Whitchurch-Stouffville Public Library

Current and Future
Space Requirements
2012 Update
Final Report

May 11, 2012

Mr. Dave Cash
CAO
Town of Whitchurch-Stouffville
111 Sandiford Dr
Stouffville, Ontario
L4A 0Z8

**RE: Whitchurch-Stouffville Public Library: Current and
Future Space Requirements – 2012 Update**

Dear Mr. Cash:

We are pleased to submit our final report for the above noted study.

The study is an update of work completed previously by our firm and provides a projection of future library space requirements to serve the Whitchurch-Stouffville community. We have also provided a preliminary functional space program for the library and commented on co-location opportunities.

It has been a pleasure to work with you and other senior staff at the Town as well as the CEO and staff of the Whitchurch Stouffville Public Library to prepare this report. We appreciate your assistance and your input. I trust the study will provide Council and the Library Board with a useful guide as they plan for future library services.

Sincerely,

Jim Morgenstern, MCIP
Principal

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EXECUTIVE SUMMARY

PURPOSE OF THE STUDY

This report is an update to a 2009 study that investigated library space requirements in Whitchurch-Stouffville. The primary objectives of this study were to:

- Review the space planning guideline used in the 2009 study in light of the most recent research and the current circumstances in Whitchurch-Stouffville and confirm or revise the guideline for the purposes of projecting library space requirements.
- Prepare a library space projection based on a functional needs analysis.
- Provide an assessment of the current allocation of space and comment on the extent to which the area committed to various functions is consistent with the most efficient use of available space, typical allocations in comparable libraries and customary library planning design guidelines.
- Consider the relative merits of expansion at the current library site versus relocation to the Civic Centre.

KEY FINDINGS

Based on the changing roles of public libraries and the increasingly emphasis placed on in-library activities and services, we recommend that a guideline of 0.65GSF/capita be used as the <u>minimum</u> space requirement when planning library facilities in Whitchurch- Stouffville.

The recommended 0.65GSF/capita guideline, indicates Whitchurch-Stouffville will require a library of a minimum of 35-36,000GSF to serve the anticipated build out population of 55,000.

The functional space program analysis confirms that a building of 35-36,000GSF could meet minimum requirements for library space. All major areas of the current library will be expanded significantly in the proposed space program, but areas committed to meetings, programs and special services experience the most significant expansion while areas committed to the collection occupy proportionately less space in the proposed library. This is consistent with trends and the future role of the library.

The proposed functional space program is a preliminary estimate of space allocation and must be refined during detailed design and planning for the library.

Locating public libraries with other community service providers is strongly supported. The existing relationship with the Lebovic Centre or a future relationship with the Civic Centre are both preferred to a stand-alone library.

An expanded library at the Lebovic Centre is an advantage for residents who combine trips to the library with leisure time activities and will attract a higher level of casual and drop-in use than the Civic Centre location. Co-locating with the recreation centre will provide library users with better access to program areas and amenities, such as food services.

At the Civic Centre location the Library would have access to a number of specialized spaces that would not generally be available in a typical 36,000 GSF facility. These could include fully equipped conference rooms, presentation space and training facilities. However, the major advantage is the opportunity for shared service delivery where the Library would partner with the Town to improve access to community information and contribute to employment, economic development and other initiatives. If the Town and the Library are prepared to fully embrace a shared service delivery model and the challenges associated with accommodating library space at the Civic Centre can be overcome, this would appear to be a significant co-location opportunity. Additional investigation of opportunities to deliver services in partnership, share specialized space and architecturally accommodate a public library in the Civic Centre is required to confirm this conclusion.

1.0 INTRODUCTION

This report is an update to a 2009 study that investigated library space requirements in Whitchurch-Stouffville[1]. The 2009 study was the last of three planning reports prepared in the 2007-2009 period.[2] The earlier studies involved background research on current library services; staff input; a survey undertaken with library patrons; a review of trends and best practices affecting library service delivery, focus groups with youth, representatives of the business community and community representatives, and a representative, random community survey to capture the views and opinions of non-users as well as users.

The 2012 update included the following tasks:

- Review the space planning guideline used in the 2009 study in light of the most recent research and the current circumstances in Whitchurch-Stouffville and confirm or revise the guideline for the purposes of projecting library space requirements.

- Prepare a library space projection based on a functional needs analysis.

- Provide an assessment of the current allocation of space and comment on the extent to which the area committed to various functions is consistent with the most efficient use of available space, typical allocations in comparable libraries and customary library planning design guidelines.

- Consider the relative merits of expansion at the current library site versus relocation to the Civic Centre.

- Review preliminary findings and directions with the Board, Council and the public to receive input prior to finalizing recommendations.

- Prepare a report based on the analysis and present to Town Council.

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[1] Whitchurch-Stouffville Public Library. Current and Future Space Requirements. Feb. 2009. dmA Planning and Management Services.
[2] dmA Planning & Management Services, December 2007. Whitchurch-Stouffville Public Library Community Needs Assessment – Phase One Report. and dmA Planning & Management Services, July 2008. Whitchurch-Stouffville Public Library Community Needs Assessment – Phase Two Report

2.0 CONSIDERATIONS AFFECTING THE STUDY

This chapter summarizes information affecting the assessment of current and future library space requirements.

2.1 POPULATION PROFILE AND PROJECTIONS

2.1.1 POPULATION PROJECTIONS

The Town of Whitchurch-Stouffville is expected to grow to a population of approximately 55,000 by the year 2021, which represents a 46% population increase over the 2011 census population count (37,628). The population was previously estimated to grow to between 51,000-53,000; however, to conform to the intensification standards set by Ontario's *Places to Grow Act* the estimate was revised in 2010 to 55,800 by 2021; with an estimated 41,000 persons residing within the community of Stouffville[3]. The increase in population can largely be attributed to the promotion of residential infill and intensification opportunities, and, achieving a minimum density population of 50 persons/ha for new Greenfield development as set out in the *Growth Plan for the Greater Golden Horseshoe* (2006) and Ontario's *Provincial Policy Statement* (2005). In 2009 the Town's Official Plan was amended to include a residential intensification strategy for the community of Stouffville based on these provincial standards.[4] This strategy includes criteria for new residential development community design, and established new growth boundaries and zoning by-laws for Stouffville to accommodate intensification and mixed uses and densities.

The development of the community of Stouffville is envisioned in three phases. *Phase 1* was substantially completed by the end of 2011, and consisted of 5,333 new residential units and the employment lands. *Phase 2* development began in 2010 and is expected to continue to 2017/2018. *Phase 3* includes those lands that are not currently designated for development but are within the Oak Ridges Moraine Conservation Plan Settlement Area; therefore while *Phase 3* development is not currently anticipated it is a possibility. Were the Phase 3 lands to be developed the population projection for Whitchurch-Stouffville would increase to somewhere around 60,000 by 2021. The status of the Phase 3 lands has yet to be determined by Town Council and therefore for the purposes of this report a population of 55,000 is anticipated in 2021.

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[3] "Growth Management Status- Community of Stouffville 2011 Year End Assessment". Town of Whitchurch-Stouffville, Council in Committee Report. February 21, 2012.

[4] "Proposed Official Plan Amendment- Community of Stouffville Residential Intensification and Residential Intensification Urban Design Guidelines". Town of Whitchurch-Stouffville, Council in Committee Report. December 1, 2009.

2.1.2   SOCIO-DEMOGRAPHIC ANALYSIS

The 2006 Canadian Census[5] characterizes Whitchurch-Stouffville as a community that would make higher than usual use of the public library:

- 36.5% of households contained a couple with children, compared to 32.1% for Ontario.

- The median family income for couple families in the Town was $96,898 in 2006 which was over $20,000 higher than the median income for couple families in Ontario ($71,884). The Town's median family income for all census families was also higher than for the Province.

- A higher percentage of the population of Whitchurch-Stouffville achieved either a college or university diploma or degree (46.8%) than the Province of Ontario as a whole (42.9%). The Town's population became more highly educated overall, as demonstrated by the rise in post-secondary educational attainment in the last decade.

- In Whitchurch-Stouffville the median individual earnings for those who worked a full year, full time in 2005 were $52,709; in comparison the average individual earnings in Ontario in 2005 was $44,748. Higher income levels are associated with expectations for higher quality services in general and higher demand for Library services specifically.

- Approximately 21% of the Town's experienced labour force over 15 years of age is employed in Sales and Service occupations; 21% are in Business, Finance and Administration occupations; and 16% are in Management occupations.

- The unemployment rate for the Town of Whitchurch-Stouffville in 2006 was 4.3%, which was an increase from 3.1% in 2001, yet was still lower than the Province (6.4%).

2.2   OTHER RELEVANT STUDIES

The following studies were reviewed as part of this assessment:

Whitchurch-Stouffville Public Library. Current and Future Space Requirements. Feb. 2009. dmA Planning and Management Services.

This report recommended a guideline of 0.65 gross square feet (GSF) per capita as a basis for determining current and future library space requirements. Based on this guideline, 34,450 GSF were recommended to

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[5]   While this data is slightly outdated we expect that these results will be consistent with those from the 2011 Census when that data is released.

serve a projected population of 53,000 (the anticipated population at buildout when the study was completed).

Town of Whitchurch-Stouffville. Leisure Facilities Strategy. 2008. Rethink Group.

This report describes a long range strategy for the provision of municipal leisure facilities that will be required to meet the needs of the Whitchurch-Stouffville community to the anticipated full build-out population of 53,000 (at the time of the project). It supports dmA's recommendation (noted above) to adopt a 0.65 gross square feet (GSF) per capita guideline to the Whitchurch-Stouffville public library. In addition it is noted that library facilities should be concentrated within urban Stouffville rather than having a central library with one or two branch facilities. The Strategy embraces the principle that the library should be integrated with other Town facilities to maximize space efficiencies through shared use of common and support elements. This also allows for program integration and delivery of services to a broader spectrum of residents.

Town of Whitchurch-Stouffvile Leisure and Community Services Master Plan Update. June 2011. Rethink Group.

The Leisure Services Master Plan Update's principle objective was to provide direction regarding the current and future role of the Municipality in the areas of leisure programming, culture and volunteer engagement and related services. The Whitchurch-Stouffville Public Library was a close partner in the development of this update report and was identified as one of the top two providers of recreation, arts, culture and heritage programming and events. This report also notes the Vision and Mission Statements of the Public Library, both of which identify the desire for the Library to be a community-centric space where all members of the Town can meet their leisure, information and cultural needs. Finally, this report also lists the expansion of the Library to accommodate the 0.65 GSF per capita provision standard as a desirable and necessary expansion for the Town's leisure facilities.

