

THE CORPORATION OF THE CITY OF WINDSOR
Office of the City Clerk



MISSION STATEMENT:

"Our City is built on relationships – between citizens and their government, businesses and public institutions, city and region – all interconnected, mutually supportive, and focused on the brightest future we can create together."

LiveLink REPORT #: 17894 ML/10013	Report Date: August 12, 2015
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To: Mayor and Members of City Council

Subject: Windsor Public Library Facilities Plan

1. RECOMMENDATION: City Wide: Ward(s): _____

- I. That City Council APPROVE the following elements of the Windsor Public Library Facilities Plan:
 - a) Construction of an addition to the Optimist Community Centre of approximately 6,500 square feet which will house the consolidation of the South Walkerville and Remington Branches, and any other branches which may be recommended by the Windsor Public Library Board, in consultation with Windsor City Council in the future;;
 - b) Construction of an addition to Budimir Library of approximately 6,000 square feet;
 - c) Renovations to the former Sandwich Fire Hall for the purposes of creating a new Sandwich Library Branch, ; and
 - d) A future library branch at the Devonshire Mall; or in the South Windsor area as recommended by *Libraries in Transition* working in concert with Monteith Brown Planning Consultants, the location of which will be recommended by the Windsor Public Library Board in consultation with Windsor City Council;

- II. That the projects listed in recommendation I above be undertaken as follows:
 - a) Construction of the addition to Optimist Community Centre and the renovations to the Sandwich Fire Hall to be completed first; and
 - b) Concurrent with item II(a) above, completion of the architectural plans for an expansion to Budimir Library of approximately 6,000 square feet, such plans to be brought back to the WPL Board in order that a final decision with respect to the construction of the proposed addition can be considered once the renovations to the Sandwich Fire Hall as set out in clause II(a) above are complete and the issue of the location of a new branch in South Windsor as contemplated in item I (d) has been considered.

- III. That City Council RECEIVE AND APPROVE Resolution # IC 17-15 of the Windsor Public Library Board which states the following:
- As recommended to City Council in 2013, complete the Optimist, Sandwich and Budimir renovations as soon as possible*
- Consolidate the South Walkerville and Remington Park branches at the Remington Park Branch as soon as possible in order to allocate funds in the existing operating budget to the operation of a Bookmobile Service*
- Library Administration BE DIRECTED to monitor the ongoing usage and performance of the Seminole Branch and to provide annual updates to the Board*
- To continue to seek leased space at the Devonshire Mall.*
- IV. That \$7,907,000 **BE CONFIRMED** as the overall project budget for the various Windsor Public Library facility improvements at the following sites:
- a) Addition to the Optimist Community Centre, \$2,463,000;
 - b) Addition to the current Budimir Library, \$2,217,000;
 - c) Renovations to the former Sandwich Fire Hall), \$2,518,000 and
 - d) Placeholder for a future branch in the South Windsor area, \$200,000;
 - e) Planned maintenance works for the Optimist and Budimir sites as identified in the 2015 Capital Budget 5 Year Plan in capital request ID's REC-004-07, HCP-002-07, WPL-006-11 and WPL-010-1 totalling \$319,000;
 - f) Previously approved capital works for Optimist Community Center refurbishments of \$90,000; and
 - g) Previously approved funding of \$100,000 for Riverside Library Roof and minor renovations.
- V. That, \$7,717,000 to fund the balance of these works **BE FUNDED** from:
1. Previously approved \$7.0 million placeholder within the 2014 Enhanced Capital Budget Plan(CR243/2013),
 2. Previously approved \$120,000 placeholder within the 2012 Capital Budget (M267/2012) for the construction of a pay and display parking lot on the former Sandwich Fire Hall #6,
 3. Pre-commitment of \$319,000 to the 2016, 2017 and 2019 capital budgets for maintenance works as detailed in REC-004-07, HCP-002-07, WPL-006-11 and WPL-010-1;
 4. Remaining funding balance of \$278,000 to be funded from the Library Development Charges Reserve Fund (Fund 122), subject to the outcome of the Canada 150 grant application;
- VI. That \$409,000 for planned maintenance works as detailed within REC-004-07, HCP-002-07, WPL-006-11 and WPL-010-11 identified for both Optimist and Budimir sites and that the respective budgets and scope **BE TRANSFERRED AND COMPLETED** as part of the Budimir & Optimist Expansion projects;

- VII. That the City Engineer or designate **BE AUTHORIZED** to issue requisite RFP(s) for consulting services, and that the Chief Administrative Officer and City Clerk **BE AUTHORIZED** to sign the requisite agreement(s) for such services, satisfactory in legal form to the City Solicitor, in technical content to the City Engineer and in financial content to City Treasurer; and
- VIII. That the City Engineer, together with the CEO of the Windsor Public Library, or designates **BE AUTHORIZED** to issue requisite tenders for the construction works required at each of the sites, and that subject to the tenders falling within the approved capital budget, that the Chief Administrative Officer and City Clerk **BE AUTHORIZED** to sign an agreement with the successful bidders, satisfactory in legal form to the City Solicitor, in technical content with the City Engineer, and in financial content to City Treasurer, and further, that the results of these tenders be subsequently reported to City Council for information purposes.

