

ITEM  
MANAGER'S REPORT NO.  
COUNCIL MEETING

12  
31

85/04/29

RE: METROTOWN RESOURCE LIBRARY

*The Municipal Manager and the Director of Recreation & Cultural Services concur with the content in the following report from the Chief Librarian.*

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendation of the Chief Librarian be adopted.

\* \* \* \* \*

TO: MUNICIPAL MANAGER  
FROM: CHIEF LIBRARIAN, BURNABY PUBLIC LIBRARY  
RE: METROTOWN RESOURCE LIBRARY

RECOMMENDATION

1. THAT Council approve the establishment of a resource library in the Metrotown area.

SUMMARY

The Library Board's plans for a central library were not realised in the mid-seventies, since which time a variety of factors have caused the Board to revise its strategy. The Board's main priority is to establish a library in the Metrotown area not only to meet the needs of the immediate community but also to act as a resource facility accessible to Burnaby as a whole. The proposed resource library would cost in the range of \$6,000,000 excluding land.

REPORT

1. BACKGROUND

The major challenge facing the Library Board concerns its response to steadily increasing usage and the development of strategies designed to meet the current and future expectations of users and the needs of the community for effective library service during a time of very limited funding.

Operational efficiency has resulted in increased productivity in recent years. Operating budgets will continue to be controlled through careful resource allocation in the future. To make the most of these budgets, however, additional capital resources are required if the library is to serve the community effectively in the future.

During the mid-seventies the Library Board's plans for a central Library with a floor area of 54,000 square feet adjacent to the Municipal Hall were not realised following the defeat of two referendums for loan authorisation bylaws.

Since that time staff were authorised by the Board to pursue further studies and to review alternative locations for library service provision in Burnaby into the 1990's. This resulted in a comprehensive report on branch library requirements being adopted by the Board in 1983 for use as overall guidelines for the development of the library system with particular reference to Metrotown. The Board subsequently adopted a policy favouring the construction of a major branch library on a good site in the Metrotown area. Additionally, a comprehensive long range programme reviewing the overall development of library services, materials, staff and facilities has also been adopted by the Library Board.

## 2. CHANGE

Since the mid-seventies a variety of factors have been identified which are considered to affect library priorities during the next ten years. These include fiscal restraint, increasing library use, the Metrotown concept and the ALRT system.

Fiscal restraint has had an impact on library services and this is expected to continue, requiring the reduction of services and expenditures to the minimum acceptable levels. This has involved the cancellation of programmes and services and the consolidation of resources into the most efficient functional units. The provision of library buildings is inadequate considering the current and estimated future population in Burnaby and better use could be made of existing library resources through a combination of improved locations and increased floor area.

A 50 percent growth in library use has been recorded during the past ten years. This trend can be expected to continue into the 1990's provided that the library adjusts its services and materials to reflect the expectations of an increasingly sophisticated clientele who rely on the library as a community resource capable of meeting their needs to adapt to social, economic and technological change.

The adoption of the Metrotown concept by Council has increased the desirability of this area as a key site for a resource library, serving both the expanding immediate neighbourhood and also the community at large because of the area's accessibility.

In addition to the existing road pattern affording North Burnaby residents access via Wellington Avenue and the East/West corridor of Kingsway, the Burlington overpass and the Stormont/Newcombe connectors will also facilitate access for many people.

The creation of a large scale retail development in Metrotown will attract large numbers of people to the area. Commercial office sector expansion will have an impact on library usage: proximity to business is important for the resource and information functions of the proposed library.

An increasing proportion of the population is being housed in high density multiple family units in the Metrotown catchment area. This will enable the local neighbourhood library service to function efficiently and effectively from the proposed Metrotown Library.

## 3. CURRENT BUILDINGS

Kingsway Branch Library presently has a resource responsibility to the Municipality as a whole for information services which cannot be duplicated at other branches. This branch has a floor area of 13,300 square feet. In 1984, this branch owned 113,886 items, loaned 481,190 items and was open 69 hours per week.

McGill Branch Library functions as a mid-sized community level library. This branch has a floor area of 9,000 square feet. In 1984, this branch owned 80,295 items, loaned 464,638 items and was open 69 hours per week.

Central Park Branch Library functions as a mid-sized community level library. This branch, in rented premises, has a floor area of 9,200 square feet. In 1984, this branch owned 72,785 items, loaned 455,590 items and was open 69 hours per week. The lease on this property expires 1989 September 29. Rental costs are \$79,000. (\*)

Cameron Branch Library presently functions as a smaller neighbourhood level library. This branch, which is one component of the large Cameron Library and Recreation Centre complex, has a floor area of 5,000 square feet. In 1984, this branch owned 45,292 items, loaned 242,032 items and was open 49 hours per week.

