
Sydney Central Library Study Service, Programs and Operational Plan

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Cape Breton Regional Municipality
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in association with

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Cape Breton Regional Library Service, Programs and Operational Plan

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Executive Summary

Main Points

- The existing McConnell branch is old, small, crowded, inefficient, and inaccessible, and is therefore unable to fulfil the current and anticipated social, economic, and educational needs of the population it serves.
- A new building with expanded and more flexible programming space will enable the Sydney Central Library to expand its increasingly important role as a “community hub”.
- To meet universal accessibility standards for public shelving of books and materials, the amount of floor space devoted to shelving will have to be significantly increased to accommodate a significantly reduced collection of materials.
- For reasons of efficiency and flexibility, the administrative functions of the Cape Breton Regional Library should continue to be housed in the Sydney Central Library building.
- A library building of approximately 45,000 sq. ft. will be required to meet these public service and other functional requirements.
- The capital cost of such a building on the waterfront location, excluding the value of the land contribution, is projected to range from \$31.3 million to \$34.4 million.
- The annual operating costs of such a building are projected to be \$337,800 which is approximately \$250,000 more than the McConnell building; however, McConnell’s operating costs are artificially low as its building systems are substandard, it is not able to operate effectively year-round and excludes considerable deferred maintenance.
- The design of the building should visibly and respectfully incorporate elements of the First Nations culture in Cape Breton.
- New policies regarding collection and retention of materials should be adopted.
- Sydney Central Library should be open to the public seven days a week.

Purpose of this Work

The purpose of this project was to develop a **Service, Programs and Operational Plan** for the new Sydney Central Branch library. It has long been established that the Cape Breton Regional Library (CBRL) needs a new Sydney Central Library to meet the community's vision and expectations – the existing McConnell branch is old, small, crowded, inefficient and inaccessible, and unable to sufficiently fulfil the needs of the Sydney and surrounding populations for a contemporary library branch. This need had been thoroughly articulated through stakeholder and community input as part of the 2016 Feasibility Study and reinforced in various initiatives since then. Accordingly, this study was not to question the need for a new branch, but rather further articulate demand in terms of the specific types of services and programs required and the operational implications of meeting this need. The implications of the recommended Service, Programs and Operational Plan upon space requirements and design of a proposed new facility were to be explored, as well as the implications of the Plan upon capital and operating costs. A related part of the work involved assessing the potential contribution of various partner organizations and agencies in both the building and operation of a new facility.

Benefits to the Community of a New Central Library

As context to this work, it is recognized that a new Central Library will convey a wide range of benefits to the community:

- ***Social Cohesion*** – the new branch will help build social capital through shared learning and enjoyment, supporting families, seniors, students, and newcomers;
- ***A Place for People to Come Together to Learn*** – through emerging technologies, creative studios, training labs, etc. the new library will provide an exciting environment for users to learn from each other and from experts;
- ***Social Benefits*** – the new branch will be a key part of social infrastructure where all members of the community are welcome and feel safe, where vulnerable people are supported;
- ***A Place Where All Cultures are Welcome and Recognized*** – the new branch will be a place where First Nations, community members of all cultural backgrounds, and newcomers to the community, all share their culture and heritage both within their groups (bonding social capital) and with people from other groups (bridging social capital), enriching the entire community;
- ***Economic Benefits*** – experience elsewhere has shown that a new library can be a key component of municipal infrastructure – with an iconic design it can attract new businesses; entice visitors and newcomers to Sydney; act as a hub for the regional library system supporting rural residents and branch libraries; and help community members gain important skills that help them in their careers and businesses;

- **Promote Health and Wellness** – the new library will provide programs and information to promote health and food literacy, providing a place of refuge for those seeking shelter and support.

