

Recommendations:

That Council:

1. Request that the Greater Victoria Public Library Board notify the City, after completion of its strategic planning process in September 2015, with the preferred option for a James Bay Neighbourhood Library Branch.
2. Direct staff to incorporate the Greater Victoria Public Library Board's preferred option for a James Bay Neighbourhood Library branch into the 2016 financial planning process and associated public consultation.

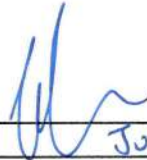
Respectfully submitted,



Susanne Thompson
Director, Finance

Report accepted and recommended by the City Manager:

Date:



June 10, 2015

Attachments:

Appendix A – Greater Victoria Public Library Board Capital Budget Request - James Bay Neighbourhood Library Branch

Appendix B – Greater Victoria Public Library Policy 5.12 – Branch Development

Purpose

The purpose of this report is to outline proposed next steps regarding a potential James Bay Neighbourhood Library Branch.

Background

The City of Victoria is part of the Greater Victoria Public Library system that operates under the *British Columbia Library Act*. A library operating agreement exists between the ten municipal members and the Greater Victoria Public Library Board. The Greater Victoria Public Library's annual operating budget is shared among the ten municipalities and is based on converted property value assessment and population. Each municipality is responsible for maintaining the building structure, building systems and grounds of the library facilities within their boundaries.

As part of a Master Development Agreement (MDA) between the City and Jawl Development Corporation, the developer for Capital Park, the City has the option to lease space for the purpose of a library. The space size option is between 3,750 and 7,500 square feet. The developer made an offer on April 27, 2015 in accordance with the MDA and the City has 12 months to respond to that offer.

On May 14, 2015, Council directed staff to facilitate a dialogue between the developer's design team, the Greater Victoria Public Library and the City to further discuss the design opportunities afforded by the option premises in view of the contemplated use; and that a senior staff person be identified to lead the process. The City has started that process.

The Greater Victoria Public Library's 2010 Facilities Plan identified James Bay as an area of the City of Victoria that was underserved. In the capital budget request from the Board, three branch service options were outlined: small-scale neighbourhood branch (3,000 square feet), neighbourhood branch (5,000 square feet) and neighbourhood commons (7,000 square feet).

Issues & Analysis

Practices for Implementation of New Library Branches

Increasing service levels and space for a library is a new process for the City of Victoria. Staff have reached out to the Okanagan and Fraser Valley Regional Libraries to obtain an understanding of how the process works in their organizations and what is considered common practice. Within the regional library framework, the regional library would typically develop the specifications for the type and size of library and only if needed, discussions between the municipality and the library would take place to finalize details.

The Greater Victoria Public Library system is unique as the municipality owns or leases the buildings for the branches and is responsible for the maintenance of the buildings. In the regional library framework, the regional library owns or leases the library buildings.

The City is committed to working collaboratively with the Greater Victoria Public Library to determine the type and size of library branch for James Bay based on standard industry guidelines and GVPL's expertise on this subject. The GVPL is guided by their Branch Development Policy (Appendix B).

Master Development Agreement

In accordance with the Master Development Agreement, the City has until May 14, 2016 to accept the offer from Jawl Development Corporation to lease a minimum of 3,750 square feet to 7,500 square feet of floor area on the main level of the building, with an option to construct an additional 1,184 square feet of floor area on a mezzanine level. Should the City not accept the initial offer, the City will have an on-going right of first offer to lease at a minimum 3,750 square feet of floor space for the Greater Victoria Public Library's use whenever the space becomes

available. The City can also request the space, however, the developer then has to give a 15-year notice period to any current tenant.

Size and Budget Impact

The City has started dialogue with Jawl Development Corporation and the Greater Victoria Public Library staff to examine service levels and design options in order to develop recommendations for Council's consideration regarding the space in Capital Park.

The Greater Victoria Public Library's 2010 Facilities Plan has highlighted that James Bay is an area to locate a new neighbourhood branch to meet service demand. The library has identified three options for the James Bay neighbourhood library (Appendix A), with a size range of 3,000 – 7,500 square feet. The following table outlines the range of budget impact to the City:

Type of Cost	Range of Cost
Capital Cost - one-time	\$850,000 - \$1,600,000
Lease costs - ongoing	\$120,000 - \$300,000
Operating costs - ongoing	Approximately \$110,000

The City would be responsible for all capital tenant improvement costs associated with a new branch as well as ongoing lease payments. The operating costs would be shared among all member municipalities based on the operating agreement formula; the City's share is approximately 30%.