Town of Whitchurch-Stouffvile Corporate Strategic Plan. 2011-2014.

This plan provides an overall focus and direction for the municipal administration of the Town of Whitchurch-Stouffville for the period of 2011-2014. The plan outlines four priorities and goals including: community prosperity and sustainability; fiscal and asset management; service excellence and community engagement; and quality of life. The Library isn't explicitly mentioned in the Strategic Plan, but conceivably could contribute to the four identified goals.

Town of Whitchurch-Stouffvile. Economic Development Strategy. 2009-2014.

The report notes that the Town's central economic strengths are now in knowledge based industries and the economic development strategy must acknowledge this fact and position the community to build upon it. Further, the report notes that the primary driver of a knowledge industry centre "is increasingly the Creative

Class, knowledge workers for whom quality of life and quality of place are key determinants in decisions regarding where to live, where to work, and where to launch their new ventures and entrepreneurial enterprises". The strategy goes on to identify four target areas for knowledge based industry economic development – one of which is emerging professional and scientific services. The implications of the economic development strategy for the WSPL are twofold: (1) a good library will be a resource to the entrepreneurs pursuing knowledge based industries, particularly in their early stages of development, and (2) a first class library is among the amenities and services that the creative class will expect in their local community.

Whitchurch-Stouffville Public Library Board: Operational Staffing Study. 2010

This report was prepared at the request of the WSPL with the assistance of Town staff. The primary purpose of the report was to compile information to assist with a staffing review and plan for the WSPL. The report included a comparison to other public libraries and this data is of particular relevance to the current study. The following were the key findings:

LIBRARY SERVICES

- The WSPL provides less library space than most of the comparison libraries.

- The circulation at WSPL is lower per capita and per cardholder than the average of the comparison libraries.

- Titles held per capita are comparable to the other libraries. (This report did not include total volumes held as a comparative measure although in many respects it is a better indicator of the quality of the collection. The WSPL has considerable fewer volumes than comparable libraries and the total volumes held per capita have declined in recent years).

- WSPL's in-person library visits per year are lower than other libraries.[6] WSPL has considerably more electronic visits per year than the other libraries. (Electronic visits is an indicator where the degree of comparison among libraries may be more questionable due to different methods of compiling data).

- WSPL has more active cardholders per capita than the comparison libraries.

- WSPL achieved higher levels of program attendance per capita and per cardholder than the comparison libraries.

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[6] The Operational Staffing Report uses 2008 data and for that year visits per capita were slightly above the average of the other libraries. However, 2008 was an anomaly where visits peaked at over 173,000, compared to 101,000 in 2007 and 157,000 in 2009. Comparative data over time indicates lower levels of visits per capita.

FINANCIAL

- The total operating revenue and the total operating expenses per capita for WSPL were significantly lower than the average of the comparison libraries.

STAFFING

- Overall there are significantly fewer full time equivalents at the WSPL than the average for the comparisons libraries (9.91 for WSPL and 20.02 for the others).

The comparison suggests the WSPL has fewer resources and staff but also provides a lower level of service (based on circulation, visits, holdings, etc.). This is not reflected in the number of cardholders, however this is not always the best measure of use because having a library card does not necessarily translate into use of the resources (Different libraries adopt different policies concerning their definition of an active cardholder, but it would be possible to not use the library for an extended period of time and still be counted as a cardholder). A better measure of use would be a breakdown of users and non-users. Only 54% of Whitchurch-Stouffville residents report using the library in the past year[7], which is a lower percentage than we might anticipate[8].

There is little reason to believe that the lower levels of use reflect community demand. There is nothing about the profile of Whitchurch-Stouffville's population (age, income, education etc.) that would suggest they would use libraries less often than residents of other Ontario municipalities, indeed the profile is positively correlated with higher levels of use. Community input (see following section) suggestions that there are limitations with the existing service and these likely affect use. Consequently, the comparisons to other libraries likely indicate that limited resources have contributed to less service and therefore lower levels of use.

2.3 COMMUNITY INPUT

With the exception of a public meeting to review preliminary directions (the results of which are summarized below), this study did not include input from library users, non-users or stakeholders such as the business sector or community agencies. However, community input was a major part of the earlier studies that contributed to the 2009 library space assessment. The results, well somewhat dated, remain relevant and are documented in Appendix A of the report. The community supported:

- The expansion of program, presentation, and meeting spaces in the Library. The results suggest there is insufficient space and/or poorly designed space to accommodate the full range of programs and activities that should be available at the library.

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[7] Based on a statistically valid survey of Whitchurch-Stouffville residents undertaken as part of the 2008 dmA Needs Assessment.
[8] There is no consistent readily available source of information to determine the number of users and non-users in library systems. In studies conducted by dmA, we have found the proportion of users to be as high as 70-75% and as low as 35-40%. There are undoubtedly many factors that explain these variations in level of use, however, there is little question that the quality of service is a key consideration. As noted above, WSPL provides a lower level of service than comparable libraries.

- The development of a dedicated space for youth collections, computers, youth resources and technologies, and additional group study/worktables in the library. These cannot currently be accommodated at the WSPL because of limited space.

- Space for expanded and updated collections and improved display areas.

- Additional space for user amenities, customer service features, computer resources and emerging technologies.

The deficiencies of the library identified by the community in 2009 were largely space related and most could not be addressed without a larger library. Perhaps more importantly, the request was not simply for more space but rather for different types of space that could accommodate functions that reflected the changing role of the public library. This point is addressed in greater detail in the next chapter of the report.

Public Meeting

The public was invited to provide input to the study at a meeting held on May 2, 2012. The consultant provided a brief overview of the study purpose and process; discussed key study issues; and provided preliminary directions based on the early stages of the work program. Those attending[9] were then invited to comment. The following were the key themes emerging from the meeting:

- There was support for expanded services at the WSPL and for a larger library to correct current deficiencies and respond to future population growth

- Advantages of the current library location were noted; particularly with respect to residents who visit the library when using the recreation centre and appreciate the library's relationship to the adjacent parkland. The current open space setting was preferred to the business park location at the Civic Centre and the relationship to the downtown was seen as an asset.

- The desirability of pedestrian access to the library was noted and among those providing input, it was seen as a more pedestrian friendly location. However, it was acknowledged that both the Civic Centre and recreation centre location will provide pedestrian access for adjacent residential areas.

- The challenges of serving rural areas of the municipality were discussed, including the possibilities of arranging purchase of service agreements with libraries in adjacent municipalities.

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[9] The meeting was attended by 10-15 people, some of whom were Library Board members. Four individuals who were unable to attend the meeting also submitted comments via e mail.

2.4 THE WSPL STRATEGIC PLAN (IN PROGRESS)

The WSPL Board is currently in the process of preparing a Strategic Plan to update a plan that covered the period to 2012. The absence of an updated Strategic Plan is a limitation for this study because the Strategic Plan when adopted by the Board and endorsed by Council will provide a clear sense of the Library's future.

Public libraries, perhaps to a much greater extent than other municipal service providers, are experiencing significant change in their roles and responsibilities. The people using the library and the expectations of users are shifting and in many respects differ from those 10 or 15 years ago. Technology is a large part of the reason for this shift. The opportunities presented by new technologies are having an unprecedented impact on information providers and proactive, contemporary libraries are taking full advantage of these new developments. The public library that will serve the next generation of users will be very different than the libraries that we have known in the past. Libraries that are embracing these changes are guided by Strategic Plans that clearly define future markets, services, community partnerships, staff competencies and the enhanced contribution the public library will make to the community.

This is an important consideration because community decision-makers who argue there is less need for public libraries in the age of the Internet are thinking of the libraries that they used twenty years ago. And in that respect they are correct – there is considerably less need for the type of library that we had twenty years ago. Consequently, the Strategic Plan is an important document. If the Plan envisioned little change in library services, it is conceivable that a smaller not a larger library will be required despite the growth in population. But if the WSPL Board and Town Council envision a new type of library providing a broader range of community services, then a larger, appropriately designed facility with specialized spaces will be required to accommodate these needs.

Form follows function – and consequently the type of library and the amount of library space is entirely dependent on the future service model – a model that has not yet been fully defined in the absence of the Strategic Plan. Nonetheless, we are confident that the Board will embrace the changing role of the public library and the Board and Council will pursue a future service delivery model consistent with the trends and best practices described in the next chapter of the report. The space requirements identified in this report are based on that assumption.

3.0 THE CHANGING ROLE OF PUBLIC LIBRARIES

3.1   A STRATEGIC VISION FOR THE NEXT GENERATION OF PUBLIC LIBRARIES

There is a great deal of discussion in the literature on the changing role of public libraries. This discussion is thought-provoking, exciting and extremely challenging for librarians, Library Boards and municipalities. As noted earlier, we understand that the Library Board is carefully considering this research and commentary in their efforts to define a strategic vision and plan for the future of the WSPL. We have not attempted to review this information in this report. However, a recent article from the American Library Association provides an excellent overview of the challenges and choices facing the 21st Century Library. In his report "Confronting the Future"[10], Roger Levien addresses the major issues facing public libraries in the future and provides a framework for envisioning the next generation of libraries. Levien cites a number of factors shaping the future of libraries including continuing advances in digital media and technology, heightened competition, demographic transformation, and financial constraints and identifies four "dimensions" for considering the future of libraries (Figure 3.1).
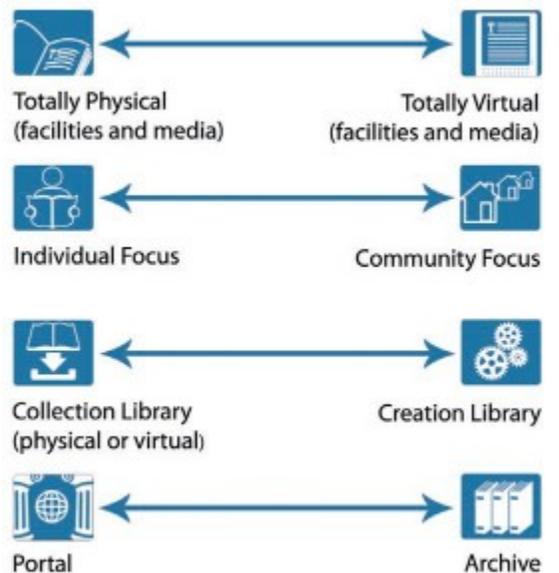
- Dimension 1: Physical to Virtual Libraries

This dimension relates to the form of both the library as a facility and the form of its collection. The notion of a purely physical library is no longer realistic or desirable and the challenge for public libraries is to find their place on the physical-virtual continuum. Most modern libraries are somewhere in the middle and this is the most realistic immediate scenario where libraries increasingly provide virtual features but still have a physical presence in the community. However, the physical presence will accommodate a variety of different functions and features reflecting other changes in the library's role.