EXECUTIVE SUMMARY:

This report details the history surrounding the Facility Plan for the Windsor Public Library, ("WPL") which has evolved over the past five years and provides additional information to Council regarding the concerns raised when this matter was last considered on May 4, 2015.

Having reviewed all of the relevant information and data, which is set out in detail in the report, the Library Board has resolved as follows with respect to the Facilities Plan:

1. To reaffirm its support for the following elements of the plan:
 - a. Consolidation of the South Walkerville and Remington Park Branches at a newly constructed Optimist Park Branch;
 - b. Expansion of the Budimir Library; and
 - c. Renovation of the old Sandwich Fire Hall into a new library branch for the Sandwich area;
2. To monitor the ongoing usage and performance of the Seminole Branch and to provide annual updates to the Board;
3. To purchase and refurbish a used Bookmobile for the capital cost of \$35,000.00 and to fund the operations of the Bookmobile, on a test base for 2016-18, the savings to be realized from a consolidation of the South Walkerville Branch and the Remington Park Branch, at Remington Branch, which would be effective January 1, 2016;
4. To continue efforts to locate a satellite branch at Devonshire Mall, or another suitable South Windsor location, and
5. To task Library Administration to report back to the Board with recommendations regarding the relocation of the Central Library and Archives and to come back to the WPL and Council no later than September 30, 2015 for consideration in the 2016 capital budget process. The Board has resolved that the new building be approximately 60,000 square feet with the following geographic boundaries for the relocation:

- *Riverside Drive to the North, Goyeau to the East, University Ave in the South and Bruce Ave. in the West.*

The full financial and risk implications of the above are contained in detail in the report.

BACKGROUND:

WPL Strategic Plan

In November, 2008, the Windsor Public Library Board, together with Windsor City Council, supported the creation of a Strategic Plan for WPL. Therefore, in 2009, a strategic plan entitled, "Windsor Public Library Open to All: A Strategic Plan 2010-2015" was developed with the assistance of Monteith Brown Planning Consultants. The plan called for WPL to adopt a strong, forward looking governance model and management framework and also included a recommendation for WPL to initiate a Master Plan for Library future facilities and service delivery.

Moving forward, it is the intention of the WPL to develop an updated Strategic Plan by the end of 2017 which will serve as a road map for WPL and which will also support the strategic vision and goals of the City of Windsor.

WPL Facility Plan

In 2011, WPL began the process to complete a Facilities Master Plan, however, as a result of discussions that the Central branch could possibly be co-located with the Aquatic Center that was then in the planning stages, the facilities planning work was suspended by WPL Board motion dated June 21, 2011, which is attached to this report as Appendix "A". As planning for the Aquatic Center progressed, it became apparent that moving the Central Branch to this location was not a viable option and the discussions shifted focus to re-locating Central to the Art Gallery of Windsor building and, while this option was being considered, the Facilities Master Plan was held in abeyance. It was later determined that a better "fit" with the Art Gallery would be the co-location of the Windsor Community Museum and so in August, 2012 a newly formed WPL Board directed Administration to complete work on the Facilities Plan. Attached as Appendix "B" to this report is the WPL Board resolution in this regard.

In March, 2013, the WPL Board received the "Library Discussion Paper" paper prepared by *Libraries in Transition* working in concert with Monteith Brown Planning Consultants, a copy of which is attached as Appendix "C" to this report. This review made several observations and recommendations, including the fact that, using the accepted industry guideline of 0.6 square feet of library space per capita, the WPL system currently has approximately 30,000 surplus square feet of facilities space (page 25, Appendix "C"). In Section 5 of this document, the Consultants set out a "proposed facility provision strategy" for consideration by the WPL Board with the following components:

1. Consider different models for Central Library, particularly either:
 - a. Downsize Central Library at its current location and rent the remaining extra space to other strategic partners in the Community; OR

- b. Relocate a reduced Central Library to City Hall (at the time of redevelopment and expansion);
2. Create a system with two larger “district” libraries and several “neighbourhood libraries, particularly:
 - a. Designate the Riverside and Budimir branches as District Libraries and overtime, increase their physical size to house larger collections, more technology options and more community space, meeting rooms and parking;
 - b. Consolidate the Remington Park and South Walkerville branches to create neighbourhood library branch at Optimist Park;
 - c. Create a neighbourhood library within the “cultural hub” identified by City Council, ideally close to the Family Aquatic Center;
 - d. Create a new neighbourhood branch in South Windsor, ideally in a partnership (eg. Community center, school, mall);
 - e. Review the current partnership at the Sandwich Library (Brock School) and seek a larger site in this community in partnership with other community agencies; and
 - f. Track the role and usage of the Fontainebleau, Bridgeview, and Seminole branches for possible changes and/or possible relocation.