Timing

While the City has 12 months to respond to the offer from the developer, it is in the City's best financial interest to make decisions on the size and design that coincide with the developer's construction timelines to lessen the cost of potential building changes to facilitate the library operation. The developer has communicated to the City that construction is scheduled to begin in August 2015 with a completion date of August 2017. Ideally the size of the space required and exterior building adjustments (for example placement of doors) should be determined by the end of 2015, with any interior requirements (such as an elevator to a mezzanine) by early 2016.

A timely decision would also enable the James Bay neighbourhood branch proposal to be part of the 2016 financial planning process and associated public consultation.

Options & Impacts

There are a number of options for Council's consideration.

Option 1:

Council requests that the Greater Victoria Public Library Board notifies the City, after completion of its strategic planning process in September 2015, with the preferred option for the James Bay Neighbourhood Library Branch. The City incorporates this options into the 2016 financial planning process and associated public consultation (recommended).

Pros: The City would seek feedback on an additional branch that would meet the needs of the users as identified by the GVPL.

Cons: City funding may not be sufficient to cover the preferred option. If the GVPL Board's strategic plan is not finalized as planned, this information may come later than desired to coincide with the developer's construction timeline.

Conclusion: This option is recommended because it takes a collaborative approach, working with the GVPL and the community to inform Council's decision.

Option 2:

Council decides on the size for a James Bay Neighbourhood Branch before the GVPL Board's strategic plan is complete.

Pros: The City can make a timely decision to meet the deadlines to align with the developer's and financial plan process timelines.

Cons: The decision may not align with the preferred option from the GVPL Board's standpoint.

Option 3:

The City proceeds with the Greater Victoria's Public Library 2010 Facilities Plan recommendation to add a small-scale James Bay Neighbourhood Branch of 3,000 square feet.

Pros: The City can make a timely decision to implement the neighbourhood branch based on a published plan

Cons: This recommendation is from a report from 2010 which may not reflect the current needs. Smaller than minimum size under the Master Development agreement.

Option 4:

The City declines the offer from the developer to lease space for a James Bay Neighbourhood Branch at this time.

Pros: Provides the City with more time to determine library requirements, including the main branch, and financial capacity available.

Cons: The need for additional library service for James Bay will not be addressed at this time.

Recommendations

That Council:

1. Request that the Greater Victoria Public Library Board notify the City, after completion of its strategic planning process in September 2015, with the preferred option for a James Bay Neighbourhood Library Branch.
2. Direct staff to incorporate the Greater Victoria Public Library Board's preferred option for a James Bay Neighbourhood Library branch into the 2016 financial planning process and associated public consultation.

Appendix A



**GREATER VICTORIA
PUBLIC LIBRARY**

December 18, 2014

Mayor Lisa Helps & Council
City of Victoria
#1 Centennial Square
Victoria, BC V8W 1P6

**Subject: Greater Victoria Public Library Board Capital Budget Request – Project # GVPL-01
James Bay Neighbourhood Branch**

Dear Mayor Helps and Council,

On behalf of the Greater Victoria Public Library Board, I am very pleased to submit this Capital Budget request.

The Library Board's Facilities Plan, *Making Space for the Future* (2010) and its *November 2013 Update* identify library facility needs over the 2010 – 2025 period. The plan identifies the need for neighbourhood branches in the City of Victoria, as well as revitalization of the Central branch. Following the provisions in the *1994 Victoria Accord Legislative Precinct Plan*, an opportunity now exists to establish a neighbourhood library branch in the Capital Park development in 2017 and address the long-standing need for a library facility in James Bay.

We have completed the attached project documents, as directed by City staff, so that our request will be considered as part of the next capital budget review process, scheduled for January, 2015.

Thank you for your consideration – we look forward to your response and would be happy to provide any additional information that you may require for your deliberations on this capital request or the needs identified in the Facilities Plan.

Sincerely,

A handwritten signature in black ink, appearing to read 'Maureen Sawa'.