Figure 3.1 The Four Dimensions of Public Libraries

- Dimension 2: Individual to Community Libraries

The second dimension deals with the type of service provided by the library and the point of focus for its users. There is a continuum from attempting to accommodate each user independently (with quiet study space, privacy, comfort, one-on-one service, etc.). to a community focus with space for community interaction and group work. In the future, libraries will increasingly move to the community end of the spectrum as they play the role of community hub; employment and training centre; venues for public debate and discussion; community programmer and other related roles.

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[10] Levien, R. June 2011. "Policy Brief No. 4: Confronting the Future". American Library Association, Office for Information Technology Policy.

▪ **Dimension 3: Collection to Creation Libraries**

This third dimension involves the way in which libraries interact with their users. On one end of the continuum is the traditional library where users come to enjoy and experience the materials in the library's collection. This traditional role sees the library as a warehouse where residents can borrow the intellectual, creative and imaginative works of others. At the other extreme is a library where users are encouraged to use creative spaces, equipment, technology and staff expertise to produce their own creative products. This is the library where residents create music, documentaries, engage in interactive media and experience the full realm of creative possibilities that technology increasingly makes available. Modern libraries are increasingly moving from being simple collections to creative spaces.

▪ **Dimension 4: Portal to Archive Libraries**

The fourth dimension identified by Levien focuses on the ownership of the library's collection - whether physical or virtual. In the portal library, the materials available to users are not on the property of the library-rather the library acts as a facilitator between the user and the resources available through other organizations. The other extreme is an archive library whose role is to possess documentary materials in a range of genres and mediums. However, this is not simply a historical archive, rather the library is the keeper of the community memory and an organization committed to telling the community's story – both past and present. This is a living library with a very strong orientation to the local community and access to the memorabilia, images, artifacts and stories that define that community. But in this scenario the library is both the local community's "archive" and its "portal" to world-wide information resources.

These changing roles of the public library clearly have far reaching implications for librarian competencies; collaboration and consolidation between libraries (and other agencies) serving similar geographic areas or interest groups; digitization of materials and collections; personalization and social networking; archiving and cataloguing; and pricing. These changing roles also have implications for library facilities and space requirements. This issue is explored further in the next section of the report.

3.2 LIBRARY TRENDS AND BEST PRACTICES – FACILITY IMPLICATIONS

The roles and functions of public libraries have changed significantly in the past 10-15 years, largely in response to technology but also due to customer expectations, demographic shifts, a growing appreciation of the library's potential role in a knowledge based economy, an increasing emphasis on partnerships and joint service provision and a growing realization within the library community on the importance of actively participating in a wide range of community initiatives. Relevant trends, with implications for library space requirements and design are briefly noted below.

3.2.1 LIBRARIES AS A FOCAL POINT IN THE COMMUNITY

Increasingly, libraries are being thought of as a "centre" or "focal point" of a community. They are spacious, welcoming, highly visible, accessible places where people come together to gather information and exchange ideas. They can also provide a quiet refuge, an "oasis" for quiet reading, rest and relaxation within an otherwise lively urban centre.

Design Considerations – Space Implications
- Reception area with enough space for community information area and comfortable places for sitting.
- Adequate spaces well designed for working and reading.
- Multi-purpose programming rooms.
- Comfortable quiet reading areas separated from program areas.
- Open concept and flexible, fully accessible, self-guiding layout.

3.2.2 INTEGRATION WITH OTHER CIVIC SERVICES

A trend in municipal planning is the development of neighbourhood centres that bring together multiple civic amenities including libraries, government services, daycares, recreation centres, and public parks or plazas. This can enhance sense of place but also create synergies between complementary services. For example, a day-care centre can easily partner with the library for early childhood literacy programs.

The combination of a library with municipal government services is of particular importance. One of the more pragmatic goals of new library design and programming has been to meet the information needs of all citizens in their daily lives and this often involves government services. Locating the civic administration and main community library together creates the opportunity for 'one-stop shopping' but more importantly takes advantage of the interaction that can be created in such a centre. The role of the library in fostering civic participation is greatly enhanced through linkages with city hall and the visibility of city hall to library users can greatly reduce any perceived disconnect between the government and its citizens. Integrating the library with city hall as a unified civic service centre creates a more accessible and citizen-oriented space.

Entrepreneurs and small businesses, which increasingly form the foundation of the Canadian economy, are depending on today's libraries as they plan their products and services, investigate financial resources, and ultimately expand employment opportunities and prosperity in their communities. Parents, teachers and homeschoolers are using the library's programs and resources to improve literacy, computer-literacy, and as a complement to more traditional forms of education. Increasingly, libraries are providing employment services through linked databases with other government agencies. Research has always been a cornerstone of library service, and today's libraries provide an expanded research function with links to educational, institutional, and business databases in Canada and around the world.

Design Considerations – Space Implications

- Program areas, training areas, and computer rooms.
- Government service kiosks, job banks, and job training clinics.
- Linkages to educational, institutional and business databases.
- Flexible layout accommodating a variety of programs.

3.2.3 LIBRARIES AS CREATIVE CENTRES AND FACILITATORS OF DIGITAL LITERACY

While libraries have always been disseminators of information, innovative libraries are no longer content with one-way communication. Through elements of design, programming, and partnerships, they are increasingly fostering dialogue and exchange with library users. The spaces inside and outside libraries are the ideal locations for civic events, celebrations, fairs, festivals, "brown bag" lectures, political debates and concerts. Public art installations, temporary exhibits, and local history displays help libraries establish a setting for social interaction, encouraging people to gather, talk, and learn.

As facilitators of digital literacy the library's goal is to bring the Internet into the service of individuals and communities. The library as a space for community knowledge exchange remains paramount and, for such users, the library's digital services are less about computer terminals than about space to have their 'way of knowing' expressed and included. For example, the library may provide meeting rooms or performance areas with recording devices and assistance in uploading recorded material afterwards. In other words, the importance of the library is that it is a unique digitally networked space where the community can share with the World Wide Web rather than gaze at it from a terminal or portal.

Design Considerations- Space Implications

- Social spaces, presentation spaces and exhibit spaces integrated into lobby areas.
- Adequate space for bulletin boards, racks and panels for pamphlets and brochures, as well as staff knowledge and awareness of community events, organizations and services.
- Prominent displays of local history, culture, heritage, natural history, etc.
- Information kiosks linked to the Internet; digital displays of information; spaces for interactive learning and training (e.g. techno-booths).
- Media labs for music, audio-visual, documentaries, etc. and specialized areas for use of technology.

3.2.5 LIBRARIES AS CENTRES FOR TECHNOLOGY AND INNOVATION

The advent of the "Virtual Library" and technology in general has changed the way in which core library services are being delivered and will continue to have a major impact on future services. Libraries are offering more services online (and doing so at an accelerating rate), Virtual/digital reference services, electronic databases, and e-books are now customary features of contemporary libraries in urban centres.

Increasingly, support for community social and economic development is becoming a core function of the library in an information economy characterized by rapid change. Libraries are providing workshops and training in computer literacy, e-technology, and navigation through the information age. The library increasingly plays a role in supporting small businesses, home-based business, the self-employed and individuals who must continually upgrade skills or search for new careers in a changing marketplace. Through highly trained staff, state-of-the-art technologies, and accessible programming, libraries are contributing to the knowledge base of communities in many ways. Trends indicate that access to all forms of library information and content will become increasingly associated with smaller, more powerful, and more versatile hand-held wireless devices. This will continue to impact on the way public libraries deliver their services.

Design Considerations – Space Implications
- Adequate space and well-designed areas for individual study and group work.
- Separate, designated Internet workstations and training areas.
- Reduced space needs for print reference materials and non-fiction items.
- Increased space needs for digital media, DVDs and audiobooks.

3.2.6 LIBRARIES WITH A CUSTOMER-FIRST FOCUS

Public library staff roles are evolving with the changing role of the public library. Five years ago, staff that got out from behind the information desk, "walked" the floor and engaged users was a novel concept. Now staff might be hosting a video game tournament or helping kids use animation software to create a video out of clay puppets. Staff interactions with users are happening in the virtual library as well. Today's library staff are creating conversational loops with users on Facebook, Twitter and other social networking sites, to discuss important ideas of the day, current news topics, library innovations, new library content, etc. As an example of modern library staff roles, a staff member might set up a Twitter feed or text-messaging services for "best reads", monitor online conversations via social networking sites, and use this information for book club discussions or other programming at the physical library. As technology changes the way users interact with the library, it is also changing the way staff interact with users.

Design Considerations – Space Implications

- Self-guiding layout, visible signage and self-serve features.
- Display shelves for popular materials.
- Appropriate staff workspace, office space and a visible staff presence throughout the library; mobile information stations instead of large fixed desks.
- Wide aisles and shelving designed for customer convenience.
- Self-serve features including self-sort book drops, self-checkout, and on-line public access computer terminals throughout the library.

3.2.7 BALANCING COLLECTION, INDIVIDUAL, AND GROUP SPACES

To complement the increasing range of activities and services provided in a major library, users have expressed the desire for a more diverse mix of spaces. The provision of space is being considered for both user type (children, seniors, level of technical skill, etc.) and activity type (quiet study, collaboration rooms, etc.). It is likely that the impact of digitization will be a decrease in the physical collection space but a larger role for the library as a space for interaction with digital resources and among users of these resources.

Digital devices are becoming more mobile and many users are less dependent on technology-specific space such as desktop computer workstations. For users of personal digital devices, the physical characteristics of space are in fact more traditional with emphasis on atmosphere and comfort.

Although flexibility is a key component of new library spaces, attracting a new and diverse range of users can require the creation of specialized areas. In addition to children's areas, some libraries are establishing specific zones for teenagers or seniors. In the case of teen areas, interior design elements establish a clear perimeter and identity and a high profile for the graphic representation of local youth art, experience, and culture. Technological and communications experience, particularly in the lives of young people, suggests that libraries can help pioneer the interactive hybrid architecture. This type of space interprets digital and communications media in physical form and promises to blur conventional separations between work and play spaces, between the retrieval of information and its uses, between reading and producing literature. [11]

Finally, beyond the standard individual workstations, group meeting rooms, and casual "living room" reading areas, innovative use of activity space includes open areas that can transform into performance space and collaborative "lab" spaces that allow for a variety of installations and community projects. In libraries, labs can make use of the facility's multimedia resources to collaboratively explore ideas on current events,

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[11] Bernier, A. (2008). Making Space for Young Adults: Three Stages Toward Success. http://archive.ifla.org/IV/ifla74/satellite-7/Presentation_Bernier.pdf

culture, literature, and visual art. In a more modest case, the library can merely provide space to showcase and raise awareness of current projects within the community.

