recreational uses. Consequently, the proposed expansion would involve building new space for community recreation activities, thereby freeing existing areas for collections, programming space, meeting space, and other library-related functions. This existing library space could be reorganized for a combination of new book-stacks and quiet study areas. The new community recreation space would include similar programming to what is being relocated, such as a large multi-purpose room, washrooms, a separate entrance and other smaller ancillary spaces. The proposed building layout would allow for significant window-wall exposure to the wooded ravine on the west side, complementing the existing design.

In terms of sustainable design elements, the proposed expansion could offer an opportunity to involve more 'green' design ideas that would align with the City's developing mandate for a 'Sustainable Pickering'.

### **Constraints**

The primary site constraint is Petticoat Creek to the west. The City's Planning & Development Department has confirmed that zoning issues will not play a part in any expansion scenarios. For example, there is no zoning restriction on City buildings with respect to coverage. In other words, any expansion plan could consume as much site area as possible and only need to include a suitable expansion of parking areas.

A good deal of the existing green space to the north of the building would be lost to the expansion. Any proposed expansion will require redevelopment of the existing playground facility to the north of the existing building. With the new footprint and

parking expansion, there remains a sufficient area for the playground, but it would need to be repositioned closer to the adjacent residential development. This could pose issues with proximity and noise between playground users and the neighbouring residents.

Designing and constructing an addition that acknowledges the distinctive shape of the existing building is a potential constraint. This would require creative design and detailing to match or be sympathetic to the existing building, and potentially higher than average design and development costs. Given that the current building has incurred considerable repair and maintenance costs since the facility was constructed, any proposed design would need to address these issues to minimize the problems experienced with the original building.

The shape and layout of the existing building, with the community recreation features adjacent to the library space, will pose a constraint to maximizing the space for library functions. Since the proposed expansion would be to the north, the community recreation components would need to be relocated to the expanded space, and the Library would assume the redeveloped space for library functions. The recreation components in the existing building currently occupy approximately 5,500 GSF of facility space. The parallelogram shape of the existing plan makes it challenging to adapt the redeveloped space for 'standard' library fitments. Therefore, special considerations will be necessary to make the space functional for library uses, and there may be a higher than average ratio of unassigned space. There would also be considerable service disruption to both the recreation and library functions during the construction and redevelopment period.

#### **4.3.2 Concept Drawing**

The schematic on the following page provides a concept drawing of a potential addition.



### 4.3.3 Conclusion: The Expansion of Petticoat Creek

Considering the many challenges associated with expanding the Petticoat Creek facility and the relatively high cost that is likely to be associated with overcoming these challenges, an expansion of Petticoat Creek cannot be justified at this time. The priority in the short term should be expanding the Central Library to address the immediate deficit of library space relative to population in South Pickering.

At some point in the future, the Library Board may wish to investigate the expansion potential of Petticoat Creek further. At that time, a more detailed architectural assessment should be undertaken to determine the feasibility of such an expansion, and to determine if a minimum of 5,000 additional square feet of functional library space would result. In addition to confirming that functional programming space can be provided for both library and recreation uses, the costs should be confirmed. Cost premiums are likely due to the unique design of the existing building and these should be determined and assessed against the anticipated service improvements. It is possible that the cost of this relatively modest expansion will exceed the anticipated benefits. This study should also involve consultation with nearby residents to address potential impacts associated with relocating the existing playground closer to residential areas, with other site users, and with the Culture and Recreation Services Department regarding the displacement and redevelopment of the existing recreation components.

**Recommendation 6:**      **An expansion of Petticoat Creek Branch is not considered a priority at this time, as the relatively high cost cannot be justified relative to the anticipated service improvements. At some point in the future, the Library Board may wish to investigate this opportunity further by undertaking a more detailed architectural study and cost/benefit assessment.**

#### **4.4 THE NUMBER AND ROLE OF OTHER LIBRARY FACILITIES IN THE HIERARCHY**

To complete the hierarchy and the future facility model for the PPL, it is important to determine how library space requirements not provided at the Central Library and Petticoat Creek Branch will be distributed among additional service points, and the role and function of each of these service points.