Once the WPL Board received the report, it then considered the Consultants’ recommendations together with the budgetary realities facing the WPL in order to formulate a Facilities Plan which would modernize the WPL system and position it to move forward, while meeting the needs of the public and the fiscal goals set by City Council which were to operate within the existing operating budget while finding operating efficiencies wherever possible. In fact, not only did the WPL Board have to find a way to live within its existing operating budget, it also had to find a way in which to balance its operating budget as it had been operating with deficit budgets for several years. The Board was also mindful of the fiscal approach that has been taken by City Council in the past 7 years in not raising property taxes. Attached as Appendix “D” is a report dated November 6, 2013 from the then Acting CEO of the WPL entitled “Proposed WPL Service Model” which sets out the plan considered and endorsed by the WPL Board. This model was presented to City Council as part of a report to Council dated December 2, 2013 entitled “Governance Model for the Windsor Public Library” and included a ‘Facilities Master Plan’ which proposed changes to the current system based not only on the recommendations in the Consultants’ Report but also the fiscal challenges of the WPL. These changes were:

1. Budimir And Riverside District Libraries Revitalization, including an expansion of Budimir Library to 15,000 square feet;
2. Creation of a Downtown “Hub” Location which would replace the Central Library Branch and would be “right” sized at 17,500 square feet. This recommendation was a combination of the Consultants’ recommendation to re-locate the Central branch and also create a WPL location in the downtown “cultural hub”. The estimated size of the branch was based on what had been available at the Art Gallery of Windsor when that space was being considered as a possibility for re-location and is currently being reviewed by the WPL Board;
3. Creation of a new, 10,000 square foot Central Library Branch in the Walker Road corridor which would consolidate the Seminole, South Walkerville and Remington park branches. This element expanded upon the recommendation of the Consultants to consolidate the Remington Park and South Walkerville branches by adding the

Seminole branch to the consolidation and this was done in an effort find budgetary savings. At the time that these changes were considered by City Council, it was discussed that this consolidation would be effected by constructing an addition to the Optimist Community Centre which was what had originally been recommended in the Consultants' report;

4. Expansion of the Sandwich branch to 5,000 square feet. While the WPL Board did not indicate a preferred location for this branch, at the time that this plan was considered by City Council, Council indicated a preference to renovate the old Sandwich Fire hall as a home for this expanded branch;
5. Creation of a "satellite" branch in Devonshire Mall of 2,000 square feet. While the Consultants' report did not specifically recommend the creation of a new branch at the Devonshire Mall, a new location in South Windsor was recommended and it was suggested by the Consultants that this be done in partnership with a community partner such as a mall or school; and
6. Purchase and implementation of a Mobile Library Bookmobile. This recommendation did not form part of the Consultants' Report and was added by the WPL Board.

On December 2, 2013, having considered the recommendations of the WPL Board, Council approved the following resolution;

CR243/2013

*THAT the report of the City Clerk & Licence Commissioner dated November 18, 2013 entitled "Governance Model for the Windsor Public Library" **BE RECEIVED**; and*

*THAT City Council **AUTHORIZE** Administration to proceed with implementing the reporting structure for the Windsor Public Library arising from implementation of the Mississauga Model of Governance at the Windsor Public Library as documented in this report; and*

*THAT City Council **APPROVE IN PRINCIPLE**, the "Proposed WPL Service Enhancement Model", (the "Plan") which is attached hereto as Appendix "B" and **APPROVE** a placeholder of \$7,000,000.00 within the five year Capital Budget to implement the plan, and as approved in the enhanced capital plan attached as "Appendix A", subject to detailed reports being **BROUGHT BACK** to Council with the details for each project outlined in the Plan; and*

*FURTHER that the necessary capital funding for this amount of \$7 million (as approved in the enhanced capital plan attached as Appendix A) **BE APPROVED** as a pre-commitment of \$337,765 from the current five year capital plan (from various Library projects already included in the Capital plan) plus an additional placeholder of \$6,662,235 bringing the total placeholder funding for this initiative to \$7 million dollars.*

Following this approval "in principle", City Administration and WPL Administration worked together to further review each initiative and the scope of each of the facility improvements was further fleshed out and identified as follows:

1. Optimist Addition
 - A building addition (approximately 6,500s.f.) to be built onto the existing community centre located at 1075 Ypres Boulevard. After reviewing the space needs, it was identified that 6,500s.f. would meet the space requirements for a standalone facility.

- The facility would include a children's area, a teen area (Maker space), internet cafe, community room and space for a 30,000 volume collection.
 - A connection to the community centre
 - Provide a drive through drop off & pick up service window
2. Budimir Expansion
 - A building addition (approximately 6,000s.f.) to be built onto the existing library located at 1310 Grand Marais Road West
 - The expanded facility as a whole would provide for a children's' area, a new teen area (Maker space), expanded internet cafe and space for the 50,000 volume collection
 - Relocate parking lot within the site as required
 - Relocate main entrance near parking lot and repurpose existing front entrance
 - Provide a drive through drop off & pick up service window
 3. Sandwich Renovation
 - A full heritage building renovation of the former Sandwich Fire Hall (main building) located at 363 Mill Street.
 - The facility will include a children's' area, a teen area (Maker space), internet cafe, community room and space for a 25,000 volume collection.
 - Construction of a parking lot
 - Demolition of the 3 car garage (*pending approval of Heritage Committee*)
 - A full heritage building renovation(760s.f.) of the Stable structure to allow library programming, expanded local historical collection or additional meeting space if required (*provisional*)
 4. Devonshire Satellite Branch
 - A lease agreement (approximately 2-5,000s.f.) within the Devonshire Mall located on Howard Avenue.
 - The facility will include a children's' area, a teen area (Maker space), internet cafe, electronic/digital resources and space for a 20,000 volume collection.
 5. Mobile Library Bookmobile
 - After completion of the 4 above noted projects, it was determined that this service would be reviewed.