Maureen Sawa
Chief Executive Officer

Enclosures

Copies: Ms. S. Thompson, Director of Finance, City of Victoria
Mr. Greg Bunyan, GVPL Board Chair
Ms. D. Phillips, Director, Finance, GVPL

Project Summary – Capital Budget

Greater Victoria Public Library Board Capital Budget: James Bay Neighbourhood Branch

Project Number: GVPL-01 **Budget Year:** 2017

Submitted by: Maureen Sawa, CEO, Greater Victoria Public Library

Strategic Plan Link: **Our Community:** Enhance community well-being
Our Economy: City is a vibrant centre for government, business, arts & culture

What (Description):

The Greater Victoria Public Library Board requests capital funds to establish a James Bay Neighbourhood Branch in the Capital Park development, following the provisions in the *1994 Victoria Accord Legislative Precinct Plan*. A neighbourhood branch of 3,000, 5,000, or up to 7,500 sf will be determined based on the model of library service provided, as well as shared use partnership and other co-location opportunities.

Deliverables/ Metrics:

Service Delivered	Metric
Full neighbourhood library service to the James Bay community	Increase in the number of James Bay residents with a GVPL library card
Enhancing James Bay community well-being, social capital and life-long learning	Increase in the number of James Bay children, teens, adults and families using the library
Creation of a vibrant centre for arts and culture, that stimulates economic development	Increase in the number of programs, partnerships and outreach events in the City of Victoria

Why:

The Library Board's Facilities Plan, *Making Space for the Future* (2010) and its *November 2013 Update* identify library facility needs over the 2010 – 2025 period. The plan identifies the need for neighbourhood branches in the City of Victoria, in James Bay and in the Hillside area.

This request for a neighbourhood branch in James Bay fulfills a long-standing commitment to provide library service to James Bay residents. Over the past 20 years, library service to James Bay has taken many forms: storefront, bookmobile and small deposit collection at the James Bay Community Project.

As a result of the sale of the property known as South Block, the opportunity to provide a library branch for James Bay has occurred. The Capital Park development is subject to the provisions in the *Victoria Accord* which includes public amenities and up to **700 m² (7,535 sf) for a library branch**.

The James Bay Neighbourhood Association has indicated its members would like to have a library branch in their community. As well, the James Bay Community Project would like to continue to partner with the library in some capacity.

How:

The Library Operating Agreement (LOA) governs the provision of library service for the Greater Victoria Public Library. All member municipalities have agreed to the conditions as set out in the agreement.

Under the (LOA), the City of Victoria approves the capital funds for "start-up" of the branch as outlined in Section 8: Branches

8.1 Each municipality will either alone or jointly with one or more of the other Municipalities provide.... c) Start up: Provide a well-appointed library building that meets all standards and building codes with adequate parking and shuttle/ delivery truck access and furnish and equip the premises with an initial inventory: telecommunication system, computer and other electronic equipment including self-check equipment, millwork or display units, shelving, tables and chairs, floor and window coverings, signage, library collection, book-return systems including chutes and bins, bicycle racks, outdoor benches, and security alarm and monitoring systems including gates, all of which are to a standard or to specifications acceptable to the Board.

In addition, Section 8.1 b) states “two years’ notice must be provided to all Municipalities regarding the impact of a new branch on all the partners.” Provision for a new branch must be included in the Library Five-Year Financial Plan unless otherwise authorized by a resolution of the Councils of each municipality

The provisional Five-Year Financial Plan submitted in October, 2013 did not include the operating costs of a James Bay Branch. The final Five-Year Financial Plan to be submitted in February, 2015 will include cost estimates.

Who:

The James Bay residents will have the most obvious benefit by having a neighbourhood branch close to their homes and businesses. All branches of GVPL share the library collections and library facilities and services are available for all residents and taxpayer of the 10 municipalities in the library system. The branch will offer convenient access for government employees in the neighbouring office buildings.

Other Linkages:

The James Bay Neighbourhood Branch Project fulfills the recommendation in the Greater Victoria Public Library Board’s 2010-2025 Facilities Plan, *Making Space for the Future*.