##### **4.4.1 Small/Rural Branches**

When determining a preferred Facility Model, planners generally attempt to strike a balance among three key considerations – access for users; levels of service, and cost. As discussed earlier different library systems will strike this balance in different ways to best reflect their communities. In some municipalities, due to access barriers associated with distance; physical or social boundaries within communities; socio-economic or cultural differences; smaller, local branches are provided. We did not identify any barriers that would suggest this will be a consideration in Pickering in the future.

Travel time to the nearest service point is another access consideration. Library planning guidelines often indicate that the maximum travel time to the closest library should be 15 minutes in urban areas and 30 minutes in rural areas. These guidelines are achieved for the majority of Pickering residents today and new facilities will only improve accessibility.

Proponents sometimes argue that small local branches are important elements of a library system because they guarantee walk-to and bike-to access for children, youth, seniors, etc. that may not have access to other modes of transportation. This point was made with reference to the Whiteville and Greenwood branches. However, everyone making this point agreed that walk-to library access was not a reasonable objective for everyone in the community, and therefore this objective cannot be applied as a planning principle for the overall system. Surveys conducted with library users in other communities indicate the overwhelming majority drive to the public library, suggesting that the availability of parking or improvement to public transit systems may be more important considerations in determining future access than ability to walk to a local branch.

The other two considerations in determining a future facility model are cost and level of service. Generally, costs increase with the number of branches in a library system due to higher capital costs, more staff, longer total hours of operation, duplicate collections, technologies and equipment, etc. Due to the economies of scale that can be achieved, fewer service points are preferred from a cost perspective.

Finally, if access is not an issue, larger branches can generally provide higher levels of service and can include more of the types of amenities that people are looking for in contemporary libraries, including more workspace, comfortable seating areas, more Internet workstations, larger program areas, designated areas for teens and children, social space, presentation space, etc. Fewer, larger libraries will generally result in longer hours of operation which is strongly supported by most users. Larger, full-service branches are also more likely to attract partnerships, which may further enhance the level of service to the community.

In Section 4.5, specific issues associated with the future role of the existing small/rural branches (Whitevale, Greenwood, and Claremont) are discussed, and the specific facility requirements and opportunities over the next 10-year planning period are identified. However, before addressing these specific facilities, it is important to consider an overall facility model for the future. The considerations noted above and the findings to date would support a model that does not include additional small/rural or neighbourhood branches and rather focuses future facility development on larger, full-service branches. When planning future libraries for the PPL, the smallest facility that should be considered would be a Community Library with a minimum size of about 15,000 GSF, as described in the facility hierarchy for this study<sup>9</sup>.

**Recommendation 7: The Pickering Public Library should not build additional branches smaller than 15,000 GSF in size. Small/Rural or Neighbourhood Branches should not be included in the future Facility Model for the Pickering Public Library.**

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<sup>9</sup> See Planning Context Report for additional details.

#### 4.4.2 Future Community Versus District Branches

Application of the recommended 0.6 GSF per capita standard to the projected population for the City results in a requirement of approximately 135,400 GSF of total library space by 2031. The Central Library will remain a prominent feature of the preferred Facility Model and its 31,000 GSF plus a 10,000 GSF addition can be removed from the overall future space requirement. Assuming Petticoat Creek Branch remains at 10,000 GSF, approximately 84,400 GSF would remain to be distributed among future library branches<sup>10</sup>.

Branch library requirements for approximately 80,000 GSF could involve as many as two District Libraries at roughly 40,000 GSF or four Community Libraries at 20,000 GSF. The arguments noted in the preceding section related to access, cost, and level of service also apply to this discussion. A more decentralized system with up to four Community Branch Libraries will increase access but generally could result in reduced levels of service and increased costs – because larger, full-service District facilities could provide more amenities and specialized services for users and are generally more efficient to operate. In a City that will be planned to maximize transportation options, significant constraints on access that would suggest a need for a decentralized approach to facility provision are not apparent. This position is supported by the following additional considerations:

- Other major community facilities in the City – such as recreation complexes –are being planned at a district level of provision. This approach is supported by the City’s Recreation, Parks and Cultural Services Master Plan (2002);
- Pickering is a suburban City with a heavy reliance on the private automobile;
- Planning guidelines would generally suggest that up to a 15 minute drive in urban areas and 30 minutes in rural areas to reach a library is acceptable. These guidelines could be met in Pickering with District, as versus, Community branches. .