In addition to these elements, pressing maintenance issues were identified at the Riverside Library and it was recommended that a new roof be installed. Further, there were other minor interior public service area renovations required and the cost of these works was estimated at \$100,000.

Further, during 2014, Administration worked with the management of Devonshire Mall to identify a location at the Mall for a WPL branch which would be mutually beneficial to both parties.

On May 4, 2015, a further report was brought to City Council in order to provide an update on the planning that had occurred for the above noted projects and to seek final approval for the funding allocations for the overall facility plan and which also set out the required funding for the capital projects. Included in that report was the information that, at the time of writing the report, there was no space available at Devonshire Mall for a WPL branch. That report is attached as Appendix "E". During the

debate on this report, several members of Council raised questions regarding the overall Facilities Plan, including:

1. The inclusion of the Seminole Branch in the consolidated branch to be built at the Optimist Community Center;
2. The lack of information regarding the proposed re-location of the Central Library; and
3. The fact that Administration had been unable to move forward with the Devonshire Mall location.

The resolution resulting from this debate was as follows:

CR95/2015

*That the Windsor Public Library (WPL) Board, along with WPL and City administration **BE DIRECTED** to review the consultant's report on the WPL Service Enhancement Model, and report back on a facility plan that would fall within the approved (in 2013) allocated budget for library rejuvenation; and further,*

*That the Riverside roof replacement and minor public service area improvements **BE CONFIRMED** and **BE FUNDED** in the amount of \$100,000 as outlined in the report of the City Engineer dated April 20, 2015 entitled "Windsor Public Library – Facilities Renovation and Expansion Projects"; and further,*

That with regards to the Riverside Roof Replacement and minor public service area improvements, that:

- (a) the City Engineer or designate **BE AUTHORIZED** to issue requisite RFP(s) for consulting services (if necessary), and that the Chief Administrative Officer and City Clerk **BE AUTHORIZED** to sign the requisite agreement(s) for such services, satisfactory in legal form to the City Solicitor, in technical content to the City Engineer and in financial content to the City Treasurer; and,*
- (b) that the City Engineer or designate **BE AUTHORIZED** to issue requisite tender for the required work, subject to the tender falling within the approved capital budget, that the Chief Administrative Officer and City Clerk **BE AUTHORIZED** to sign an agreement with the successful bidder, satisfactory in legal form to the City Solicitor, in technical content with the City Engineer, and in financial content to the City Treasurer; and further, that the results of this tender **BE SUBSEQUENTLY REPORTED** to City Council for information purposes.*

Carried.

DISCUSSION:

On May 28, 2015, the WPL Board reviewed both CR95/2015 as well as an additional report from the CEO of WPL entitled, "Facilities Implementation Plan Update" a copy of which is attached as Appendix "F" to this report. The resulting resolution of the WPL Board was to submit this report and its recommendations (found on pages 4 and 5 of Appendix "F") to City Council and did not change the previous recommendation of the Board with respect to the Facilities Plan presented in December, 2013 with the exception that the Board recommended exploring the possibility of leasing a Bookmobile rather than purchasing one and using the operational savings from the Optimist consolidation project to fund the operations of the

Bookmobile. Further to that issue, on July 21, 2015, the Board approved the allocation of \$35,000.00 from the WPL Operating Reserve Account for the purchase and refurbishment of a used Bookmobile which the Board expects to take possession of in the first quarter of 2016.

Then, on August 11, 2015, the Board passed the following further resolution regarding the Facilities Plan:

Motion IC 17-15

That the Windsor Public Library Board recommend to the Windsor City Council the following:

- *As recommended to City Council in 2013, complete the Optimist, Sandwich and Budimir renovations as soon as possible*
- *Consolidate the South Walkerville and Remington Park branches at the Remington Park Branch as soon as possible in order to allocate funds in the existing operating budget to the operation of a Bookmobile Service*
- *Library Administration BE DIRECTED to monitor the ongoing usage and performance of the Seminole Branch and to provide annual updates to the Board*
- *To continue to seek leased space at the Devonshire Mall.*

Carried

As is evidenced by the above resolution passed on August 11, 2015, the Board has resolved to proceed with the Facilities Plan as follows:

1. The Board has reiterated its support for the construction of the new Optimist Branch, the addition to the Budimir Branch and the renovations of the Sandwich Fire Hall which will house the new Sandwich branch.
2. The Board has recommended that the South Walkerville and Remington Park Branches be consolidated at the Remington Park location as soon as possible in order to allocate funds in the existing operating budget to the operation of a Bookmobile Service which will be tested for the 2016-2018 period.
3. The Board has recommended that Library Administration monitor the ongoing usage and performance of the Seminole

Taking into consideration the concerns that were expressed by several members of City Council during the May 4, 2015 debate, as well as the recent recommendations of the WPL Board, Administration has compiled additional information for Council's consideration with respect to:

1. The current usage patterns at the Seminole Branch;
2. Co-location of the Seminole branch at John Atkinson Community Center which was raised by some Councillors as a possible alternative to the consolidation of the Seminole branch at the proposed new Optimist Branch;
3. Status of the re-location of the Central Library

4. The ongoing discussions between WPL and the Devonshire Mall and the possibility of a new branch being located in South Windsor; and
5. The recommendation to consolidate the South Walkerville and Remington Park branches at the Remington Park as soon as possible in order to facilitate the implementation of the Bookmobile Service.

