Minutes – Standing Policy Committee on Protection and Community Services – July 5, 2012

REPORTS

Minute No. 90 Library Redevelopment Strategy – New Infrastructure vs. Lease Options

STANDING COMMITTEE RECOMMENDATION:

The Standing Policy Committee on Protection and Community Services concurred in the recommendation of the Winnipeg Public Service, and referred the following to the 2013 Capital Budget Process:

1. That capital funding of $20,964,000 associated with the long-term Library Facility Redevelopment Strategy be referred to the current Capital Budget process (*See Table A - Preliminary Capital Requirements for Library Redevelopment Strategy*); and further that the following principles be considered with each library branch redevelopment:

    A. Maximize investment and revenue (tax base) potential relative to the redevelopment of existing City of Winnipeg owned lands where stand-alone Library facilities currently exist;

    B. Maximize community benefit in terms of exploring mixed use development opportunities which may include residential, community spaces, library facility space; as well as other partnership possibilities;

    C. Recognize the increasing influence of technology and providing for the most efficient and effective facility space options in delivering contemporary public library services.

2. That with Library Branch replacement projects where a potential development opportunity exists, an RFQ/RFP will be issued.

3. That incremental municipal accommodation operating funds required for each library branch redevelopment be included in the Mill Rate Support Budget as each library branch project comes forward for final approval.

4. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

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DECISION MAKING HISTORY:

Moved by Councillor Smith,

That the Winnipeg Public Service recommendation be concurred in and referred the matter to the 2013 Capital Budget Process.

Carried

Mr. C. Wightman, Director of Community Services noted an error in the report that the following words should be struck from Note 1 on page 3 of the report "Refer to Appendix B for the assumptions of the long term cost implications and lease vs. buy analysis.", inasmuch as the information has been imbedded in the report.

STANDING COMMITTEE RECOMMENDATION:

On May 28, 2012, the Standing Policy Committee on Protection and Community Services granted a further extension of time to July 5, 2012, for the Winnipeg Public Service to report back as directed by Council on December 13, 2011.

On April 2, 2012, the Standing Policy Committee on Protection and Community Services granted an extension of time to May 28, 2012, for the Winnipeg Public Service to report back as directed by Council on December 13, 2011.

COUNCIL DECISION:

On December 13, 2011, Council adopted the 2012 Capital Budget, and directed the Winnipeg Public Service to report back to the Standing Policy Committee on Protection and Community Services, within 120 days, with a strategy for the redevelopment of previously prioritized Libraries as follows:

1. New Infrastructure Option – Replacement;
2. Lease Option – Relocation.

ADMINISTRATIVE REPORT

Title: **Library Facility Redevelopment Strategy**

Critical Path: Standing Policy Committee on Protection and Community Services

AUTHORIZATION

Author	Department Head	CFO	CAO
R. Walker	C. Wightman	J Ferrier o/b Mike Ruta	Deepak Joshi

RECOMMENDATIONS

1. That capital funding of $20,964,000 associated with the long-term Library Facility Redevelopment Strategy be referred to the current Capital Budget process (*See Table A - Preliminary Capital Requirements for Library Redevelopment Strategy*); and further that the following principles be considered with each library branch redevelopment:

    - Maximize investment and revenue (tax base) potential relative to the redevelopment of existing City of Winnipeg owned lands where stand-alone Library facilities currently exist
    - Maximize community benefit in terms of exploring mixed use development opportunities which may include residential, community spaces, library facility space; as well as other partnership possibilities
    - Recognize the increasing influence of technology and providing for the most efficient and effective facility space options in delivering contemporary public library services.

2. That with Library Branch replacement projects where a potential development opportunity exists, an RFQ/RFP will be issued.

3. That incremental municipal accommodation operating funds required for each library branch redevelopment be included in the Mill Rate Support Budget as each library branch project comes forward for final approval.

4. That the proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

- On December 7, 2011, Executive Policy Committee moved a motion as part of the capital budget deliberations that indicated the Winnipeg Public Service be directed to report back to the

Standing Policy Committee on Protection and Community Services within 120 days, with a strategy for the redevelopment of previously prioritized libraries as follows:

A. New Infrastructure Option – Replacement
B. Lease Option – Relocation

IMPLICATIONS OF THE RECOMMENDATIONS

- This report recommends a redevelopment strategy for eight existing city library facilities that have been identified as being in greatest need of replacement for the Community Services Department, Library Services Division; namely Charleswood, St.Vital/Windsor Park, Transcona, River Heights, Westwood, St. James and West Kildonan in priority order. Each branch is more than fifty years old, in need of renovation and maintenance upgrades, has significant accessibility and functional layout issues, and lacks many of the amenities that modern public libraries provide their customers. Further detail on each branch is provided in Appendix A.