In the City of Victoria’s Official Community Plan there is a focus on vibrant, walkable villages and town centres and a recognition of the unique neighbourhood character and sense of place of different parts of the city. The OCP cites the importance of “work(ing) closely with community centres, senior centres, community organizations, the public library and residents to seek innovative opportunities to sustain and enhance community-based recreation services.” The City also seeks to “improve livability and support lifelong learning opportunities that are culturally appropriate and available for diverse learners.”

Project Forecast:

Year	Capital Budget
2015	
2016	
2017	\$ 850,000 - \$1,600,000

Project Summary – Operating Budget

Greater Victoria Public Library Board Operating Budget: James Bay Neighbourhood Branch

Submitted by: Maureen Sawa, CEO, Greater Victoria Public Library

Project Stage: In Development

Project Status: For consideration

What (Description):

The Greater Victoria Public Library Board requests capital funds to establish a James Bay Neighbourhood Branch in the Capital Park development, following the provisions in the *1994 Victoria Accord Legislative Precinct Plan*. A neighbourhood branch of 3,000, 5,000, or up to 7,500 sf will be determined based on the model of library service provided, as well as shared use partnership and other co-location opportunities.

Deliverables/ Metrics:

Service Delivered	Metric
Full neighbourhood library service to the James Bay community	Increase in the number of James Bay residents with a GVPL library card
Enhancing James Bay community well-being , social capital and life-long learning	Increase in the number of James Bay children, teens, adults and families using the library
Creation of a vibrant centre for arts and culture, that stimulates economic development	Increase in the number of programs, partnerships and outreach events in the City of Victoria

Why:

The Library Board's Facilities Plan, *Making Space for the Future* (2010) and its *November 2013 Update* identify library facility needs over the 2010 – 2025 period. The plan identifies the need for neighbourhood branches in the City of Victoria, in James Bay and in the Hillside area.

This request for a neighbourhood branch in James Bay fulfills a long-standing commitment to provide library service to James Bay residents. Over the past 20 years, library service to James Bay has taken many forms: storefront, bookmobile and small deposit collection at the James Bay Community Project.

As a result of the sale of the property known as South Block, the opportunity to provide a library branch for James Bay has occurred. The Capital Park development is subject to the provisions in the *Victoria Accord* which includes public amenities and up to **700 m² (7,535 sf) for a library branch**.

The James Bay Neighbourhood Association has indicated its members would like to have a library branch in their community. As well, the James Bay Community Project would like to continue to partner with the library in some capacity.

How:

Under the terms of the Library Operating Agreement (LOA), the City of Victoria approves the capital funds for start-up of the branch and “provide(s) premises for each branch or branches in the Municipality free of charge, in accordance with the Library facility plan....” (Section 8.1a).

In addition, the Municipality “keep(s) the premise in good and substantial repair and condition...” (Section 8.1 d). Lease costs are funded from the City of Victoria operating budget.

Library operating costs for a neighbourhood branch in James Bay would be part of the Greater Victoria Public Library Board’s annual operating and Five-Year Financial Plan which is subject to approval by all member municipalities.

In 2014, 28.61% of the annual GVPL operating budget was funded by the City of Victoria.

Who:

The James Bay residents will have the most obvious benefit by having a neighbourhood branch close to their homes and businesses. All branches of GVPL share the library collections, and library facilities and services are available for all residents and taxpayer of the 10 municipalities in the library system. The branch will offer convenient access for government employees in the neighbouring office buildings.

Service Level Change Request:

Operating costs for a neighbourhood branch are influenced by the size and service model. Estimates are provided for a full service neighbourhood branch of approximately 7,000 sf.

Preliminary estimates for the Five-Year Financial Plan, 2015-2019, include a July 1, 2017 opening, and modest increases per year for the full years of operation in 2018 and 2019.

Budget category	2017 Budget estimate	2018 Budget estimate	2019 Budget estimate
Salaries & Benefits	\$ 137,500	\$ 280,500	\$ 286,110
Library Materials	16,500	33,000	33,000
Supplies & Services	13,325	26,650	26,650
Building Occupancy & Other	16,200	32,720	33,035
Total estimated operating costs	\$ 183,525	\$ 372,870	\$ 378,795

City of Victoria Estimated share (29%) ^	\$ 53,222	\$ 108,132	\$ 109,850
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^ The City of Victoria’s portion of GVPL’s total operating costs varies, based on population and assessment calculated annually.