Current Usage of the Seminole Branch

As stated above, the recommendation of the Consultant with respect to the Seminole Branch was to track the role and usage of this branch for possible changes and/or possible relocation. Further, the report indicates on page 7 that Seminole visits rose 49% between 2005 and 2011.

Unfortunately, the “turnstile counter” which measured actual entrances into the branch broke in 2012 and has not been replaced as a result of budgetary pressures and therefore no further comparable data for actual “visits” to this branch is available. However, it should also be noted that a people counter simply counts raw entrance and exits to the building regardless of whether the person is a WPL customer, a staff member or the mailman or other delivery person. As a result, counting library visits is not considered an accurate measure of library use and instead, actual circulation data is considered a better measurement.

In this regard, the circulation data for 2012-2014, which is attached to this report as Appendix “G”, and which is taken directly from the WPL on-line catalogue and circulation tracking system indicates that for this time period, Seminole Library branch circulation has actually declined by 15.5%.

In addition, 2015 year to date circulation data shows that the Seminole branches’ decrease in circulation is greater than the WPL average in every single month, when compared to the other branches. Further, the number of reference questions answered at Seminole dropped by more than 60% in this time period and this fact, considered together with the circulation data, indicates a sharp drop in library use and engagement since 2011.

Despite this circulation data, the WPL Board has certainly recognized the concerns of City Council regarding the future of the Seminole branch and so, in keeping with the Consultant’s Report, has resolved to continue to monitor the ongoing usage and performance of the Seminole Branch and to review the same annually so that a recommendation regarding the future of the Seminole Branch can be made prior to the opening of the new Optimist Branch. The Board will also continue to monitor the usage and role of all branches in the WPL system in order to provide the best service possible to the residents of Windsor.

Co-location of the Seminole Branch at John Atkinson Community Center

Administration has conducted preliminary research into the possibility of co-locating the Seminole Branch at the John Atkinson Community Center.

Firstly, it should be noted that the bulk of the operating budget for the Seminole branch is comprised of the costs for the 2.5 FTE staff that are assigned to this branch. Due to minimum staffing requirements that are contained in the Collective Agreement between the WPL and

CUPE Local 2067, any new branch at the Community Center would require the same staffing levels and so any savings to the WPL operating budget that would have been achieved with the consolidation of Seminole will not be realized.

In terms of the actual space itself, there is approximately 1400 square feet available at the Community Center that was formerly occupied by a day care. The current Seminole Branch is 4,092 square feet and so the Community Center would be approximately only 1/3 of the space. Further, both locations have less square footage than the amount recommended for a neighbourhood branch in the Consultants' Report which is 5000 square feet.

If the Seminole Branch was co-located at the Community Center, there would be a savings in utility and maintenance costs; however these savings would be negated by the rent which would be charged to the WPL for use of the space. Using the current market rates being charged at the Gino & Liz Marcus Community center as a comparison, the lease rate would be \$8.76 per square foot. For lease of 1400 square feet, the cost would be \$12,264.00 per annum, not including any amount for rental of common areas.

Further, Recreation is currently using this space for March Break and Summer Day Camps and for day camps on other school holidays. Should this space be rented by the WPL, Recreation would work with WPL to schedule joint programming so that the day camp registrants could use the library space for a portion of the day. If this could not be done, then Recreation would have to limit the number of registrants in the camps and this would result in lost revenue.

With respect to internet connectivity, neither the Seminole Branch, nor the Community Center has City fibre. The cost to provide this amenity to the Community Center would be approximately \$125,000 and it would be approximately \$150,000 to provide it to the Seminole Branch. Neither location has been included in this year's tender for this work. Currently, a connection to the Seminole branch is provided by Cogeco for the cost of \$11,000.00 per year and this same service could be provided to the Community Center however this connection is weaker than that provided by City fibre (100 MB as opposed to 1 GB).

Finally, there would be capital costs associated with moving the Seminole Branch to the Community Center. Based on rough estimates of the cost to retrofit empty space of \$45-\$65 per square foot, the cost could range between \$63,000-91,000. An amount would also be required for contingency.

Given the recommendation of the WPL Board to further assess the usage and role of the Seminole Branch, it is the recommendation of Administration that the concept of a library branch at the John Atkinson Centre not be pursued at this time.