As noted above, there are two other considerations in establishing a preferred facility model. Cost will be higher the more branches there are in the library system. At this time we have no direction on cost constraints associated with future library development, but cost is clearly a significant consideration given the amount of facility

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<sup>10</sup> Considerations regarding the existing small, rural branches will be discussed in section 4.5. This assumes that these libraries will not be a part of the future facility model for the PPL.

space that must be provided between now and 2031. Consequently, fewer larger branches would be preferred. Finally, if access is not an issue, larger full-service branches will generally provide higher levels of service and attract a wider range of partnerships (to be discussed more fully in Chapter 5.0). In conclusion, in addition to the Central Library as a key component of the future PPL Facility Model, the available information supports a future facility model with District Libraries of approximately 40,000 GSF. The actual size of each library would be confirmed through more detailed study at the time of development, however 40,000 GSF should be considered a reasonable target to meet population needs and develop full-service, District Libraries.

**Recommendation 8:** Pickering Public Library's future Facility Model should include geographically dispersed District Libraries to meet growth-related needs.

**Recommendation 9:** If population grows as projected, at least two District Libraries of about 40,000 GSF should be provided. New service points should be designed to accommodate expansion should this be required in the future.

#### 4.5 LOCATION AND TIMING OF NEW LIBRARIES RELATIVE TO FUTURE GROWTH

As noted in the *Planning Context Report* and summarized in Section 2.2 of this report, there are a number of areas in Pickering that will undergo considerable growth, although the timing of development remains uncertain. One of these areas is to the north and east of the Central Library, and includes the Urban Area Neighbourhoods of Brock Ridge and Duffin Heights. The 2008 combined population of these communities was roughly 6,185. By 2028, the combined population of these communities is estimated at 17,150 residents (Table 2.3, *Planning Context Report*), and the majority of the growth is estimated to occur over the next 10 years.

Another area which will begin to develop in the short term is the Seaton Planning Area. The Planning & Development Department estimates an additional 15,770 persons for the Seaton Planning Area over the next 10 year period. Beyond that timeframe, the build-out population of Seaton is projected at 70,000 residents. The City's *Central Pickering Development Plan* envisions 15 urban neighbourhoods in Seaton, one of which incorporates the existing hamlet of Whitevale. The Plan also describes an

appropriate distribution of facilities to serve residents, workers and visitors, linked by a network of parks and open spaces that complement the natural heritage system. This network of facilities is to be connected by trails, walkways and roads, and integrated with individual residential neighbourhoods, mixed-use corridors and employment areas. Two large Community Nodes have been identified on the proposed land-use plan, and these community nodes will serve as the primary location for a broad range of social, institutional, open space and recreational facilities, including educational facilities, arts and cultural facilities, parks, recreation centres, libraries, health care facilities, childcare centres and places of worship. Although the mix of facilities will be determined during the Neighbourhood Planning stage, the principle of clustering facilities to provide for joint-use and/or multi-use of public facilities has been identified in the Plan.

City staff consider the Development Charges Background Study (Watson & Associates Economists Ltd., May 2009), which projects an increase from mid-2009 to mid-2019 of approximately 8,880 residents and a City population of approximately 96,900, to be the most accurate short-term growth projection. This study, however, did not include Seaton. If Seaton develops as planned and the Development Charges forecasts are accurate, by 2019 the City will have 112,670 residents. To ensure that library services keep pace with growth, a new District Library should be developed by 2019. This may result in a modest oversupply of library space in the 10-year horizon, but this facility will continue to respond to future growth.

**Recommendation 10: If population increases as projected over the next 10-year period, then a new District Library of approximately 40,000 GSF should be in place by 2019 to serve population growth in Duffin Heights and South Seaton.**

The exact location of the new District Library cannot be determined at this time, and will depend on a number of factors such as land availability, the potential for partnerships, and whether growth targets are achieved. Chapter 5 discusses partnership considerations and design principles for future library planning. Based on information available today, the new District Library should be developed to serve both the growing Duffin Heights/Brock Ridge community and the south eastern portion of the Seaton Planning Area, in a highly accessible and visible location on an arterial roadway. Planning for this new facility should begin no later than 2014.