Library Administration is presently accommodated in rented office/warehouse space within an industrial zoned development at 4455 Alaska Street. Administrative staff, including Homes Service and Technical Services (acquisitions and cataloguing) are located in this building. The lease on this property expires 1985 May 31 and the library has an option to renew for a further three year period. Rental costs are \$70,000 (\*) for a total floor area of 13,000 square feet.

#### 4. LIBRARY BUILDING PROGRAMME

Burnaby Public Library Board's basic goal is to provide every citizen in Burnaby with optimum access to a wide range of appropriate library materials and services as economically as possible, combining quality collection development with a logical distribution of service outlets throughout the community on a planned systematic basis.

To achieve this without unnecessary duplications of resources, the library has developed a building programme incorporating branch libraries with varying collection sizes and service objectives offering different levels of service. These branches form an interdependent network within the community linked by automated catalogues, telephone and materials delivery ensuring the free flow of information between branches.

Fiscal restraint, together with community trends and responses to surveys, has caused a revision of the Board's previous building strategy which was based upon a centrally located main library in the neighbourhood of the Municipal Hall with community branch libraries elsewhere in the areas of Kensington and the Lougheed Mall. The provision of the Cameron Branch Library and the Loughheed Mall. The in 1980 has now established a pattern of four branch libraries which may be used as the basis for further development.

The Library Board's former building programme included the provision of a branch library at Cameron and a branch of similar size at Kensington. The Cameron Branch was constructed at half its eventual size (with expansion planned for the 1990's). Plans for the Kensington Branch have now been shelved in favour of a local storefront library to serve the Kensington/Montecito areas.

A strengthening approach to the four existing branch libraries, coupled with in-fill facilities (local storefront libraries providing high lending turnovers at the lowest cost) is an appropriate direction for further library development therefore. (This is dealt with in greater detail in the Board's comprehensive programme for branch library development.)

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(\*) includes a portion of maintenance, insurance and property taxes

The major priority of the Library Board is to establish a library in the Metrotown area not only to meet the needs of the immediate community following the termination of Central Park Branch Library's lease in 1989 but also to act as an accessible resource facility for Burnaby as a whole. The existing Kingsway Branch collectivity reference service, as well as materials currently not directly available at headquarters, would be housed in this branch. Other functions including the library system administration, could also be included in this facility thus eliminating the need for the library to operate from temporary leased premises. The Metrotown Library is now proposed to have a floor area of 43,000 square feet compared with 54,000 square feet previously planned for the now rejected central library. (\*) The original programme would have required a replacement library for Central Park to have been provided in addition to the central library.

In summary, therefore, the overall concept for the library system envisions four geographically well-placed primary branch libraries serving the municipality, one of which, replacing the Central Park Branch, will be relocated within Metrotown and enlarged to perform a district resource library function. These four libraries may be supplemented by local libraries in compact facilities with minimum capital and operating costs to respond to specific identified neighbourhood needs. This is considered to be a reorganising concept closely attuned to fiscal restraint coupled with library service effectiveness.

5. THE NEED

Lack of access to materials because of shortage of library floor area and a poorly located main resource collection are two fundamental problems affecting library service in Burnaby. Burnaby Public Library buildings now total 50,500 square feet. The proposed Metrotown programme to 1990 would result in a net increase of 22,000 square feet for a total of 72,500 square feet or a 0.51 square foot per capita based on 1986 population. (\*\*) This revised total floor area is based on the following additions and deletions:

Metrotown	43,000 sq/ft
Kensington storefront	<u>1,000</u>
	44,000 sq/ft

Less:	
Central Park	9,000
Headquarters	<u>13,000</u>
Net Increase	<u>22,000 sq/ft</u>

(\*) The reduced size results from the proposed transfer of the Homes Service, Cataloguing and Acquisitions Departments to the Kingsway Branch, and a general paring down of facilities reflecting the current emphasis on restraint.

(\*\*) As a point of information, a comparison of library floor areas in neighbouring municipalities underlines the lack of space available in the Burnaby Public Library system.

New Westminster	1.05 sq/ft per capita
North Vancouver City	0.41
North Vancouver District	0.45
Port Moody	0.55
Richmond	0.37
Vancouver	0.61
West Vancouver	0.73
Burnaby (current)	<u>0.37</u>
Average	0.57 sq/ft per capita
Burnaby (proposed)	<u>0.51 sq/ft per capita</u>

The lack of adequate space for materials has led to the housing of 55,000 items in the headquarters warehouse which is greater than the total collection at the Cameron Branch Library. These items have largely been transferred from the Kingsway Branch and are thereby directly inaccessible to would-be users. This negates the library's goal of optimising citizen access to its materials.

The lack of space in Burnaby has imposed an artificial zero growth policy on branch collections. This means that for every item added another item must be transferred to storage since there is no space to house these materials. Each year a higher proportion of Burnaby Public Library's collection is housed in storage locations inaccessible to the general public.

Information services to the community as a whole are now provided from the Kingsway Branch Library. These services provide a variety of specialised materials and collections including car repair manuals, directories, business articles, consumer and legal information magazines, maps, government documents, newspaper files, community organisation files and a substantial collection of microfilm.