Status of the Relocation of the Central Library

In addition, on June 16, 2015, the WPL Board passed resolution number 64:15 with respect to the future location of the Central Library:

That the WPL Board recommend to City Council:

- *an alternate location for the Central Library and Archives within the Cultural Hub, boundaries being Riverside Drive to the North, Goyeau to the East, University Ave in the South and Bruce Ave. in the West.*
- *the building square footage be up to 60,000 sq.ft.*

- *A report with recommendations re the Central Library and Archives come back to the WPL and Council no later than September 30, 2015 for consideration in the 2016 capital budget process.*

With respect to this resolution it is noted that further research and decisions will be required with respect to this new branch including the actual physical size of the new branch, the size and make-up of the collection to be housed at the branch, the nature of the space in terms of whether it will be rented or will be a new build. Further, it should be noted that any divesture of the current Central Library building will be pre-mature before the new branch is ready and also before the construction of the new City Hall is complete as the current Central Library space is one that could be used in the event that the mechanical systems in the current City Hall fail to the point that staff need to be temporarily re-located

Devonshire Mall Branch/ Branch in the South Windsor Area

As Council is aware, including a new branch in the Devonshire Mall was an element of the plan brought forward in the December 2, 2013 Council Report. It should be noted that the inclusion of this branch in the mall was not a recommendation of the Consultant, as the only “new” branch recommended by the Consultant was a new neighbourhood branch to be located in South Windsor. However, having considered the Consultant’s report, and the overall facilities plan, the idea to place a satellite branch in the mall came from the former Mayor and was embraced and supported by the WPL Board, largely because of the foot traffic that the mall generates and the public exposure that it would give to WPL.

Throughout 2014, WPL and City Administration liaised with management at Devonshire Mall in order to secure appropriate leased space for a satellite branch however nothing suitable became available.

On June 17, 2015, Administration met with representatives of Devonshire Mall and expressed the continued interest of the WPL Board in locating a branch in Devonshire Mall. Mall administration acknowledged this interest and explained that, as Devonshire is a retail shopping center, it will always seek retail tenants before other use tenants. It was also explained that, with the exception of the former Target space, the mall is currently completely rented. However, Mall Administration are committed to continuing to work with WPL and City staff to find a suitable location for a WPL branch that will meet the needs of both parties. However, given the current leasing situation, it would be unrealistic to expect to hear anything from the Mall before the second quarter of 2016 at the very earliest.

Other locations for this “satellite” branch, such as the Roundhouse Center and the Walker/Provincial Corridor, have been suggested, however, it should be noted that the Devonshire Mall was selected outside of the recommendations of the Consultant because of the high traffic patterns and visibility it would provide. If the Devonshire Mall location does not come to fruition, then it is recommended that the WPL Board consider an appropriate location for a new neighbourhood branch in South Windsor, as recommended by the Consultant. In order to evaluate the appropriate location for a new branch, it has been recommended by WPL Administration that the new Bookmobile be used to “test” the area for usage patterns. Once such testing has been done, the WPL Board can then make the appropriate decisions and recommendations regarding the location of the new branch.

Consolidation of South Walkerville/Remington Park Branches and Implementation of the Bookmobile Service

As has been noted above, on July 21, 2015, the WPL Board approved the allocation of \$35,000.00 from the WPL Operating Reserve Account for the purchase and refurbishment of a used Bookmobile which the Board expects to take possession of in the first quarter of 2016 and which will be used for two year test period from 2016-2018 pending the completion of the Optimist and Sandwich branches. Further, as Council is aware, the Consultant’s report, and the WPL Facilities Plan has always included the consolidation of the South Walkerville and Remington Park Branches into the new site at the Optimist Community Center.

The projected annual operating costs of the Bookmobile Test Project is \$274, 932. In order to be able to fund the operations of the Bookmobile without the need of any additional operating budget dollars, the WPL has recommended that the South Walkerville branch be consolidated with the Remington Park branch, at Remington Park, as soon as possible. Both branches would then be consolidated at the Optimist branch once construction is completed. Launching the Bookmobile Test project at this time will provide the WPL Board with the data necessary to make an informed decision about a new branch location in South Windsor, test usage in other areas of the City and will give the WPL increased community visibility and will ultimately improve customer service.

RISK ANALYSIS:

Risk Description	Impacted Objective(s)	Risk Level	Mitigating Strategy / Status	Responsibility
Delayed implementation of consolidation of Libraries	Meeting operating budget	Significant	Proceed with Sandwich and Optimist first to minimize impact to operating budget	Valerie Critchley Project Sponsor
The impact of the new approved governance model may not have been fully understood. The resulting facility changes may not be seen as enhancing services due to the change in branch locations.	Enhancing Library Services	Moderate	Provide clear communications and regular updates to affected patrons	Kitty Pope Library CEO
Unanticipated expenses during the renovation of a heritage building	Completing the project within the approved budget	Moderate	Included a \$150K heritage contingency within the Sandwich Library Renovation budget	Project Administrator (TBD)

FINANCIAL MATTERS:

WPL Operating Budget

In 2015, the total Operating Budget for the Windsor Public Library was \$7,636,182.

Based on 2014 Actuals, the cost to operate the entire WPL system, on a per branch basis, was as follows:

BRANCH	TOTAL OPERATING COST
Central	\$3,337,901*
Budimir	923,815
Riverside	929,693
Bridgeview	384,285
Fontainebleau	328,819
Forest Glade	366,688
Remington Park	157,735
Seminole	301,708
South Walkerville	316,793
Sandwich	287,679
TOTAL	\$7,334,306

(*Includes other revenue and administrative costs such as all management salaries/benefits)

The estimated operating cost for the Bookmobile Service is \$274,932 per year. This amount includes staffing, all operating costs, such as gas, vehicle maintenance, insurance, storage and library materials and resources. Should the South Walkerville Branch be consolidated with Remington Park as per the recommendation, the savings of \$316,793 would be used to fund the Book mobile and the overall net effect of these changes on the Operating Budget will be a savings of approximately \$41,861 (based on the 2014 Actual Operating Costs of South Walkerville).