- The following principles will be considered with each library branch redevelopment:

  - Maximize investment and revenue (tax base) potential relative to the redevelopment of existing City of Winnipeg owned lands where stand-alone Library facilities currently exist
  - Maximize community benefit in terms of exploring mixed use development opportunities which may include residential, community spaces, library facility space; as well as other partnership possibilities
  - Recognize the increasing influence of technology and providing for the most efficient and effective facility space options in delivering contemporary public library services.
  - That with projects where a potential development opportunity exists, an RFQ/RFP will be issued.

- For the purposes of developing a preliminary Capital Budget plan, the financial implications associated with this strategy are based on an initial generic library design that is approximately 14,000 sq. ft, has approximately 40 parking stalls, and is a single floor fully accessible operation. Each facility would be designed with roughly the same amenities to meet the contemporary needs of library users. In addition, to ensure conservatism in estimation of Capital Budget requirements, cost factors are included (e.g., land acquisition), where it is not determinable that such cost factors are unavoidable

- The merit of lease vs. build would be explored and finalized at the time that an Administrative Report on each Library Branch project comes forward for Council approval.

- The total incremental capital budget funding required for the proposed Library Redevelopment Strategy is estimated at $20,964,000 from 2013 – 2020 (see Table A below), assuming that prior years' capital is not closed during the 2012 Capital Closure process. The Capital Estimates have not considered potential net proceeds of disposition of existing library sites as a capital funding source as per the Council approved Recreation, Leisure and Libraries Facilities Policy.

Financial Implications –
Preliminary Capital Estimates Summary

TABLE A: Incremental Capital Budget Implications

Library Branch	Construction Year (Note 1)	2013 Capital Budget	2014 Capital Budget	2015 Capital Budget	2016 Capital Budget	2017 – 2020 Capital Budget
Charleswood	2013	958,000				
St. Vital – Windsor Park	2013	5,818,000	-	-	-	-
Transcona	2014	-	5,083,000	-	-	-
River Heights	2015	-	-	5,360,000	-	-
Westwood	2017					1,168,000
St. James	2018					6,192,000
West Kildonan	2020					1,785,000
Total Capital Budget Required		**6,776,000**	**5,083,000**	**5,360,000**	**-**	**9,145,000**
Existing Capital Budget (Note 2)		**6,776,000**	**724,000**	**-**	**-**	**-**
Total Incremental Capital "Library Replacement – New Infrastructure" Budget Required		**-**	**4,359,000**	**5,360,000**	**-**	**9,145,000**
Total Incremental "Library Shelving and Furniture Replacement" Capital Program		**600,000**	**300,000**	**300,000**	**-**	**900,000**
Total Increment Capital Required		**600,000**	**4,659,000**	**5,660,000**	**-**	**10,045,000**
Total 2013 – 2020 Incremental Funding Required		**20,964,000**				

Note 1: The Public Service has not prepared any minimum design criteria or technical specifications for library development. As such, Capital Budget requirements represent an order of magnitude of potential cost associated with development. Estimates are inclusive of all items necessary for development or otherwise prepare asset(s) ready for the intended purpose including, but not limited to, a representative amount for all contractor fees, consulting fees, and associated contingencies and burdens (e.g., finance & administration, etc.). In addition, to ensure conservatism in estimation of Capital Budget requirements, cost factors are included (e.g., land acquisition), where it is not determinable that such cost factors are unavoidable. Refer to Appendix B for the assumptions of the long term cost implications and lease vs. buy analysis.

Note 2: The Library Replacement – New Infrastructure capital sheet in the 2013 – 2017 Five-Year Forecast includes $5.5 million in 2013 that was projected to be used for St. Vital/Windsor Park amalgamation. Previous budgets of $2.0 million in this same capital project (2009 and 2011 funding) could be used for the estimated tenant improvements required for a new Charleswood library lease ($958,000) and the remaining funds (approximately $742,000) could be used for the preliminary design and architectural work for a new Transcona library. Total existing capital budget (2009, 2011, 2013) is $7.5 million.

- The incremental operating funds required for each library branch redevelopment will be referred to the Mill Rate Support Budget as each project comes forward for final approval.

- It is anticipated that there will be no increase in library staffing required under this strategy as the proposed facility plan is based on a single floor configuration, one service desk delivery model, no increase in hours of operation (e.g. While a new regional library replacing the St. Vital and Windsor Park libraries would have a wider range of hours available, the total hours available will not be greater then the hours of the two existing libraries combined), and the expansion of self-service technology.