Over the long term, and if the population grows as predicted, an additional District Library should be in place by 2025 to ensure library service keeps pace with population needs. Based on information available today, the new District Library should be located to serve population growth in Seaton Planning Area, with consideration to land availability, partnership opportunities, library service area gaps, accessibility and visibility. The exact location could also be influenced by population growth in North East Pickering, should projections for this area come to fruition. As with any long-term plan, the recommendations in this report should be continuously reviewed and updated to ensure they reflect changing conditions.

**Recommendation 11: By 2025, an additional District Library should be developed to serve the Seaton Planning Area, as warranted by long-term population growth.**

#### **4.6 SUMMARY OF FACILITY MODEL CONSIDERATIONS**

The facility model described here is based on a number of assumptions; the most significant of which is the considerable uncertainty surrounding the timing and extent of the growth in Pickering. Our recommendations, therefore, assume that Central Library will be expanded in the short term, that Seaton will develop as planned, and that the long-term growth projections for the City come to fruition. Although the outcome of many of these variables cannot be predicted at this time, the preferred facility model provides a reasonable basis for future planning while incorporating a good deal of flexibility. For example, if population in the downtown core exceeds projections, additional floors could be added to the proposed expansion footprint of 10,000 GSF for the Central Library to yield 20-30,000 GSF at this location. The size of the new District Branches could also be adjusted as population estimates are refined, although the ultimate size should be within the range required for a full-service District Library.

Based on the assumptions adopted for this study, the recommended future facility model for the PPL can be summarized as follows:

- An Expansion of not less than 10,000 GSF at the Central Library to yield a 41,000 GSF facility
- Two new District Libraries of approximately 40,000 GSF each
- One Community Branch at Petticoat Creek of 10,000 GSF

These facility components will result in approximately 131,000 GSF of library space in total, to meet the needs of a projected population of 225,670 in 2031. The ultimate size of the new District Libraries will be determined by population growth, and ultimately the PPL will achieve an overall level of provision of about 0.6 GSF/capita.

#### **4.7 THE FUTURE OF EXISTING SMALL RURAL BRANCHES**

As discussed earlier, it is anticipated that small branches such as Whitevale and Greenwood will increasingly fail to meet the needs and expectations of contemporary library users because of restricted hours of operation, limited collections and services, and limited space (providing limited capacity for reading and research, user amenities, and programming, etc.). Many County library systems across Ontario have recently closed small branches and consolidated library services with larger full service libraries (e.g. Huron, Oxford Counties). Library branch reductions have also occurred in other systems that serve large geographical areas with a mix of urban-rural characteristics similar to Pickering (e.g. Greater Sudbury). Many other systems serving rural areas comparable to Pickering have plans in place that will see an overall expansion of library space and the development of modern, full-service facilities but will also see a reduction in the number of small branches (e.g. Kingston Frontenac, Kawartha Lakes, Essex County). These developments are consistent with changes in library services and the needs of library users. The limitations of very small branches with restricted hours of operation (e.g. 15 hours/week) are also increasingly reflected in library guidelines and standards indicating minimum service requirements. In the future, as new full-service District Libraries are developed to serve future population growth in Pickering, it is anticipated that many users of small rural branches will elect to travel to the new libraries. For these reasons, the small libraries in Pickering will gradually experience declining use and provide less service at proportionately higher cost than other libraries in the system.

Based on these considerations, we would support the retention of small rural libraries in the PPL system in the short term but only as long as they continue to be well used and supported by the local community and the cost to maintain the buildings and provide the service is justified by the level of use. Furthermore, understanding that these branches have a restricted role and function in the future, no expansion or enhancement of service should be supported, beyond maintenance required to ensure safety, security, and consistency with regulations. Specific circumstances surrounding each of the small rural libraries are discussed in the following sections.