The library's 1982 Community Survey indicated that the public views the provision of reference and information service as a high priority. The provision of this service is severely hampered by a lack of space, both for materials and for user study seats, and by its inaccessibility to the public of North Burnaby. Locating this service in a larger facility such as a Metrotown Resource Library would solve the problem of lack of space and inaccessibility and permit expanded reference and information services with much improved access to the populations of North and South Burnaby.

Administrative personnel located in library headquarters are isolated from the public service departments of the library. Administration would be housed within the proposed Metrotown Library. The headquarters building also houses Technical Services that could be housed in space which would then become available on the lower floor of the Kingsway Branch Library. The lease on the presently overcrowded Central Park Library expires in 1989. The option on the lease of the current headquarters building expires in 1988. These additional factors must also be taken into account in considering the provision of a library in the Metrotown area.

#### 6. METROTOWN RESOURCE LIBRARY

The proposed library will provide adult and children's branch library service to the immediate catchment area and also act as a resource library to the community as a whole. The estimated population of the immediate catchment area will be 44,000 (1986) and the total population of the municipality 142,000. The population of the Metrotown catchment area alone would support a branch library area of 22,000 square feet by 1986. The growing commercial and office development in the Metrotown would enhance the level of use of any Metrotown Branch Library. The estimated 1983 commercial floor area of 1,529,000 square feet is expected to increase by 1996 to an area of 4,100,000 square feet. This implies a daytime population additional to the local residential population and the floor area of the branch library should also reflect this. (\*) The viability of the Metrotown Branch is also enhanced by its proximity to Kingsway and Willingdon Avenue - two primary arterial routes. The Metrotown Branch is also convenient to existing bus transit and to the future regional ALRT route along the BC Hydro right-of-way alignment to the south with the Metrotown ALRT station and bus loop being established in the vicinity of Sussex Avenue and Central Boulevard.

Functions which the Metrotown Branch could accommodate include the following:

1. A seating capacity of 220 chairs. (presently 56 chairs at Kingsway)
2. The existing Kingsway collections (presently 113,000 items).
3. The Alaska Street collections, expected to be more than 60,000 items in 1989.

(\*) The cost of providing library services to non-residents is reimbursed through the services of the Greater Vancouver Library Board.

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4. Combined collections can expect to total 175,000 - 200,000 items.
5. Circulation functions for the immediate catchment area plus resource functions to the community as a whole (estimated total Metrotown circulation of 600,000 to 700,000 in 1989).
6. Reference and information services to the municipality as a whole. (75,000 - 125,000 enquiries annually)
7. Local children's services and coordination of children's services community-wide.
8. Audio, video and computer services.
9. Library administration.

The conclusion is that depending on the extent of functions to be included in this branch, a floor area for this branch in the range of 43,000 square feet is clearly justified. This increase in building area would be most appropriately accommodated by the replacement of the Central Park Branch by a single larger branch library. This larger branch library would serve a dual purpose by accommodating resource library functions for the municipal system as a whole. Further detailed study is required to determine a final recommended building floor area for a new branch library.

Preliminary estimated costs relating to the proposed library are attached indicating capital expenditures (excluding land) in the range of \$6,000,000. A minimal increase in operational expenditures is expected.

The Library Board has adopted as policy a formal commitment to establishing a resource library on a good site in the Metrotown area. A separate report with a recommendation regarding the acquisition of property for this purpose is being forwarded to Council. The Board will also be making a recommendation to Council regarding funding sources for construction purposes in the immediate future.

It is recommended that Council approve the establishment of a resource library in the Metrotown area.



Bryan L. Bacon,  
Chief Librarian,  
Burnaby Public Library.

PRELIMINARY COST ESTIMATES - METRO TOWN RESOURCE LIBRARY

Capital cost estimates:

Site acquisition	\$ 900,000
Consultant fees	450,000
Construction	5,020,000
Furnishings, equipment	600,000
Automated circulation	30,000
	<u>\$7,000,000</u>

Source of funding:

Gilpin property trade-off	\$ 427,500 (1976 value)
Capital works financing	<u>6,572,500</u>
	<u>\$7,000,000</u>

Operating cost estimates:

Salaries and benefits	\$ 956,218
Books and materials	221,009
Heat, light, telephone and services	81,042
Maintenance, supplies (buildings, grounds)	28,743
Other	<u>33,807</u>

\$1,320,819

Savings from

- closing Central Park Branch Library
- closing Alaska Street Administration
- modifying Kingsway Branch Library services

1,200,040

Net increase in annual operating costs

\$ 120,779

NB - Capital costs have been calculated on 1984 prices inflated at 5% per annum for construction. Architect and consultant costs calculated at 9% of the construction costs, furnishing costs calculated at 12% of construction costs.

Operating cost estimates have been calculated in 1985 constant dollars.