Design Considerations – Space Implications
- Increasingly emphasis on specialized spaces for specialized users in the library (e.g. teen lounges and media labs).
- Group work space and areas for collaborative learning and research.
- Community learning and working space.

3.2.8 SUMMARY – IMPLICATIONS OF FACILITY TRENDS

These facility trends are strongly rooted in the changing roles and functions of public libraries. They envision a library that is fully engaged with the community. The library is home to a wide range of programs and activities and is a convenient and comfortable place for residents to participate in recreational reading, research, education and learning, and community events. In addition to a higher level of design, there are implications for space planning and library facility models. These trends support larger libraries and higher square feet per capita provision levels. They also are a major reason why library systems increasingly have fewer but larger library branches.

4.0 LIBRARY SPACE REQUIREMENTS AND CO-LOCATION IMPLICATIONS

This study focused on three key deliverables: (1) a review and assessment of space requirements based on library planning guidelines; (2) an assessment of functional space requirements; and, (3) the implications of co-locating the library with the Lebovic Centre (municipal recreation complex) or the Civic Centre. These issues are addressed in this chapter.

Because the facility space recommendations are based on current and future population and the number of service points in the library system, it is necessary to address our assumptions in this regard before recommending future library facility requirements. For the purposes of this study it is assumed that a single library located in the Stouffville community will serve the Town's entire population. The scope of this study does not include a detailed investigation of the WSPL Facility Model and whether a single or multi-branch system is required to adequately serve all residents. Nonetheless, a position must be taken on these questions to complete our analysis and this is discussed in the following section of the report.

4.1 LIBRARY FACILITY MODEL

One Branch System

The following considerations support a single library branch to serve Whitchurch-Stouffville:

- This was the recommendation of the Leisure Services Master Plan. It is also consistent with the facility principles and approaches of the Leisure Services Master Plan which recommended major leisure facilities (e.g. the twin pad arena at the Weldon Rd site; a future, second indoor aquatic facility) be located in the Stouffville community.

- It is consistent with library trends and best practices (as discussed in Chapter 3). The trend is to provide fewer branches and larger libraries which is the only feasible way to accommodate the services demanded by today's library users in a cost effective manner.

- In keeping with the trend to larger libraries, planners often recommend a minimum size of 5,000 gross square feet (or larger) for a branch library. Even in systems that are entirely rural, minimum sizes of 2,500 gross square feet would often be proposed. As discussed below, a population of approximately 4,000 is required to support a 2,500 sq. ft. library. Population concentrations of this magnitude would not be found in the rural areas beyond the service area of a single library in the Stouffville community.

- A single branch would meet customary guidelines for accessibility to the library (discussed further below).

For these reasons, this study is based on the assumption that WSPL will be a single branch system.

Rural Service

Whether rural areas of the Town would be adequately served by a library in the Stouffville community was questioned during the consultation activities for this study. It was suggested that rural areas might be better served through other means (such as a purchase of service agreement with neighbouring municipalities) and that the population adopted for planning the future branch to be located in Stouffville exclude the rural community. In this scenario, instead of using 55,000 as the target planning population, a lower number would be adopted. This obviously has important implications for this study. The following considerations are relevant:[12] to the question of whether a library in the Stouffville community can adequately serve rural residents.

- As noted above, according to guidelines adopted by ARUPLO[13] residents in rural areas are adequately served if within a 30 minute drive of a library branch. Using this guideline, virtually all Whitchurch-Stouffville residents would have adequate access to a single branch located in the Stouffville community.

- In the past, the Town has endorsed a service delivery model that assumes rural residents in Whitchurch-Stouffville will travel to Stouffville to access major facilities. This is the case for major recreation facilities, which would be the municipal service most comparable to libraries. The Leisure Services Master Plan projected future major facility requirements based on a Town-wide population. Rural residents were not excluded when population based levels of facility provision were recommended nor was there any discussion of serving rural residents through purchase of service agreements with neighbouring municipalities. As noted above, the Leisure Services Master Plan recommends major facilities such as arenas and indoor pools be located in the built up area of Stouffville. This facility model was recommended because it achieves the best balance among three critical considerations – level of service, access and cost. There was a solid rationale for adopting this approach for major recreation facilities – the same rationale applies to the library.

- The 2008 survey undertaken by the WSPL indicated that about 54% of Whitchurch-Stouffville residents were using the library. The survey data also indicates use is higher among Stouffville than non-Stouffville residents (58% compared to 23% report using the library). This clearly indicates lower levels of use in the rural areas. However, this cannot be solely attributed to access to the library. The data indicates that use is positively correlated with education, income and children in the household and we expect these characteristics may vary between the urban and rural areas of Whitchurch-Stouffville. Furthermore, only 11 % of non-users cited "location not convenient" as the main reason for not using the library. While access is a consideration explaining

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[12] This issue was not included in the study's scope of work. The comments noted here are based on information reviewed for this assignment and the consultant's experience. It is likely that other relevant information could be provided by the Library and additional investigation may be warranted.

[13] Administrators of Urban and Rural Public Libraries in Ontario.

non-use, it is a less significant consideration than personal factors (e.g. not interested in the library) and the quality of library service (e.g. hours of operation, collection, etc.)

- Using a smaller population to plan for the future WSPL facility in Stouffville and purchasing services from a neighbouring municipality is a strategy that is likely not in the community's best interest. This will result in a smaller library that will have much less capability to accommodate the specialized spaces and amenities that will increasingly be demanded by library users. It will guarantee a lower level of service to the vast majority of residents using the Stouffville branch and also redirect library operating revenues to a neighbouring municipality. Consequently, a purchase of service agreement should be seen as a last resort and only considered if there is compelling evidence that rural residents cannot be served by a Stouffville branch. The evidence reviewed here would indicate this is not the case.

Based on these considerations, we believe a single branch can serve Whitchurch-Stouffville's projected population of 55,000 and our analysis is based on this assumption.

4.2 SPACE REQUIREMENTS BASED ON PLANNING GUIDELINES

The 2009 dmA study[14] recommended a standard of provision for the WSPL of 0.65 gross square feet (GSF) per capita. A review of this recommendation is part of the scope of work for this study.

A review of space planning guidelines in various jurisdictions in North America would indicate that higher levels of per capita provision are being adopted in recent years. A guideline of 0.6GSF/capita for library space planning purposes in Ontario was first adopted in the mid 1980s. However, recent planning guidelines suggest much higher levels of provision. A report by the Southern Ontario Library Service in 2010 suggests guidelines in the range of 0.8-1.3 GSF/capita (discussed further below). New guidelines proposed by Administrators of Rural and Urban Public Libraries in Ontario (ARUPLO) for libraries serving more than 35,000 population would indicate a provision level of 1.0GSF/capita. While we have not undertaken an exhaustive review of guidelines of this type, we are aware of a number of other professional library associations in Canada and the United States that have proposed guidelines in excess of 0.6GSF/capita and recent experience would appear to be pointing to higher standards of provision.

The guidelines are being affected by the increasing reliance on electronic information and the changing role of the library in the community. Discussions concerning space planning standards have largely focused on two conflicting influences – less space committed to print materials offset by expanded areas for accessing electronic data, working and reading in the library and more community presentation and program space. As discussed in Chapter 3, space requirements for computer workstations and the need for social gathering space, program areas for adults, teens and children, computer training labs, and amenities such as light beverage and food service areas, comfortable chairs, etc. all suggest larger libraries. The result appears to

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[14] Whitchurch-Stouffville Public Library. Current and Future Space Requirements. Feb. 2009. dmA Planning &Management Services.

be a trend towards higher provision guidelines and a suggestion that 0.6-0.7GSF/capita be consider a minimum level of provision.

A recent publication from the Southern Ontario Library Service[15] (SOLS) specifically addresses the issue of space requirements and would seem to suggest that much higher levels of provision will be supported in the future. The document provides detailed advice for library staff considering new building projects and direction on estimating future space requirements using both a standards approach and a functional space program (or what the authors call a components) approach. The limitations of estimating space requirements using standards are acknowledged. Standards are however identified for various types of libraries serving various population thresholds. Higher levels of provision are generally proposed for branches serving smaller populations, presumably because of the inefficiencies inherent in smaller buildings. Three levels of service are identified (basic, enhanced, and comprehensive) with progressively higher standards of provision. For libraries serving 35-75,000 population at the most basic level of service, standards of provision in the order of 0.8 to 1.3GSF/capita are identified. These would be very generous standards of provision and to date very few libraries in Canada would provide library space at this level. The authors of the SOLS document offer limited discussion in support of the identified standards of provision but notwithstanding the fact that few libraries would achieve these levels today, they do point to a future direction consistent with trends.

We believe that an argument can be made that larger libraries will be required in the future. This argument, however, is not based on the manner in which information is stored and retrieved in the library; instead it is rooted in an entirely different concept of the role and function of the public library (as discussed in Chapter 3). The future library is not simply a physical place to store and retrieve information (regardless of the format); it is a place for the creative manipulation of information and the creation of knowledge. This is a library where information literacy is taught; music and video is created; residents come together to discuss and debate important issues; and where community is created and fostered[16]. To be this type of library, physical space not traditionally associated with public libraries is required, including computer and multi-media labs; extensive display space; areas for the community to informally assemble and interact; presentation space, reading gardens; etc. As noted in Appendix A, there is support for these library components in Whitchurch-Stouffville and this would be consistent with communities across Canada.

Based on these considerations, we recommend that a guideline of 0.65GSF/capita be used as the <u>minimum</u> space requirement when planning library facilities in Whitchurch- Stouffville.

Figure 4.1 shows library space requirements and the associated deficit based on populations for 2006, 2011 and 2021 and the guideline of 0.65 GSF per capita. The current library is 12,360 net sq. ft. or about 14,115

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[15] "Making the Case for Your Library Building Project". Library Development Guide #5. March 2010.
[16] Interestingly, some library systems feel so strongly about rebranding and repositioning their services to reflect these new developments that they have abandoned the term "library" and adopted a new name (such as the Idea Store).

GSF[17], however, this does not account for the additional shared space with the Lebovic Recreation Centre. The deficits are based on the library's GSF without shared space.

A library of about 35-36,000GSF is required to serve the community's projected population – or a library that is more than twice as large as the current facility. This does not account for any shared space that may be possible with a co-location model.