The Whitevale community may eventually be redeveloped as part of the Seaton Development Area. We have recommended a new District Library to serve the Seaton area and when this is developed there would be no reason to maintain the Whitevale branch. The development of a Seaton Area District Library is not anticipated for some time and other circumstances at Whitevale should be monitored as these also may affect its future. Whitevale's estimated 10-year capital conservation costs approach \$50,000<sup>11</sup>, and are within the expected range for a facility of this age and scale. This level of expenditure does not appear to be significant enough to warrant the closing of the facility assuming it continues to be used and supported by local residents. However, new legal requirements for physical accessibility may result in very significant mandatory expenditures. While amounts are unknown at this time, these expenditures may not warrant the continued operation of the branch.

Although the Claremont facility is perhaps the most consistent with contemporary design trends among the smaller branches, servicing and growth restrictions in and around this facility may limit demand for this facility over the long term. Still, most key informants we spoke with believe the Claremont library has a continued role to play in serving the surrounding community at least in the short term, and its projected capital conservation costs are less than \$50,000, which are within the expected range for a facility of this type. Claremont is also PPL's northern-most service point and the only branch north of the Seaton Planning Area. The Claremont Branch should be retained as a service point as long as it continues to be well used and supported by the community.

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<sup>11</sup> See the background report, Library Facility Assessments, for details concerning all capital conservation costs cited in this section of the report.

Greenwood's 10-year capital conservation costs were in the order of \$260,000, which are quite significant for a small facility serving a local population. These capital conservation costs should continue to be monitored as they may have an impact on the future of this branch. We note that Greenwood is designated as a historic building and for this reason the City may elect to continue to invest in the structure, regardless of the long-term capital conservation costs. This historic designation therefore may also have an impact on its continued use as a library. Other considerations include legislative requirements for physical accessibility that may result in higher costs in the short term, although these are not known at the present time. In light of these considerations, this facility's situation should be reviewed by the Board and the City and its future as a library confirmed.

In conclusion, the existing small Northern branches should be retained as library service points with the understanding that they will have a restricted role and function and that no expansion or enhancement of service will be supported, beyond maintenance required to ensure safety, security, and consistency with regulations. In addition, the PPL should adopt specific procedures to monitor the ongoing use and need for these facilities and a Policy that clarifies their role and minimum service requirements. A formal Small Library Policy should be adopted by the Board for this purpose. The Policy should, at minimum, confirm service standards based on a preferred hierarchy (i.e., hours of operation, size, seating, computer access), recommend a role that defines these libraries as a local gateway to the PPL system, providing in-library resources for recreation reading and lending popular materials but limited reference or research resources and programming. The Small Library Policy should also establish minimum performance standards (with respect to annual circulation; number of visits; cardholders, etc.), noting that if the library does not achieve minimum standards over a period of time, or if capital conservation costs cannot be supported, then its situation would be reviewed by the Board and it could be a candidate for closure.

**Recommendation 12:**     **The PPL should retain the existing Small Northern Branches with no further expansion or upgrades except those necessary to meet minimum building standards for safety and accessibility as long as the cost of maintaining the facilities and providing the service can be justified by levels of use.**

**Recommendation 13:** The PPL should prepare a Small Library Policy that clarifies the role of the small rural libraries as a gateway to the PPL system, and focuses the collection on recreational reading and popular materials with limited, if any, resources for research, reference or programming. The policy should identify appropriate service standards, minimum facility requirements, and minimum performance standards based on accepted guidelines.

**Recommendation 14:** In the short term, the Library Board should formally adopt a Small Library Policy to confirm their intentions regarding the future of the small libraries within the PPL system. If a small library does not achieve minimum performance standards over a period of 2 years, or if capital conservation costs cannot be supported, then its situation should be reviewed by the Board and it should be considered a candidate for closure.

## 5.0 PRINCIPLES FOR FUTURE FACILITY DEVELOPMENT

### 5.1 CONSIDERATION OF FACILITY PARTNERSHIPS

There have been many recent successful examples of public libraries co-locating with community recreation facilities (Angus Glen in Markham, Tansley Woods in Burlington, the McLean Centre in Niagara Falls, Frank McKechnie in Mississauga, Whitchurch-Stouffville Public Library at the Lebovic Leisure Centre are a few). Experience in Ontario consistently demonstrates a positive impact on use when libraries are co-located with recreation facilities. Opportunities for casual, drop-in use are expanded when users of the recreation centre (who in some cases may not be current users of the library), have immediate access to the library. In some cases this results in expanded library membership due to increased exposure to non-library users. Other benefits include a potential for capital cost sharing and operating efficiencies, space sharing and cross-programming opportunities, and the increased convenience for users. Key informants and focus group participants involved in the consultations during Phase One were generally in favour of co-locating library facilities with community recreation facilities, and cited many of the benefits noted above. Discussions with Pickering's Director of Culture and Recreation confirm the Department's support for co-locating libraries with recreation facilities in future multi-use community complexes.