Moving forward, the Facilities Plan anticipates the consolidation of South Walkerville/Remington Park at the new Optimist Branch. It is anticipated that the Operating Budget for the new Optimist Branch will be \$349,756. Therefore, the overall effect of consolidating the South Walkerville Branch and the Remington Park Branch into one new branch and adding a Bookmobile Service will be:

Projected Cost of New Optimist Branch:	\$349,756
Projected Cost of Bookmobile Service	\$274,932
TOTAL	\$624,688
Minus Operating Cost of South Walkerville and Remington Park Branches (using 2014 Actuals)	(474,528)
TOTAL ADDITIONAL FUNDING REQUIRED	\$150,160

Therefore, once the Optimist Branch is operational, should the decision be made to keep the Seminole Branch open and continue with the Bookmobile service past the test period, an increase in funding to the operating budget of \$150,160, plus any inflationary increases would be required.

It should also be noted that if a branch is opened in Devonshire Mall or at another South Windsor location, additional operating budget dollars will be required for this new branch as well. Finally, Council should note that these projections do not include any consideration of what the impacts of re-locating the Central Library would be on the WPL operating budget.

Facilities Plan:

As has been previously reported to Council, the estimated cost of each facility improvements are as follows:

BUDGET ESTIMATE	OPTIMIST 6,500sf	BUDIMIR 6,000sf	SANDWICH 3,800sf
Professional Fees			
Architect/Engineering Consultation	\$ 170,000	\$ 160,000	\$ 170,000
Survey, Testing & Inspections	\$ 40,000	\$ 40,000	\$ 70,000
Internal PM Costs	\$ 60,000	\$ 60,000	\$ 70,000
Subtotal Professional Fees	\$ 270,000	\$ 260,000	\$ 310,000
Fit-up Costs			
Furnishings	\$ 90,000	\$ 90,000	\$ 50,000
Shelving	\$ 90,000	\$ 165,000	\$ 50,000
Collections	\$ 180,000	\$ -	\$ -
Processing/Cataloguing	\$ 10,000	\$ -	\$ -
RFID Security System	\$ 50,000	\$ 50,000	\$ 30,000
Signage	\$ 10,000	\$ 5,000	\$ 10,000
Moving Costs	\$ 5,000	\$ -	\$ 5,000
Subtotal Fit-up Costs	\$ 435,000	\$ 310,000	\$ 145,000
Constuction (Building, Demo & Site Works as applicable)	\$ 1,550,000	\$ 1,450,000	\$ 1,706,000
Misc.			
Permits & Approvals	\$ 23,000	\$ 22,000	\$ 20,000
Advertizing/Communications/E	\$ 5,000	\$ 5,000	\$ 5,000
Interim financing	\$ 30,000	\$ 30,000	\$ 12,000
Subtotal Misc.	\$ 58,000	\$ 57,000	\$ 37,000
Heritage Contingency			\$ 150,000
Contingency (10% of construction)	\$ 150,000	\$ 140,000	\$ 170,000
TOTAL BUDGET	\$ 2,463,000	\$ 2,217,000	\$ 2,518,000
GRAND TOTAL			\$ 7,198,000

In addition to the above estimates, Council has already approved \$100,000 for repairs to the Riverside Library Roof as well as some minor interior public service area improvements. The cost of these works is estimated at \$100,000.00 which has already been approved by Council.

Thus, the overall cost to complete all the recommended noted facility changes is estimated at \$7,298,000 (including non recoverable HST as applicable and the cost of the above noted roof repair. Further should rental space become available at the Devonshire Mall, or another suitable location in South Windsor, in the future, it is estimated that a further \$200,000.00 would be required for leasehold improvements, fit ups, collection and moving costs in addition to the annual lease and operating costs that would need to be added to the budget. The capital amount is not presently approved and should Council wish to allocate these funds now the total cost of the plan is approximately \$7,498,000.00. As Council has already approved \$100,000 of this amount, the total which is now before Council for approval is \$7,398,000.00. The operating costs for a Devonshire or South Windsor branch will be put forward in the budget year incurred however the cost of operating a small branch is in the range of \$300,000.00 and so this amount can be anticipated.