Figure 4.1 - Whitchurch-Stouffville Public Library
Overall Space Requirements - Population Guidelines

YEAR	POPULATION	LIBRARY SPACE REQUIREMENT (GSF)	ADDITIONAL SPACE REQUIRED (GSF)
2006	24,390	15,855	1,740
2011	37,630	24,460	10,345
2021	55,000	35,750[18]	21,635

As indicated above, based on the 0.65GSF/capita guideline, Whitchurch-Stouffville will require a library of a minimum of 35-36,000GSF to serve the anticipated build out population of 55,000 when, assuming no change in the current situation, there will be a need for an additional 21,635GSF.

4.2.1 CONCLUSION – LIBRARY SPACE REQUIREMENTS

Based on the changing roles of public libraries and the increasingly emphasis placed on in-library activities and services, we would recommend that a guideline of 0.65GSF/capita be used as the <u>minimum</u> space requirement when planning library facilities in Whitchurch- Stouffville.

The recommended 0.65GSF/capita guideline, indicates Whitchurch-Stouffville will require a library of a minimum of 35-36,000GSF to serve the anticipated build out population of 55,000.

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[17] See next section of the report for a discussion of net and gross square feet and assumptions concerning these calculations.
[18] This is based on a stand alone library with no allowance for shared space.

4.3 FUNCTIONAL SPACE PROGRAM

4.3.1 SPACE PLANNING OVERVIEW

There are two general approaches that can be adopted for estimating future library space requirements at the level of a master plan or needs assessment, both of which have been employed in this study. The first, and most basic level of analysis, is to simply estimate future overall space requirements based on a per capita level of provision. This was done in the previous section of the report. This basic projection of overall space requirements can be refined by preparing a functional space program based on two additional levels of analysis. First, the functional space program considers more detailed space planning guidelines that provide a means of estimating functional areas (e.g. collection space, staff and administrative space) within the library. These more detailed calculations allow one to both confirm and fine-tune the estimate provided by the per capita projection. Second, the functional space program is developed with the input of library staff to reflect differences in service delivery needs and priorities in the local community.

While preparing a functional space program is a more precise method for projecting library space requirements, it must be emphasized that both approaches used in this analysis provide a starting point for more detailed investigation. The actual space program can only be determined during a detailed design exercise when a variety of other critical factors will be considered, including site conditions, relationships with existing buildings and potential to share space (if relevant), building system considerations (such as energy efficiency or LEED certification that may have space implications), a more detailed assessment of program and service delivery objectives and the implications for design, the actual design of the building (e.g. number of stories, special architectural features, etc). These issues can only be addressed with a detailed design exercise to confirm a space program for building and development..

Finally, the concept of net and gross square feet is extremely important but frequently a source of confusion. Net square feet includes assignable space while gross square feet also includes non-assignable space. The distinction is important because building costs are based on gross square feet. According to one definition, "assignable space is available for use by the public and/or staff. Non-assignable space is not available for use by the public and/or staff, but is essential to the operation of the building and includes such things as mechanical rooms, elevator shafts, stairwells, corridors and wall thicknesses"[19]. While the notion of assignable and non-assignable space is used to define net and gross square feet, there is not a consistent definition of non-assignable space. The authors of the SOLS report for example include areas such as building foyers, washrooms, loading docks, and custodian workshops (among other spaces, despite the fact that some of these areas are clearly used by staff and/or the public). In many functional space programs some of the areas noted by SOLS will be listed in the net square feet. The translation of net to gross square feet is generally done at the conceptual design stage by adopting a multiplier such as 1.25 based on the assumption that an additional 25% of the net building area will be required to accommodate the gross area. Because different definitions of non-assignable space are adopted, these multipliers vary considerably (e.g.

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[19] Making the Case for Your Library Building Project". Library Development Guide #5. March 2010.

in the range of 1.15-1.45). The actual multiplier (or grossing up factor) can only be determined during detailed design.

For the purposes of preparing a possible functional space program for the WSPL, the following assumptions/approaches were used.

- The actual size of areas within the current library (see Figure 4.2) were based on measurements provided by staff.

- As noted above, we did not include the additional shared space in the actuals for the existing library. Existing shared spaces are noted in Figure 4.2.

- We adopted a grossing up factor of 1.15 for the existing library. This is a reasonable assumption because the shared spaces create a more efficient allocation of space and, most importantly, it is a single floor building.

- We adopted a grossing up factor of 1.25 for the proposed library, which would be a reasonable allowance for new construction of a stand-alone two storey building.

- The proposed library functional space program is based on a stand alone facility with no shared space.

4.3.2 WSPL – PROPOSED SPACE PROGRAM

Figure 4.2 provides a possible functional space program for the WSPL. This is for a "stand alone" library and does not reflect opportunities to share space with other service providers. It also assumes that all library space in Whitchurch-Stouffville will be provided at a single service point[20]. Co-location of the proposed library with the Lebovic Centre and the Civic Centre is discussed in a subsequent section of the report.

The overall space requirement of roughly 36,000GSF/capita is consistent with the planning guideline discussed above. The allocations of space to various functional areas were initially based on the consultant's experience with similar libraries. These were then discussed with Library staff and where possible compared with other planning guidelines and/or specific circumstances at the WSPL. These points are discussed further below.

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[20] We understand that this is consistent with previous planning reports as cited in section 2.2 of the report. While we did not specifically address this issue as part of this study, based on our experience in other communities and as library planners, we would support a single library location to serve the Whitchurch-Stouffville community.

Figure 4.2 - Whitchurch-Stouffville Public Library
Possible Functional Space Program

A. Collection Space	EXISTING	PROPOSED	Percent Increase
ADULT / YOUTH			
A1. Books / Reference / Graphic Novels	4150	7000	
A2. Periodicals	150	500	
A3. Paperbacks	100	545	
A4. Non-print / Media	300	800	
A5. Other Collection Space	*NA	200	
Adult / Youth Sub-total	*4700*	*9045*	*92.5*
CHILDREN			
A6. Books / Reference	1620	4000	
A7. Non-print / Media	100	250	
A8. Other Collection Space	*NA	100	
Children Space Sub-total	*1720*	*4350*	*152.9*
Sub-Total Collection Space	*6420*	*13395*	*108.6*

B. Library User Space	ACTUAL	PROPOSED	
B1. Lobby / Circulation / Self Check Out	380	750	
B2. Reading / Working Areas	2261	2200	
B3. Computer Stations	552	1235	
B4. Private Group Study	*NA	625	
B5. Display / User Services	40	150	
Library User Space Sub-total	*3233*	*4960*	*53.4*

C. Meeting / Program / Special Areas	ACTUAL	PROPOSED	
C1. Dedicated Children's Program Areas / Storage	287	700	
C2. Teen Lounge	*NA	200	
C3. Adult Lounge / Café	* NA	600	
C4. Local History	100	300	
C5. Conference Room	NA	250	
C6 Meeting Room	100	250	
C7. Program Area	**	2000	

C8. Program Storage	**	300	
C9. Media Lab	NA	100	
C10. Public Washrooms	**	600	
Meeting / Program/ Special Areas Sub-total	**487**	**5300**	*988.3*

D. Administration & Support	ACTUAL	PROPOSED	
D1. CEO Office	140	200	
D2. Staff Offices	375	640	
D3. Staff Work Stations	320	500	
D4. Work room / Technical Services	905	1200	
D5. Shipping / Receiving	75	350	
D6. Book Drop	In D4	60	
D7. Server / IT Room	In D4	150	
D8. Staff Lounge	280	550	
D9. Staff Washrooms	In D7	100	
D10. General Building Storage	125	800	
D11. Mechanical / Electrical/Maintenance	**	700	
Administration & Support Sub-totals	*2220*	*5250*	*136.5*
TOTAL (NSF)	*12360*	*28905*	*133.9*
TOTAL (GSF)	*14215*	*36131.25*	*154.2*

*NA - Not Available

**Shared space with recreation centre
Note: The existing library shares space with recreation users. The
proposed functional space program in Figure 4.2 represents a stand-
alone facility and assumes no shared space.

In the discussion that follows we have compared the areas allocated in the functional space program to planning guidelines. Planning guidelines are available to address major functional components of the library, such as the space for the collection, staff and seating. There are of course many areas noted in Figure 4.2 which cannot be compared to a guideline (e.g. no such guidelines exist for the amount of storage space or the area that might be committed to shipping and receiving). These are normally determined during detailed design and will reflect the local circumstances and operations of the library. We note for example that the WSPL currently maintains off-site archive storage and no allowance is made for recapturing that space in the functional space program. These are the types of detailed design decisions that will be made at a later date and are not included in the scope of this study. The areas noted in Figure 4.2 are based on the consultant's experience and functional space programs for other similar libraries.

It should also be noted that while the specific areas included in the functional space program would be customary in many 36,000 GSF libraries, not all libraries contain all of the elements and some contain elements not included in this space program. For example, some libraries have areas that are specifically

dedicated and equipped for computer training in a class-room type setting (in many cases developed in response to grants that were available from the Gates Foundation). An area such as this is not included in the functional space program. We have included a media lab, which is a small specialized space with the technology to record music, make videos etc. These are increasingly common in larger libraries and very consistent with the emerging role played by libraries in many communities. We have included both a meeting room (typical space with tables and chairs that could be used for a formal meeting but also doubles as group work space) and a conference room (fully equipped with video equipment; presentation capabilities, internet connection etc.). Both are customary features of many libraries. There are other spaces in the functional space program that would be considered essential in almost any library developed today, but are not fully available in the current WSPL. A teen lounge and appropriately equipped adult lounge; dedicated program space in the children's section; and a properly design and equipped program room (appropriate finishes and flooring; sink; natural lighting; in-room storage, etc.) within the library proper are examples of these types of spaces. As with other elements of the functional space program these will be refined and confirmed during detailed design. It will also be possible at this stage to determine if some of the areas in the functional space program can be shared assuming the library is co-located with either the Civic Centre or the recreation centre.

Collection Space

Collection space in the proposed functional space program (Figure 4.3) accounts for 13,395 net square feet (Items A1-A8).

Based on the trends and anticipated future roles of public libraries we should expect that the areas committed to collection will be diminish relative to other functional areas of the library. This is the case in the proposed space program where the collection area (net sq. ft.) drops from about 52% of the current library to 46% of the proposed facility; however, it is difficult to make comparisons to the existing library because the overall space allocation is deficient and the current collection is smaller than comparable libraries.