Library staff and Board members in Pickering were generally less enthusiastic about partnerships with educational authorities, primarily because of perceived challenges associated with joint development and operations and the lack of precedent for this type of partnership in Pickering. While these are legitimate concerns because there are inevitably challenges associated with partnerships of this type, experience in Ontario indicates that with appropriate planning and 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. With secondary schools and post secondary facilities, budgets are available for building library space and for materials and staff. When combined with public library resources, larger libraries with more materials, technologies, staff, and resources can be developed that can effectively serve students and the community.

Co-location with large retail and commercial developments are also increasingly common. While these partnerships do not necessarily yield financial or service benefits to the library (indeed it can be argued that the library attracts users for the retail/commercial establishments), they may increase library use and exposure.

Furthermore, the presence of a library may become an integral part of other development schemes, (e.g. creation of a central service hub) and therefore contribute to other municipal objectives.

New, contemporary libraries will help re-position the Pickering Public Library as a vital service provider within the “information economy”, ensuring the knowledge, tools and resources required by an information-literate population are available. As such, there may be additional partnerships that would allow collaboration and synergies among other information providers in Pickering. Some examples include health service providers, business and technology service providers, digital media production agencies, etc.

All of the partnerships described above could have an impact on long-term operating costs. Not only will they provide opportunities to share basic occupancy costs in a manner that benefits the Library, but more importantly, creative partnerships with other service providers may increase the Library’s eligibility for external funding to support service provision and might provide enhanced revenue streams that are currently unavailable to libraries.

The long-term development of the Seaton Planning Area presents an opportunity for the Library to consider a wide range of partnership opportunities, including community recreation facilities, but also perhaps educational, arts and cultural, retail/commercial, as well as partnerships with other information providers. It would be in the best interest of the Library to actively explore a full range of innovative partnerships in the Seaton Planning Area.

**Recommendation 15:**     **As part of the planning for new District Libraries, and the expansion and or redevelopment of existing facilities as recommended in this report, the Pickering Public Library should investigate all viable partnership opportunities (community facilities, educational facilities, commercial/retail centres, other information providers, etc.).**

As described above, well-planned partnerships with well-structured agreements can significantly enhance benefits to facility users and facility partners alike, and reduce capital and operating costs. Research<sup>12</sup> into the “new generation” of libraries supports a wide range of partnerships, collaboration, and integration, to ensure that the Public Library becomes the “pillar of the knowledge-based economy of the future”. For these reasons, opportunities for partnership should help determine priorities and be considerations in timing and location for future library development.

**Recommendation 16: Priorities for the specific location and timing of new District Library development should be determined with consideration to viable partnership opportunities.**

## 5.2 FACILITY DESIGN CONSIDERATIONS

### 5.2.1 Consistency with Trends and Best Practices

As documented in the *Planning Context Report*, there is a large and growing volume of literature dedicated to describing trends and best practices in library design. There are also a number of recognized library building guidelines and standards that have been developed by provincial, national, and international library associations. Key elements of these trends and guidelines can be translated into principles to guide new library facility development, as noted below.

#### ***Operationally Efficient and Flexible Design***

#### ***Designed to Maximize User Convenience, and Multiple Uses***

#### ***Designed for the Seamless Integration of Technology -- Existing, New and Emerging***

#### ***Designed as an Accessible, Attractive, and Welcoming Community Hub***

The Pickering Public Library should ensure that all future library facilities are designed to meet the highest standards for high quality, contemporary libraries.

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<sup>12</sup> Newman, Wendy. 2008. *Visionary Thinking and Service Development in Public Libraries (to 2020) and Potential Application in Ontario*. Prepared for the Ontario Ministry of Culture.