In addition, there are maintenance items identified in the 2015 5-year Capital Budget related to the Optimist and Budimir sites which total \$409,000.00. The details below outline these capital works items:

Optimist Community Centre		
REC-004-07	Recreation Facility Refurbishments	
	2014* Repair Facility Siding	\$ 75,000
	* Painting entire centre	\$ 15,000
	2017 Replace floor tile ABC room	\$ 14,000
	Folding room divider doors in ABC room	\$ 16,000
	Replace tile on stage	\$ 13,000
HCP-002-07	Roof Replacement	
	2016 Optimist Community Centre	\$176,000
		\$309,000

**Item approved within the 2014 Capital Budget*

Budimir Library		
WPL-006-11	Roofing Replacement at WPL	
	2019 Budimir complete replacement	\$ 70,000
WPL-010-11	Flooring at WPL	
	2019 Budimir remove and replace	\$ 30,000
		\$ 100,000
Total planned maintenance works		\$409,000

Of the total amount of \$409,000.00 detailed above, \$90,000.00 has already been approved and \$319,000 has been approved in principle, and it is recommended that these approved in principle requests for 2016, 2017, and 2019, totalling \$319,000.00 be pre-committed and that all of these capital works be incorporated within the Library Facility Improvement project for cost efficiency and ease of implementation.

Therefore, in summary, the total funds required for both the works involved in the Facilities Plan, and the maintenance works are as follows:

1. <u>Facilities Plan</u>	
a. Optimist	\$2,463,000
b. Sandwich	\$2,518,000
c. Budimir	\$2,217,000
d. Devonshire/South Windsor Branch	\$ 200,000
e. Riverside Refurbishments	\$ 100,000
TOTAL FACILITIES PLAN	\$7,498,000
2. <u>Maintenance Works</u>	\$ 409,000
TOTAL FACILITIES PLAN & MAINTENANCE WORKS	\$7,907,000

Of the total amount of \$7,907,000.00, \$100,000.00 has already been approved for the Riverside Library works and, as stated above, \$90,000.00 has already been approved in the 2015 Capital Budget. Therefore, the remaining funds to be approved total \$7,717,000.00.

The projects are recommended to be funded as follows:

Funding Source	Funding amount
Previously approved placeholder within the 2014 Enhanced Capital Budget Plan	\$7,000,000
Previously approved placeholder within the 2012 Capital Budget (267/2012) for the construction of a pay and display parking lot at the former Sandwich Fire Hall	\$120,000
Library Development Charges Reserve Fund 122	\$278,000
Previously approved funding for Riverside Library roof – CR95-2015	\$100,000
Previously approved 2014 Capital Budget for Optimist Community Centre – REC-004-07	90,000
Pre-commitment of 2016,2017 and 2019 Capital Works	\$319,000
TOTAL	\$7,907,000

Further, Council should note that there are presently no approved capital funds for a re-location of the Central Library and these costs, together with any potential funding sources from a potential sale of the present building will have to be considered when plans for that re-location are brought forward to the WPL Board and City Council.

City Administration will continue to pursue any available grant funding possible. It is noted that recommended funding sources in this report may need to be adjusted if the City is successful in obtaining the grant funding.

CONSULTATIONS:

Kitty Pope, CEO WPL


CONCLUSION:


The Library Facilities Plan has been five years in the making and the WPL Board has now passed a series of resolutions which it hopes will move this plan forward for the betterment of the entire WPL system. Particularly, the Board has carefully considered the concerns expressed by Council at the May 4, 2015 meeting and has attempted to answer these concerns. Accordingly, the Administrative recommendation to further the implementation of the Facilities Plan that City Council approve the direction taken by the WPL Board and that the following elements of the Windsor Public Library Facilities Plan be approved:

- a) Construction of an addition to the Optimist Community Centre of approximately 6,500 square feet which will house the consolidation of the South Walkerville and Remington Branches, and any other branches which may be recommended by the Windsor Public Library Board, in consultation with Windsor City Council in the future;
- b) Construction of an addition to Budimir Library of approximately 6,000 square feet;
- c) Renovations to the former Sandwich Fire Hall for the purposes of creating a new Sandwich Library Branch; and
- d) A future library branch at the Devonshire Mall, or in the South Windsor area as recommended by *Libraries in Transition* working in concert with Monteith Brown Planning Consultants, the location of which will be recommended by the Windsor Public Library Board in consultation with Windsor City Council;
- e) Consolidation of the South Walkerville and Remington Park branches at the Remington Park Branch as soon as possible in order to allocate funds in the existing operating budget to the operation of a Bookmobile Test Service for the period 2016-2018; and

- f) The continued monitoring of the ongoing usage and performance of the Seminole Branch with annual updates being provided to the WPL Board.


 Valerie Critchley
 City Clerk/Licence Commissioner &
 Corporate Leader Public Engagement &
 Human Services


 Onorio Colucci
 Chief Financial Officer/City Treasurer &
 Corporate Leader Finance & Technology


 Mark Winterton
 City Engineer & Corporate Leader


 Helga Reidel
 Chief Administrative Officer

VCC/hs

APPENDICES:
 Appendix A – WPL Board Resolution dated June 21, 2011 (Enclosed under separate cover)
 Appendix B – WPL Board Resolution dated August 28, 2012
 Appendix C- Library Facilities Discussion Paper dated March 5, 2013
 Appendix D- WPL Board Report dated November 6, 2013
 Appendix E- Report to Council dated May 4, 2015 re: Library Facilities Plan
 Appendix F –WPL Board Report dated May 20, 2015
 Appendix G –Circulation Date re: Seminole Library

DEPARTMENTS/OTHERS CONSULTED:
 Name:
 Phone #: 519 ext.

NOTIFICATION :

Name	Address	Email Address	Telephone	FAX