Based on space planning guidelines that deal specifically with library collections, the area allocated in the functional space program would be smaller than recommended. Table B1 in Appendix B illustrates this point for the volumes in the collection. A guideline of 3 volumes per capita is frequently used. The comparable libraries exceed this guideline achieving an average of 3.2 volumes per capita. WSPL provides 2.3 volumes per capita in 2012 (however, in 1998 the WSPL was providing 3.17 volumes per capita).[21] If we adopt 3.0 volumes per capita as a reasonable guideline, Table B1 indicates the amount of collection space required for the current population and the projected population using different assumptions concerning volumes accommodated per square foot. (Contemporary libraries are displaying books in a manner more consistent with book stores and providing more accessible shelving which decreases the number of volumes accommodated per square foot. A guideline of 10 volumes/sq. ft. has been customary, but many planners[22] now argue for guidelines in the order of 7-8 volumes per square foot. The implications are shown in Table

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[21] Whitchurch-Stouffville Public Library Feasibility Study for An Addition. Beckman Associates. 1998.
[22] See discussion in Southern Ontario Library Service. Making the Case for Your Library Building Project". Library Development Guide #5. March 2010.

B.1). Adopting the least generous assumptions concerning volumes per sq. ft., 16,500 sq. ft. of collection space would be required for a population of 55,000. The allocation in the functional space program is considerably less (11,845 net sq. ft. based on collection space excluding areas for periodical and non-print/media). This assumes an ongoing shift away from print materials. This is a reasonable assumption and supports what might be argued is a modest allocation of space for collections in Figure 4.2.

Table B.2 shows a similar calculation for periodicals and other media items in the collection. The guidelines would indicate roughly 1,765 net sq. ft. for these materials for a population of 55,000 and this compares to about 1,550 net sq. ft. in the functional space program (based on areas A2, A4, and A7). .

On balance therefore, the proposed functional space program is allocating less space to collections than would likely be supported by existing guidelines. Further investigation will be undertaken during detailed design work, but the suggestion that less collection space will be required in the future is consistent with trends and is a reasonable approach to preparing a preliminary space program for the future library.

Staff Space

Staff space requirements (D1-D3 in the functional space program) are based on existing and proposed staff positions and typical requirements for office or working space. The staff positions are outlined in Table B.3 in Appendix B. The proposed staff positions were identified by the Library CEO in the Operational Staffing Study based on the anticipated growth of the Library and have not been approved by the Library Board. We understand that the Town will be undertaking an operational and organizational review that will encompass the Library and this may result in revisions to the proposed staffing and consequently the space allocation in Figure 4.2.

Other Library Space

The "Other" library spaces incorporate many of the new areas that address emerging roles of public libraries and most significantly areas committed to working and reading in the library. Approximately 6,200 GSF would be committed to computer stations and reading and working areas, which includes social space such as the teen and adult lounges (Items B2-B4 and C2, 3 and 9 in Figure 4.3).

Table B4 indicates a guideline of 0.6 computer workstations per 1000 population at 45 sq. ft. per station, indicating a requirement for 1,485 net sq. ft. for 55,000 population. The functional space program designates 1,235 net sq. ft. (Item B3) for this purpose (however, it is likely that additional workstations would be accommodated in the children's area or the teen lounge). This is a reasonable estimate and, like collection space, probably an area where we should expect less space in the future as more users bring their own hand-held devices or laptops to the library.

The areas for reading and working are more difficult to determine. To the best of our knowledge there are no recent guidelines that would specify seating requirements per capita. These are likely the areas which are most often sacrificed to budget constraints, yet as discussed in Chapter 3 these social, working and reading areas are essential to the roles that public libraries will play. A figure of 5 seats/1000 was used in 1998 to

predict space requirements for the WSPL.[23] Other guidelines suggest a sliding scale that decreases total seating space as the population served increases and would indicate 4.5 seats/1,000 for 25,000 population but 3.0 seats/1,000 for 50,000 population[24]. If we assume 3.0 seats/capita and 55,000 population, approximately 165 seats are required (excluding those accommodated in program areas). This is more than the current allocation of seating, and would require 4,950 net sq. ft. (based on 30 sq. ft. per seat which is a reasonable space planning assumption but much less space is currently being used per seat in the existing library. The allocation depends somewhat on the type, design and placement of seating). The functional space program allocates 3,925 net sq. ft. (Items B2 and 4, C2, 3, 4 and 9). There would likely be some seating in other areas of the library and meeting and program areas could be used for in-library seating when not required for other purposes. However, the allocation for seating areas may be less than desired in Figure 4.2 and additional seating space should be considered if possible during detailed design.

Desirable Functional Areas Not Included in the Space Program

A number of specialized spaces that would not be included in the 0.65GSF/capita guideline and are not included in the proposed functional space program. Access to these areas within the library or in shared space would be desirable in major libraries that are sole service points for communities of 50,000 population or greater. For example, some libraries partner with other community agencies to act as centres for small business development or employment; to provide heritage and historical information beyond that generally available in the collection; to play a role in meeting the community's art and cultural needs by, for example, providing gallery space; acting as a municipal community information centre or visitor information centre; or providing specialized training and lifelong learning opportunities, sometimes in conjunction with a community college, school board or other institution. While not typically provided in a library of 35,000 GSF, assembly/presentation space capable of accommodating 100 (or more) participants, ideally in tiered seating, would be a desirable characteristic of a major library serving a larger urban centre. While these are increasingly common and important roles for public libraries in Ontario communities, they are generally not roles that have been adopted to date by the WSPL (and in some cases are being provided by others) and may not be possible in a community of 55,000 population.

If the WSPL was expected to fulfill these functions in the future, additional space beyond that indicated by the 0.65GSF/capita guideline would be required and/or the space would need to be accessed through a partnership with another provider. In the WSPL's case, a number of specialized functions could be provided at the Civic Centre by sharing space. This is a significant opportunity of co-location with the Civic Centre and is discussed in the next section of the report.

4.3.3 CONCLUSION – FUNCTIONAL SPACE PROGRAM

The functional space program analysis confirms that a building of 35-36,000GSF could meet minimum requirements for library space. All major areas of the current library will be expanded significantly in the

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[23] Whitchurch-Stouffville Public Library Feasibility Study for An Addition. Beckman Associates. 1998
[24] Public Library Space Needs: A Planning Outline. 1998. Anders C. Dahlgren. Wisconsin Department of Public Instruction.

proposed space program, but areas committed to meetings, programs and special services experience the most significant expansion while areas committed to the collection occupy proportionately less space in the proposed library. This is consistent with trends and the future role of the library.

The proposed functional space program is a preliminary estimate of space allocation and must be refined during detailed design and planning for the library.

4.4   CO-LOCATION OPTIONS

As part of this assignment, we were asked to provide a preliminary assessment of two co-location options for the future WSPL. One option would involve the expansion of the existing library at the current location facilitating a continuing relationship with the Lebovic Recreation Centre. The second option involves relocating the library to the Civic Centre where library services would be co-located with municipal government services. Our scope of work does not include a detailed site assessment or a building/architectural assessment of the two options. We were simply asked to comment on the relative merits of the two options based on our experience with similar situations in other communities.

Our comments focus on three issues: (1) residents access to the library (2) the relative merits of the two sites for a public library, and (3) most importantly, the relative advantage of co-locating with the Town's major recreation complex or Civic Centre.

4.4.1 ACCESS TO THE LIBRARY

Both locations would be accessible to Whitchurch-Stouffville residents. Most library users drive or are driven to the library (82%)[25] and both locations are easily accessible by car within drive time guidelines typically adopted for public libraries (15 minutes for urban residents and 30 minutes for rural residents)[26].

While accounting for a small proportion of total library visits, pedestrian and cyclist access was commented upon by residents. Among the few residents that provided input, the Lebovic Centre site was seen as much more accessible to pedestrians and cyclists. This position is questionable, particularly with future residential development and pedestrian and road access to the Civic Centre from the south when Sandiford Dr is connected to Hoover Park Dr. Residents living in existing and proposed neighbourhoods north of Main St. and south of Hoover Park Dr. will have easier pedestrian access to a library at the Civic Centre than the Lebovic Centre. Students at the Stouffville Secondary School or Oscar Peterson School would have easier access to a library at the Civic Centre. Consequently, there is no reason to believe that either site has a significant advantage with respect to pedestrian or cyclist access.

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[25] WSPL. Community Needs Assessment: Phase One Report. dmA Planning and Management Services. 2007.
[26] These guidelines have been adopted in a number of jurisdictions, including by ARUPLO (Administrators of Rural and Urban Public Libraries in Ontario).

4.4.2 SITE ASSESSMENT

Figure 4.4 describes site evaluation criteria that would be relevant to the location of a public library. As noted earlier, we were not asked to compile data to operationalize these criteria and evaluate the two sites; however, the following comments provide a perspective based on the relative merits of the two locations based on these criteria.

Figure 4.4 Site Evaluation Criteria

Criteria	Priority	Description/General Considerations
1.Site Acquisition Cost	High	Cost per hectare to acquire site.
2. Size of Site	High	The site available for development must be large enough to accommodate the proposed facility, parking, and buffer area, excluding zones under a planning restriction (e.g. flood plain)or where site conditions would prohibit construction (e.g. due to topography). Sufficient land to accommodate possible future facility expansion will be preferred.
3. Site Development Costs	High	Unique conditions resulting in higher site development costs (e.g. poor drainage, surface level bedrock and other geotechnical considerations, poor topography, lack of current servicing, proximity of hydro lines or utility corridor, flood plain, hazardous soil, existing buildings that requires removal, etc.)
4. Proximity to Other Branches	High	Only relevant if two branches were planned. In this case, a site that maximized access by best serving residents not served by another location would be preferred.
5. Major Partnership Potential	High	Where the location would further or enhance the potential for a partnership contributing to cost savings or improved community service, this site will be preferred. Partnerships for the purpose of site development must be of a significant nature.
6. Accessibility	Medium	Sites where at least one boundary fronts on a major arterial road that could provide direct access to the site are preferred. Access should also consider the availability of public transit, where a site on a potential bus route would be preferred. Pedestrian access issues such as natural and built impediments (e.g., busy highway that must be crossed, rail lines that may create dangers to pedestrians) should also be considered. A site will be judged more positively if it can be reached by walking or bicycle from the main population centres. Judgment is often required to balance often conflicting issues related to access.
7. Visibility	Medium	The proposed facility should be highly visible to the community. A prominent location will not only contribute to familiarity and use, it will be a symbol of civic pride and create a strong community focal point. A visible location is therefore preferred.
8. Contribution to Corporate/Library Objectives	Medium	Preference will be given to sites where the development of the facility can contribute to other corporate or Library objectives for the site or the surrounding area, such as acting as a catalyst for the revitalization of a local business area or creating a community focal point.
9. Compatibility with Surrounding Uses/Built Form	Low	A preference will be given to sites where the facility is compatible with surrounding land uses and built form. If for example, the facility will have negative impacts (visual, noise, congestion) on surrounding residential areas, the site will be considered less desirable.
10. Complementary Uses/Service	Medium	Sites will be preferred where adjacent land uses or existing on-site uses complement the facility and contribute to an enhanced level of service or enjoyment for users of the facility. Where a library is adjacent to locations for shopping, banking, education, etc., this would be preferred over other locations.
11. Planning Approval Status	Low	Sites will be ranked higher if the existing zoning allows the proposed use. A site will be ranked lower if existing zoning does not allow the proposed facility and a revised designation to allow the proposed facility is required and may be opposed.