**Recommendation 17:** For new District Library development and expansion and/or redevelopment of existing facilities, the PPL should ensure facility design and development is consistent with the principles described above, and the trends and best practices identified in the *Planning Context Report*.

### 5.2.2 Designed for Sustainability

Increasingly, modern libraries are adopting sustainable building practices. Sustainable building implies “the use of design and construction methods and materials that are resource efficient and that will not compromise the health of the environment or the health or well being of the building’s occupants, the general public, or future generations<sup>13</sup>.” Many recent developments across North America are pursuing the LEED (Leadership in Energy and Environmental Design) certification under the Canada Green Building Council, while still others are building to green standards and incorporating sustainable design principles into their projects, while not pursuing certification.

Consistent with the City’s Sustainable Pickering initiatives and recent *Sustainable Community Award in Planning* (June 2008), the Pickering Public Library should ensure that new and redeveloped library facilities are designed and constructed with a focus on energy efficiency and future sustainability. This may mean the layout and design of the facility is compatible with the ecology of the building site; locally available building materials or recycled/historic materials are considered; passive solar features are incorporated in the design; energy efficient interior fixtures and equipment are installed; and “green” building systems are considered for heating, waste water treatment and energy generation. The Library should ensure that energy-efficient components and green building systems are considered for all new library facility development, and for redevelopment and expansion of existing facilities. PPL facilities should be built to a standard of construction that would achieve the equivalent of a LEED Silver designation under the Canadian Green Building Council (CaGBC) certification system.

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<sup>13</sup> Ontario Association of Architects, web page on definitions.

**Recommendation 18:** For new District Library development and expansion and/or redevelopment of existing facilities, the PPL should ensure that energy efficiency and green building systems and technologies are incorporated in facility design.

## 6.0 IMPLEMENTATION AND COSTING

### 6.1 TIMING AND PHASING OF FACILITY EXPANSION AND NEW FACILITY DEVELOPMENT

This Chapter outlines an approach and possible timetable for implementation of the study recommendations. The following assumptions have been adopted to guide implementation:

- As discussed in Chapter 3.0, the OPL guideline of 0.6 GSF/capita will be adopted as a minimum standard to determine future library space requirements.
- By 2031, the population of the City of Pickering will be 225,670, resulting in a need for approximately 135,400 GSF of library space.
- Planning for the expansion of the Central Library should begin immediately.
- Planning for new District Library development will begin 5 years in advance of estimated facility openings.

Table 6.1 below shows population projections in relation to recommended facility expansions and new facility developments, and the resulting library space. As noted earlier in the report, the short-term recommendations are aimed at addressing the current and growing deficiency in library space relative to population, while long-term recommendations are aimed at addressing future needs related to growth. In reality, if the City's population does not grow as projected, then new District Library development can be phased accordingly. The recommended phasing of development ensures that resources will not be committed to new facility development until the necessary population is in place to support the new libraries.

**Table 6.1: Potential Phasing of Expansion and New Library Development**

	Projected Population	Library Space Requirements OPL Guideline (0.6 GSF/capita)	Expansion and New Development (GSF)	Deficit/Surplus*	Resulting Library Space (GSF)
<b>2008</b>	92,800	55,680	<ul style="list-style-type: none"> <li>Begin planning for Central Expansion</li> </ul>	-11,455	
<b>2016</b>	141,125	84,675	<ul style="list-style-type: none"> <li>10,000 additional GSF added to Central Library by 2015</li> </ul>	-33,675	51,000 GSF
<b>2021</b>	177,915	106,749	<ul style="list-style-type: none"> <li>New 40,000 GSF Library in Place by 2019</li> </ul>	-15,749	91,000 GSF
<b>2026</b>	204,290	122,574	<ul style="list-style-type: none"> <li>New 40,000 GSF Library in Place by 2025</li> </ul>	8,426	131,000 GSF
<b>2031</b>	<b>225,670</b>	135,402		-4,402	

\* Existing Small Library space not considered beyond 2015.

## 6.2 PRELIMINARY ESTIMATE OF CAPITAL COSTS

Table 6.2 following presents capital cost estimates for recommended new library development, including an allowance for achieving the equivalent of a LEED Silver level of construction, site development for new services, contingencies and soft costs, equipment and fitments, permits, landscaping requirements, engineering design fees, engineering contract administrative fees, project management costs, and IT requirements.