The annual impact of this estimated operating cost on the total GVPL budget is estimated to be a 0.58% increase.



Branch Development

The Greater Victoria Public Library Board's Facilities Plan, *Making Space for the Future*, prepares responsibly for the long-term growth of the system and the improvement of all libraries through a network of district, community and neighbourhood branches. Branch development must advance the library's strategic priorities, respond to changing library user needs, consider the budget impact on municipalities, and allow for time-sensitive, joint-use opportunities that may not exist in the future.

Annually, the Board provides and requests information from its member municipalities regarding branch development to inform the Five Year Financial Plan and GVPL's *Capital Plan*. Two years notice is required for new branch development under the Library Operating Agreement.

PRINCIPLES

1. Branch Needs Assessment

Need is determined through an analysis of current and projected population in an area, the geography of the region, proximity of other library sites and their capacity to deliver library service. Branch size standards are:

- Neighbourhood branch: 10,000 minimum area population with further growth over five years
- Community branch: 20,000 or more area population
- District branch: 80,000 combine larger geographic area population

2. Facility Standards

Library floor space standards in square footage are outlined in the Facilities Plan:

- Neighbourhood branch: 3,000 sf minimum – 5,000+ sf
- Community branch: 10,000 sf minimum – 15,000 sf
- District branch: 20,000 sf minimum suburban – 63,000 sf in densified urban core



System and administrative services require a geographically central, accessible location to provide an efficient service delivery standard. Floorspace per capita across the system will meet the median ratio for Canadian urban libraries (0.6 sf) by 2026.

GVPL is administratively organized into three geographic districts:

- Core District (Victoria, Oak Bay, Esquimalt, and View Royal)
- Saanich and Peninsula District (Saanich and Central Saanich)
- West Shore District (Highlands, Colwood, Langford, and Metchosin)

3. Business Case

If a branch development or redevelopment project meets the above needs assessment and facility standards principles, library staff will develop a formal business case including the background of the project, the expected business benefits, the options considered (with reasons for rejecting or carrying forward each option), the expected costs and risks of the project, and a gap analysis. Consideration is also given to the consequences of doing nothing, including opportunity costs lost, and risks of inactivity in terms of community goodwill and social capital. From this information, the justification for the project is derived.

4. Site Selection Criteria

Assuming the first three principles are met, written criteria are used to guide the decision-making regarding branch location. Site selection evaluation criteria must be considered by the Board, in conjunction with municipal staff, before branches are built or redeveloped. Criteria are graded using a weighted, 10 point system with double weight for the essential site selection criteria that must exist for the site(s) to be considered further:

Criteria 1: Essential (double weighted)

Criteria	Description	Weight
Site Size	Overall site size can accommodate the proposed branch/complex with expansion possibility	2
Visibility/ Prominence	Site conveys community pride of place and value of the public library as a cultural institution	2
Public Accessibility	Site is on transit route(s) and well travelled roadway(s) and is easily walkable or accessible for those with mobility or other impairments	2



Category 2: Desirable (single weighted)

Criteria	Description	Weight
Adjacency to school, retail or community services	Site near a concentration of other services that are well used by a broad section of the community	1
Public Feedback	Site has positive feedback from public consultation	1
Municipal site	Site is owned by the municipality and meets all the essential criteria	1
Joint-use opportunity	Site allows for joint-use or co-location synergy with a complementary organization	1

5. Joint-Use Facilities

The Board, in partnership with the municipalities who own or lease library space, looks for opportunities for co-location with municipal services, recreational, retail, or commercial ventures. Joint-use opportunities with other non-profit agencies or educational institutions that have potential to result in cost-sharing, increased use of public resources, the elimination of duplication, longer opening hours, and a wider use by a broader section of the community are preferred.

6. Branch Development/Redevelopment

The Board, in partnership with the municipalities who own or lease library space, responds to changing user needs through expansion, relocation, adjustment, or consolidation of services. The request to open, close or move a branch may originate with the municipality in which the branch resides, or may originate with the Board. Any branch development/redevelopment is approved by the Library Board and considers operation costs and other factors in the decision-making process.

Approved by the Greater Victoria Public Library Board:

Reviewed by the Policy & Program Development Committee:

Amended by the Greater Victoria Public Library Board:

January 24, 2012

December 2, 2011