Criteria 1-3 would frequently be used to screen sites. A site not meeting these criteria would be rejected. We understand that both sites are municipally owned, generally large enough to accommodate the expansion (although this may require additional parking at the Civic Centre site), and present no unusual site servicing or site development issues. We also understand that there are no issues associated with planning approvals (Criterion 11) at either site.

Criterion 4 is not applicable in a one branch system.

Partnership Potential (Criterion 5) is perhaps the most important consideration in Whitchurch-Stouffville's case and is discussed in detail below. Other than partnership possibilities, we are not aware of other corporate/library objectives (Criterion 8) that would be served by either site.

As discussed earlier, overall access to the library for residents throughout the community is not an issue at either site and both would provide a degree pedestrian/cyclist access for the few library users who do not drive. (Criterion 6)

The Lebovic Recreation Centre site's recreational and residential character would be preferred to the more industrial/commercial setting at the Civic Centre (Criterion 10). While the Lebovic Centre location has a better relationship to the retail and other services in the downtown, the Civic Centre would be better located to facilitate trips to the library in conjunction with shopping in the Main Street corridor or at the large retail/commercial plaza at Hoover Park Dr. and Highway 48. Consequently, while some differences between the sites can be anticipated on this criterion, none are so significant to suggest a strong preference for either location.

Visibility (Criterion 7), as discussed in Figure 4.4, deals with the relatively visibility of the site but in this case the concept could be expanded to include the library's visibility as part of the larger recreation or Civic Centre complex. This is potentially a drawback of the Civic Centre location. The site itself is not as visible to "drive by" traffic or casual users of facilities and services in the surrounding area. In some communities, civic centres command a significant location in the urban core and are a prominent landmark for both visitors and residents. The Whitchurch-Stouffville Civic Centre is in an industrial/commercial area, not easily visible from major thoroughfares, and would probably not be considered a community "landmark" by most residents or visitors. Of course, the relocation of the library to the Lebovic Centre from the downtown also removed it from public view and likely diminished its possible role as a landmark or major civic building. Nonetheless, the Lebovic Centre location is somewhat more visible and prominent than the Civic Centre location.

The location of the site, however, may be less important than the visibility of the library as part of the larger building complex. This will not be a concern at the Lebovic Centre. The library's position relative to the recreational components of the building and the likely location of main entrances, signage and parking all suggest that a new 36,000 square foot library will have a very visible and prominent position as part of this

complex. With good architectural design, there is no reason to expect the library will be overshadowed or "lost" in the larger complex, even if the Lebovic Centre is expanded with other recreational uses in the future.

Ensuring a new library is a visible component of the Civic Centre presents a more significant challenge. The building's current design and occupancy, orientation to the site, street and surrounding land uses will need to be addressed to ensure the library has adequate visibility. The unoccupied areas of the Civic Centre are at the south side of the building, furthest removed from the street and unless major internal restructuring of existing offices was contemplated, this is presumably where the library would be located. In this configuration, if residents were approaching from the south (after Sandiford Dr. is extended to Hoover Park Dr.) a fair degree of visibility could be achieved. However, for residents approaching from the north, the main entrance would be at the rear of the building and much less visible. It may be possible with a creative approach to design to establish an enlarged and more prominent shared entrance to both the library and Civic Centre at the north side of the building. Improved signage and a much stronger street presence (for both the Civic Centre and library) might also improve the building's visibility. These issues require further investigation beyond the scope of this study. Before a decision is finalized concerning the possible location of the library at the Civic Centre, a study undertaken by an architect with strong library design experience should be completed to address these issues.

4.4.3 CO-LOCATION ADVANTAGES – RECREATION CENTRE OR CIVIC CENTRE

As noted earlier, locating libraries with other public service providers is strongly recommended. This is an increasingly common practice. Traditional partners include recreation centres, civic centres and schools; however, in the future we should expect a wider range of partnerships (health; employment and training; tourism and economic development) and more situations involving multiple partners.

Broadly speaking the co-location advantages can be divided into two groups. The traditional approach is to share facilities and consequently reduce operating and capital costs and frequently provide amenities that neither partner would enjoy in a stand-alone arrangement. Sharing facilities largely defines the partnership at the Lebovic Centre. While this is definitely preferred to stand alone buildings, it does provide nearly the benefits of shared service delivery. Community benefits are maximized when co-location, shared space and excellent design facilitates joint programming and cooperative efforts among staff to provide services. Shared service delivery is much less common but may be more significant in the future as the Library embraces new roles that focus on a broader range of community services and partnerships.

The following points summarize the key advantages associated with co-location at the Lebovic Centre and the Civic Centre. Of course no partnership is successful without effective partnership agreements that govern access, permissible uses, scheduling, cost etc. for shared facilities. Consequently, we have assumed partnership agreements that are acceptable to all parties will be established to govern shared space and services.

Lebovic Recreation Centre

The key advantages at this location compared to the Civic Centre are:

Higher Levels of Casual/Drop-in Use

Recreational users of the Lebovic Centre are more likely to use the library than residents visiting the Civic Centre. The 2007 survey indicated relatively few residents combined a library visit with recreation activities at the Lebovic Centre (43% never combined these activities and less than 10% did so on every visit)[27]. This information suggests that relatively few residents purposefully combine the trip to the recreation centre and the library. Nonetheless, we should expect more incidental, drop-in use from residents engaged in their leisure time and/or waiting for other family members participating in a recreation program than from residents visiting the Civic Centre to conduct municipal business.

Better Shared Programming Space

Assuming that the Lebovic Centre was redeveloped and expanded resulting in redesigned and better equipped program rooms, this may offer the Library access to better programming space. This would only be the case if new program space was developed (the current program rooms are poorly designed and equipped).

More Potential to Share Food Service/Customer Amenities

While this is not a significant feature of the current shared space at the Lebovic Centre, with an expanded recreation and library component, there likely would be better opportunities to provide shared amenities for visitors. This would include food service areas, social meeting space in the lobby, etc.

Civic Centre

The key advantages of this location are:

Better Access to Higher Quality Meeting Rooms /Conference Rooms

The Civic Centre will likely provide more and better equipped meeting rooms. To the extent that Library programs are best accommodated in this type of meeting space, this will be an advantage.

Access to Specialized Program and Activity Spaces

From the Library's perspective, the most significant advantage with respect to shared facilities is the availability of program and activity areas that are not represented in our proposed space program, would not typically be available in a 36,000GSF library, and that would be available at the Civic Centre but not at the Lebovic Centre. These include

> The Council Chambers – this area accommodates about 108 individuals in flexible seating or 64 in a workshop format and has excellent audio-visual and presentation technology. This area could be

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[27] WSPL. Community Needs Assessment: Phase One Report. dmA Planning and Management Services. 2007

available for library programs involving guest lectures, author book readings, or any other program that requires large presentation space.

Computer Training Centre - assuming agreements could be established, the area committed to the *Yorkworks* (York Region District School Board) employment centre could be used by the Library for a broader range of computer and technology related training

Gallery/Display Space – space for public displays are available in the lobby and the assembly area outside of the Council Chambers is currently used as an informal gallery. The Library could participate in the programming of these areas.

Greater Opportunity for Shared Service Delivery

As noted above, partnerships focused on shared service delivery are more desirable than those that simply share space. Because the Library is an information provider, they are a potential partner in virtually any program or service offered by another agency. This would be the case at the Lebovic Centre where for example the Library could provide educational and information resources to complement programs focused on the health benefits of physical activity. We understand while not a common practice, this type of joint programming does occasionally occur at the Lebovic Centre and might be expanded in the future. However, the opportunities for shared service delivery at the Civic Centre are likely more extensive because they can address a wider range of municipal responsibilities. Examples include:

- Contributing to A Constructive Community Dialogue Around Major Issues. In every community there will be issues that engage residents in discussion and debate. Frequently there will be differing perspectives represented in the research or experience of other communities. The Library can play a useful function and contribute to a more informed community dialogue by assisting residents to locate information of relevance.

- Acting as An Information Resource to the Community and the Municipality. Frequently the Library will maintain a local history collection with archival material and heritage resources. This information may complement (or duplicate) information used by the municipal Planning Department when considering historical preservation issues. The opportunities to share information of this type and more effectively manage the community data base are augmented when the library and civic centre are co-located.

- Economic Development and Employment Services. All public libraries have access to information of interest to small business, home based business and aspiring entrepreneurs. The library is also a resource to residents looking for employment, considering a career change or upgrading their skills. Frequently the services that the Library can offer complement those of other municipal agencies that may be housed in the Civic Centre. Recognizing the role that the public library can play with small business development and employment services, some municipalities have

transferred that component of their economic development responsibilities and funding to the library for this purpose.

4.4.4 CO-LOCATION OPPORTUNITIES – CONCLUSION

Locating public libraries with other community service providers is strongly supported. The existing relationship with the Lebovic Centre or a future relationship with the Civic Centre are both preferred to a stand-alone library.

An expanded library at the Lebovic Centre is an advantage for residents who combine trips to the library with leisure time activities and will attract a higher level of casual and drop-in use than the Civic Centre location. Co-locating with the recreation centre will provide library users with better access to program areas and amenities, such as food services.

At the Civic Centre location the Library would have access to a number of specialized spaces that would not generally be available in a typical 36,000 GSF facility. These could include fully equipped conference rooms, presentation space and training facilities. However, the major advantage is the opportunity for shared service delivery where the Library would partner with the Town to improve access to community information and contribute to employment, economic development and other initiatives. If the Town and the Library are prepared to fully embrace a shared service delivery model and the challenges associated with accommodating library space at the Civic Centre can be overcome, this would appear to be a significant co-location opportunity. Additional investigation of opportunities to deliver services in partnership, share specialized space and architecturally accommodate a public library in the Civic Centre is required to confirm this conclusion.