These costs are preliminary estimates generally consistent with recently tendered comparable projects. However, there has been considerable volatility in the construction market and prices appear to have been impacted by stimulus funding and the resulting impacts on the demand for labour and materials. It is therefore very difficult to accurately project capital costs in the current environment.

Actual costs for library facility development will vary significantly depending on design, quality of materials and finishes, site conditions etc. A base construction cost of \$300/GSF was adopted for new construction. For expansion of the Central Library, a cost of \$350 per square foot was assumed, due to the complexity associated with expanding and redeveloping existing spaces and matching exterior finishes. These cost estimates will generally achieve a high quality of construction consistent with contemporary library design and development. In developing new library facilities and building additions, it is assumed that the Library will make every attempt to incorporate energy-efficient elements and technologies into the design and development of facilities. An estimate for achieving a LEED Silver-equivalent level of design and construction is included (8%). Not included is the cost of the LEED accreditation process. The estimate also includes customary allowances for other project costs, contingencies and site development considerations (assuming no unusual site conditions; hazardous materials; unusual soil conditions). The estimate does not include allowances for parking or other site features.

Costs associated with additional library materials are not included in these estimates. Land acquisition costs are also not included. Other exclusions include (as applicable):

- Demolition of Existing Facilities
- Temporary Relocation Costs/Moving and Storage
- Financing Charges
- Legal and Administrative Costs
- GST

Costs are in 2010 dollars and do not allow for price escalation to the time of tender. Escalation by 8% per year to approval plus one year to tender could be assumed.

It is assumed that co-location partnerships will be a priority for new library facility development. While total library space requirements would not necessarily change if partnerships are pursued, and consequently the overall cost for the library component is a reasonable estimate for these scenarios, in reality there may be some sharing of spaces that may reduce the capital cost of these facilities. In those instances where the library is co-developed with another facility partner, only the costs for the library component are shown below. In all cases, these preliminary capital cost estimates must be refined and confirmed closer to the scheduled implementation period.

**Table 6.2: Preliminary Estimate of Capital Costs**

<b>Cost Category</b>	<b>Central Library Expansion by 2015</b>	<b>New District Library By 2019</b>	<b>New District Library By 2025</b>
Building Expansion (\$350)	10,000 GSF		
New Construction (\$300)		40,000 GSF	40,000 GSF
Total Building Construction:	\$3,500,000	\$12,000,000	\$12,000,000
<i>Site Development, New Services (10%)</i>	\$350,000	\$1,200,000	\$1,200,000
Net Construction Estimate:	\$3,850,000	\$13,200,000	\$13,200,000
<i>LEED Silver Equivalency (8%)</i>	\$308,000	\$1,056,000	\$1,056,000
<i>Contingency and Soft Costs (10%)</i>	\$385,000	\$1,320,000	\$1,320,000
<i>Equipment &amp; Fitments (10%)</i>	\$385,000	\$1,320,000	\$1,320,000
<i>Permits and Approvals (1.5%)</i>	\$57,750	\$198,000	\$198,000
<i>Landscape &amp; Site Plan Requirements (1%)</i>	\$38,500	\$132,000	\$132,000
<i>Engineering Design Fees (8%)</i>	\$308,000	\$1,056,000	\$1,056,000
<i>Net Total:</i>	<i>\$1,482,250</i>	<i>\$5,082,000</i>	<i>\$5,082,000</i>
<b>Total Estimated Capital Cost</b>	<b>\$5,332,250</b>	<b>\$18,282,000</b>	<b>\$18,282,000</b>

As shown in Table 6.2 above, a preliminary estimate of capital costs for expanding the Central Library would be approximately \$5.3M, and each new 40,000 GSF District Library would be approximately \$18.2M in 2010 dollars. These costs do not take into account potential partner contributions, grant monies available at the time of implementation, the enhanced availability of development charges funding with growth, or other funding sources. Notwithstanding these considerations, it is apparent that this is a challenging capital development strategy. It is geared to population growth and meeting minimum guidelines for new library facilities, but may be difficult to achieve. While it may be necessary for financial reasons to delay some of these capital projects, every effort should be made to conform to the schedule in Table 6.2.