- This report does not consider any potential net new library facilities beyond the current complement of branches. Net new facilities would be addressed on a case-by-case basis as new areas of the city (E.g. Waverley West & Sage Creek) develop and reach sufficient capacity to warrant consideration of adding a new library as per the City approved Recreation, Leisure and Libraries Facilities Policy.

HISTORY

The Public Library environment has undergone significant changes in the past decade. New developments in library automation, electronic resources, self-service options, eBooks, social media and mobile technologies are changing the ways that libraries are used by our customers. Despite the changes occurring in how people access information, libraries remain very important to the public. In 2011, Winnipeg Public Library had a 96.6% satisfaction rating from the citizens of Winnipeg.

Libraries remain so well used and valued because they are more than just a place to borrow a book. The public library today is the community hub for early childhood literacy, leisure activity, life long learning and information access. Libraries help newcomers with the information they need about job opportunities, education and social services in their communities. Libraries assist students with homework help and on-line resources and provide tutorial rooms where they can study. As well, Libraries support small businesses as “virtual offices” to conduct business and meet clients through our physical space and access to the Internet and Wi-Fi. Libraries provide access to public PCs, the Internet and Wi-Fi for those who might not have access otherwise; and as the baby boomer generation retires, leisure activities, programs and life long learning are playing a larger role in libraries.

As the role of the library evolves, the need for library facilities that are flexible, green, and universally accessible is growing in demand. The libraries built today are esthetically attractive, safe and welcoming community-based places.

A 2003 library facility study commissioned by the Winnipeg Public Library Board entitled *Building on Synergy: Library Facilities Study,* focused on the state of our library facilities. The report included a

series of observations on universal design, environmental sustainability, joint-use opportunities, libraries as community meeting spaces, need for more space for technology, enhanced children's space, dedicated teen space, and program space to make the library a destination in the community.

The 2011 City of Winnipeg Audit of Library Services reviewed the current library facility model and determined that Winnipeg appears to have an appropriate number of facilities for a city of its size. However, the audit also noted that the branch library facilities are inadequate and prevent the library system from meeting current library facility requirements and public expectations; and the total floor space of the library system was below the national average. The audit report went on to say that the criteria used by Winnipeg's library services to evaluate facility renovations and replacement needs is consistent with the criteria used by other library systems in Canada and that Winnipeg's libraries need to incorporate the new trends in library facilities development either through renovations or replacements.

The redeveloped library facilities that would result from the approval of this strategy must be strategically located for maximum visibility and use; universally accessible to meet the needs of all citizens; designed to meet the requirements of the Council approved Green Building Policy; and be aesthetically attractive buildings that are key destination points for the entire community.

FINANCIAL IMPACT

Financial Impact Statement

Date: June 6, 2012

Project Name:
Library Facility Redevelopment Strategy

First Year of Program **2013**

	2013	2014	2015	2016	2017 - 2020
Capital					
Capital Expenditures Required	$ 7,376,000	$ 5,383,000	$ 5,660,000	$ -	$ 10,045,000
Less: Existing Budgeted Costs	6,776,000	724,000	-	-	-
Additional Capital Budget Required	$ 600,000	$ 4,659,000	$ 5,660,000	$ -	$ 10,045,000
Funding Sources:					
Debt - Internal	$ 600,000	$ 4,659,000	$ 5,660,000	$ -	$ 10,045,000
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ 600,000	$ 4,659,000	$ 5,660,000	$ -	$ 10,045,000
Total Additional Capital Budget Required	$ 20,964,000				
Total Additional Debt Required	$ 20,964,000				
Current Expenditures/Revenues					
Direct Costs					
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ -	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts					
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments:

Refer to Table A (page 3) regarding the preliminary capital budget requirements of the Library Facility Redevelopment Strategy.

With respect to the operating budget implications, it is the Department's intention to request incremental mill rate support funds as each library project comes forward for final approval. It is premature to determine a city-wide operating impact until formal plans are brought forward.

original signed by
Cindy Fernandes
Controller, Community Services
Mike McGinn
Controller, Planning Property & Development

CONSULTATION

In preparing this report there was consultation with:

Planning, Property & Development Department, Real Estate Division
Planning, Property & Development Department, Municipal Accommodations Division

SUBMITTED BY

Department: Community Services
Division: Library Services
Prepared by: R. Walker, K. Knudsen
Date: June 6, 2012
File No.