Appendix A – Community Input – Previous Studies

The following is taken from the Feb. 2009 report – Whitchurch- Stouffville Public Library. Current and Future Space Requirements (dmA Planning and Management Services). It is a summary of community input from the studies undertaken in 2007 and 2008 as input to the 2009 needs assessment.

The Needs Assessment included a number of opportunities for staff, stakeholder and community input. These included staff and stakeholder interviews and working sessions; an in-library web-based user survey, focus groups with youth, general community representatives, and business community representatives; and a general community telephone survey with a representative sample of Whitchurch-Stouffville residents. The Needs Assessment objectives were to better understand the community's satisfaction with and expectations for library service, and to make recommendations for service improvements to meet identified needs, with a particular emphasis on non-users of the library, and tomorrow's population. Although some of the recommendations arising from the Needs Assessment do not have specific facility implications (i.e., those related to marketing and communications, for example), the majority are space and facility dependent. The following sections highlight some of the facility-related needs that emerged through these explorations.

PROGRAM/PRESENTATION/MEETING SPACE:

Most large libraries are offering programs to reach new or priority audiences, and better engage existing users and the broader community. Many of the participants in the consultation process were interested in the WSPL expanding their programming role. Specifically, almost half (46%) of library users surveyed indicated they would be interested in participating in adult programs at the library, including instruction in arts and hobbies and author visits, and over two thirds were interested in home improvement or self improvement programs. When asked in an open ended question to indicate the one thing the library could do to increase use, common responses were more programs for adults, children, and teens.

For the community telephone survey, interest in adult programming was generally higher for library users than non-users, although even among non-users there was some interest in attending adult programs. Program categories with the highest levels of interest included 'home and garden improvement programs' (20% very likely, 43% somewhat likely), 'instruction in arts, craft, or hobbies' (13% very likely, 45% somewhat likely), and 'financial / investment programs' (12% very likely, 33% somewhat likely). During the focus group sessions, we probed for more specifics about program interests with various groups. Youth focus group participants expressed some interest in creative writing seminars for teens, and attending author visits, but only if the materials were of interest to teens. Business and community representatives felt the library's role in fostering debate and dialogue in the community could be expanded, and indicated the library should be a venue for learning about the "big" or "important" ideas of this generation i.e., the "Wealthy Barber", "Green Living", "holistic health approaches, etc" and that the library could contribute to meeting many of the emerging interest of older adults for lifelong learning. These participants also felt that the current program rooms shared with the Lebovic Centre were not well-designed to meet many program

needs. Specifically, the program rooms are not sound-proof and noise from the pool and other community centre components can be distracting. Also, the program rooms are not well set up for business community meetings, board meetings, etc. with the appropriate technologies and resources available. There were also comments about the limitations of these program spaces for children, since they lack child-friendly seating and décor, do not include storage space or space for clean-up of arts program supplies, etc.

Interestingly, two of the indicators that scored lowest in terms of level of satisfaction were "noise levels in the library", "areas for general library programs". Segregated program areas and meeting spaces, and better designation of quiet study/reading areas and groups study areas could help to mitigate in-library noise issues and improve spaces available for programs.

The Needs Assessment supports the expansion of program, presentation, and meeting spaces in the Library. The results noted above, suggest there is insufficient space and/or poorly designed space to accommodate the full range of programs and activities that should be available at the library.

SPACE FOR YOUTH COLLECTIONS AND RESOURCES

When library users were asked the one thing that would increase use in the library, many indicated the need to improve the collections and resources for youth. Further, when asked to rate their satisfaction with features of the library, "areas and resources for teens" was one of the lowest ranked features. We explored this issue further during focus groups with youth. Common perceptions held by teens were that the library was a 'place for little kids', that it was 'not friendly', 'not welcoming', 'not logical', and disorienting. Other comments were that the teen collections are not extensive enough, not easily located, and often outdated. There was also the perception that the library had little of interest to offer teens, although most focus group participants had a very low level of understanding of what was available at the library. Many contemporary libraries are providing a dedicated space for teen/youth collections, computers, and resources, to make services more relevant to this target population. Research[28] into teen library usage shows that young people prefer spaces that allow for group study, spontaneous interaction, collaborative research, and often feel intimidated in a library setting where quiet is a requirement. Part of the issue with the WSPL may be the lack of a dedicated youth space, and if a space such as this was provided, greater familiarity with the services and resources the library has to offer youth would be possible, and use by this segment of the population would likely grow.

The Needs Assessment supports the development of a dedicated space for youth collections, computers, youth resources and technologies, and additional group study/worktables in the library. These can not currently be accommodated at the WSPL because of limited space.

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[28] Silipigni Connaway, Lynn. Nov. 2008. *Expectations of the Screenager Generation*. RLG Programs : Presentation to the European Partner Meeting, 6 November 2008, Paris (France).

SPACE FOR EXPANDED COLLECTIONS

According to the community telephone survey, just over half of all respondents personally visited (or accessed the services of) the WSPL over the last year (54%), and the remaining 48% were non-users. Compared to similar surveys undertaken for other public libraries and the background research consulted as part of this study, this represents a higher level of non-usage than anticipated, particularly when the higher socio-economic status of the Town's residents is considered. A consistent theme among all of the consultation activities was that the best way to increase use is to improve and expand the collections of books and other library materials available. Although research, continuing education and lifelong learning and other objectives are important, people's main reason for using the library is for personal interest and entertainment: they want to borrow books, popular magazines, DVDs, and they want the newest and most up-to-date resources available. Some specific areas where focus group and survey participants felt the collections could be updated and expanded included: more non-fiction items to meet emerging areas of interest such as healthy cooking, yoga, Pilates, meditation, world religions, green living, gardening, home improvement, etc.: expanded 'new book shelf' items such as new and emerging authors; expanded youth collections to include popular novel series, graphic novels, etc; and update periodicals to reflect emerging interests. Focus group participants also felt that display shelves could be improved to facilitate access to new and popular items. Finally, increasing ethnic diversity in the community, coupled with the relatively higher socio-economic status of many residents points to potentially higher levels of library usage if appropriate collections were available. Expanding collections and improving display areas are space dependent.

The Needs Assessment supports space for expanded and updated collections and improved display areas.

SPACE FOR USER AMENITIES, COMPUTER LAB AND EMERGING TECHNOLOGIES

Many contemporary libraries are providing customer service amenities that contribute to a quality library experience for users. These features include light beverage and food services, lounge areas with comfortable chairs, gas fireplace, etc.; self serve features such as self-sort book drop and self-check out; and wireless services requiring worktables and plug-ins for laptops. We know from our focus group discussions that although Wireless Internet service is available within the WSPL, levels of awareness of this service are relatively low, and this is also reflected in use of this service. This could in part be a function of marketing and communications, but also in the allocation of space within the library that would support these functions. In other sections of this report we have identified a need for more opportunities for spontaneous meetings and group study and interaction, and ensuring that Wireless users have appropriate spaces to work, network, and recharge laptops are also important considerations.

Many libraries like the WSPL are also providing specialized computer labs where computer training programs can be offered. Such an area is not currently available at the WSPL, but should be a consideration in any future expansion. Some libraries are partnering with community colleges or other

education providers to provide these types of specialized program spaces and sharing equipment and other costs. Finally, emerging technologies, new material formats and other innovations will undoubtedly require more library space. We have already seen space needs for DVDs and audio-books expand, and future considerations may include space for hand-held digital book reading devices or other emerging technologies. Library space guidelines were developed at a time when libraries were simply a repository for books, and did not account for the expanded role that libraries are taking on in today's communities. User amenities, improved services and technologies are consistent with the view of libraries as a community hub and a centre of innovation and learning, and would be consistent with the role of the WSPL as a high profile, community serving facility. Survey and focus group participants also felt these types of user amenities and service improvements would help make the library more relevant, appealing and welcoming.

The Needs Assessment supports additional space for user amenities, customer service features, computer resources, and emerging technologies.

Appendix B – Functional Space Program – Calculations

COLLECTION GUIDELINES

Table B1: Whitchurch-Stouffville Public Library
Collection Size & Space Requirements

Collection Size: Comparison Libraries[29]

(Ontario Library Statistics: 2009)

Average volumes held =	125,555
Average population =	39,580
Volumes / Capita =	3.2

WSPL Collection Size: Current

(Ontario Library Statistics: 2009)

Average volumes held =	87,590
Population 2011 =	37,630
Volumes / Capita =	2.3

Collection Size & Space Requirements : Current / Projected

		37,630 Population	55,000 Population
3 vol / capita @	10 vol / sq. ft=	11,290 sq. ft	16,500 sq. ft
	8 vol / sq. ft=	14,110 sq. ft	20,625 sq. ft
	7 vol / sq. ft=	16,125 sq. ft	23,570 sq. ft

Table B2: Library Space Requirements – Collection

Functional Area	Guideline	Net Space Required for 55,000 population	Reference
Periodicals	8.84 per 1,000 pop x 1 title per SF	490	Dahlgren
Periodical Storage	.5 SF per title	245	SOLS
Audio/Video Space	112.7 audio titles per 1,000 pop + 74.86 video titles per 1,000 pop. X 10 items per SF	1,030	OPL, Dahlgren

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[29] Based on information compiled from the 2009 Ontario Library Statistics for the following libraries: Belleville, Cornwall, Orillia, Owen Sound, Qunite West, St. Thomas, Stratford, and Welland.

STAFF GUIDELINES

Table B3: Whitchurch-Stouffville Public Library
Staff Space Allocation

POSITION	OFFICE	WORK STATION	SPACE REQUIREMENT (Sq. Ft)
CURRENT			
CEO	X		200
Administrative Assistant		X	70
Technical Services	X		120
Technical Services Assistant		X	70
Public Services	X		120
Children & Youth Services	X		120
Library Assistant		X	70
Library Assistant		X	70
Sub-Total			*840*
PROPOSED			
Deputy CEO	X		120
Youth Adult / Electronic Services	X		120
Circulation Services	X		120
Library Assistant		X	70
Library Assistant		X	70
Sub-Total			*500*
TOTAL			*1340*

NOTE: The proposed staffing was developed by the Library CEO and has not been approved by the Library Board.

OTHER LIBRARY SPACE REQUIREMENTS

Table B4: Library Space Requirements – Seating and Working Areas

Functional Area	Guideline	Net Space Required for 55,000 population	Reference
Digital Resources/Computer Workstations	.6 per 1,000 population for computer workstations x 45 SF per terminal	1,485	ARUPLO, Connecticut State Libraries
Worktables/User Seating	3 user seats per 1,000 x 30 SF, less seating for program area	4,950 less program area seating	Dahlgren