APPENDIX A

Priority Library Facility Replacement Initiatives

1. Charleswood – 5014 Roblin Boulevard (To Open in 2013)

The Charleswood Library is the smallest branch at 4,914 sq. ft. Originally built in 1966 this branch is in poor condition, crowded, and lacks many of the amenities library customers are requesting today. Major work required includes, flooring, windows, a new roof, and electrical upgrades. This is a community-sized library that has limited seating and study space. The facility is small by today's library standards, is crowded and has smaller than required collections, fewer public access computers, and limited parking for the public. There is no dedicated program space in the library and staff is forced to close off access the children's collection to present programs. There is no adult program space in the building. There is limited accessibility in the facility. The basement staff area is not designed for universal access and presents a number of health and safety concerns.

2 and 3. St. Vital Library/ Windsor Park Library – 6 Fermor Avenue / 955 Cottonwood Road - Amalgamation (To open in 2014)

The existing St. Vital Library, built in 1963, is a 17,300 sq. ft older, three floor building that requires significant renovation and maintenance. Major work includes exterior brick work, a new roof, flooring and HVAC issues. This library has multiple levels that are not accessible by elevator. There is limited washroom accessibility, and programming space is located in an inaccessible basement area. This facility also has limited parking that is accessible only by a laneway that backs onto neighbouring houses. The existing Windsor Park Library, built in 1961, is a 6658 sq. ft. older, two floor building. Major work includes exterior envelop upgrades, flooring, and electrical replacement. There is some asbestos abatement required in the building. There is no elevator access to the lower level of the library where the children's department is located making it difficult for parents with small children and strollers. The program space is very small and impractical for today's programming needs. The library has very limited parking.

4. Transcona – 111 Victoria Avenue West (To open in 2015)

The Transcona Library has been located in its current location since1961. The library is approximately 8574 sq. ft. on two floors. The major work required includes, windows, life safety system upgrades, flooring, and HVAC system upgrades. There is some asbestos abatement required in the building. This two floor facility is crowded and presents numerous spatial challenges for the development and delivery of library service. There is limited program space available in the building. While the building does have an elevator, there is limited accessibility to washrooms, and movement in the branch is restricted. Staff work space is crowded resulting in operational challenges. This library is located on a residential street away from major transportation and transit routes making visibility and access to the facility more difficult. Limited parking is rented from a neighbouring business.

A recent community study examining the recreational and leisure needs of the Transcona community received very high public support for the concept of developing of a new library. The community has confirmed their support for relocating the existing branch to a location that has high visibility, good access via car, bike and city transit and is within walking distance to surrounding neighbourhoods.

5. River Heights - 1520 Corydon Avenue (To open in 2016)

The River Heights library has been in its current facility since 1961. The library is 8,285 sq. ft. In 2011 a structural issue was identified within the branch. Major work required includes structural deterioration issues, improving accessibility, lighting and flooring. The River Heights Library is a two floor library with the children's department in the basement and no elevator access. Situated on a small parcel of property and located next door to an elementary school, there is insufficient land to expand the building or install an elevator to improve access to the basement. This library is located on a busy street, has no dedicated parking and restricted street parking.

6. Westwood – 66 Allard Avenue (To open in 2018)

The Westwood Library has been in its current locations since 1968. It is 7619 sq. ft. The major work required includes flooring, life safety systems and HVAC system upgrades. This is a small, two floor facility that is located within a residential neighbourhood. The building is cramped, has limited program space, and inaccessible washrooms on the basement level. Parking is limited and shared with Westwood Arena users.

7. St. James – 1910 Portage Avenue (To Open in 2019)

The St. James Library is the largest branch in the library system at approximately 25,351 sq. ft. It was built in 1958 with an addition added to the building in 1970. The major work required includes life safety system upgrades, flooring and ceiling replacement, elevator upgrades, HVAC and plumbing upgrades, washroom upgrades, and other electrical upgrades. This library is located on a busy thoroughfare with good parking and access to transit service.

The branch is built on three floors and the majority of the collection is located in an inaccessible stairwell. While the branch has an elevator, it is undersized by today's standards and needs to be enlarged. Washrooms are inaccessible. The basement is inaccessible and has been closed for public use for several years. The overall facility is poorly laid out for the provision of library service today.

8. West Kildonan – 365 Jefferson Avenue (To Open in 2021)

The West Kildonan Library was built in 1967 and is 13,710 sq. ft. on two floors. The major work required includes flooring, window replacement, life safety systems, roofing and interior finishes. This library is located in a residential neighbourhood adjacent to the elementary school and School Division offices. This facility is located close to the St. John's Library. This two floor facility is crowded and presents numerous spatial challenges for the development and delivery of library service. While the building does have an elevator, there is limited accessibility to washrooms, and movement in the branch is restricted. Staff work space is crowded resulting in operational challenges. The facility has limited parking.