Fundamental Conclusions

The study generated four fundamental conclusions that provide the overall context for this **Service, Programs and Operational Plan**. These are:

- 1) **An Integrated Staff Operation is Highly Desirable:** The current McConnell branch serves in a sense two functions: (1) it is the local branch library for Sydney and (2) it is the base for the headquarters for the entire CBRL operation (which serves not only Cape Breton Municipality but Victoria County as well). One fundamental conclusion of this work is that this integrated operation conveys compelling staffing efficiencies and synergies to the overall CBRL operation. A new facility should therefore accommodate both needs.
- 2) **No Immediate Partnership Capacity is Evident:** While the research indicated considerable interest on the part of several potential partner organizations and agencies (including First Nations communities, Cape Breton University (CBU), and potentially a tourism information function), none were in a position at the time this report was developed to commit either capital or operating funds to the project. Nor is there a defined point in the foreseeable future when they may be able to do so. Accordingly, a conclusion of this work is that the new Central Library project should proceed on its own timetable and not be dependent upon the schedules of potential partners to 'catch up'. If circumstances change and interest becomes more defined, the on-going planning process should take these possibilities into account with a view to creating partnership opportunities and associated space for partners to be included in the new library. However, the project's momentum should not be stalled at this time to wait for potential partners to formally commit to the project.
- 3) **First Nations Involvement Should be Evident:** While there is no immediate ability of First Nations groups to commit to the building or operation of the project, there is considerable interest in actively involving indigenous communities in the design of the facility and in on-going programming. For example, through its design, the new Central Library should include interior and exterior design elements that celebrate First Nations' culture in Cape Breton, including Truth and Reconciliation. Programming should reflect First Nations' involvement as well - for example, the possibility of a 'Dr. Rita Joe' room celebrating her legacy was suggested, as well as other forms of First Nations history, culture and programming. This should all happen regardless of whether the First Nations community is in a position to participate in the capital or operating funds (now, or in the future).

- 4) **Waterfront or Downtown Location is Desirable:** The current proposal for a waterfront location has been endorsed by Council, and is favoured by a number of stakeholders. The investigation undertaken here showed that there are advantages with this placement, particularly in its ability to engage Cape Breton First Nations' involvement, its ability to provide adjacent event programming, easy access for tourists and ability to provide an iconic design taking advantage of Sydney's spectacular waterfront. Few other cities in Canada would be able to provide this. That said, a downtown location was also suggested by several stakeholders which would likely be less expensive to build, revitalise Sydney's downtown core and provide easier accessibility for many residents. The **Service, Programs and Operational Plan** developed here is not dependent upon a waterfront location – the plan could function equally well in some other downtown location. Accordingly, the plan does not necessarily assume the current proposed waterfront location in order to function effectively.

Specific Recommendations

Within the parameters of these fundamental conclusions, the following specific recommendations are made:

1. **Update Collections Policy:** The Cape Breton Regional Library Collection Policy needs to be updated to meet community needs and reflect current use of public library collections.
2. **Reduce Space Requirements by Eliminating Out-of-Date and Little-Used Materials:** The collections need to be weeded according to best practices to reduce the space needed by out-of-date materials. A priority is to do this for the Sydney library and the regional collection but it should also be done for all branches. As indicated in the 2016 Feasibility Study, most of the branches of the CBRL fall short of recommended space requirements, so they would also benefit from significant weeding of the collections. This will provide more efficient use of space in the library and increase circulation.
3. **Investigate Rotating Branch Collections:** The CBRL should investigate rotating branch collections, particularly among the smaller branches, to refresh the browsing collections.
4. **Monitor Use of Digital Resources:** The CBRL should monitor the borrowing of digital resources vis-à-vis physical materials once the libraries return to pre-pandemic activities to see if borrowing patterns have changed.
5. **Increase Hours of Operation:** Increase the public hours of operation in the Sydney Branch from 52 to 58 hours per week. The following distribution is recommended:

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
1-5 pm	10 am-8 pm	10 am-8 pm	10 am-8 pm	10 am-8 pm	10 am-5 pm	10 am-5pm

Sunday hours should take place from after Labour Day until Victoria Day, except on weekends with statutory holidays. This will support families, students and vulnerable people. Hours of operation at all branches should be evaluated to ensure that the branches meet community needs and CBRL should allocate staff resources accordingly. This might result in reducing hours at some underused branches and reallocating them to busier branches.

6. **Facilitate After-Hours Access:** The design of the new library should have after-hours access to program rooms and washrooms, allowing for reduced staff for after-hours programming. The design should also allow for staff to attend to off-desk duties while being available to assist patrons.
7. **Implement Optional Self-Checkout:** Technology such as optional self-checkout should be used to reduce staff requirements for circulation activities.
8. **Develop New Programs and Services:** A number of new types of programs and services were identified as being essential or desirable in the new facility. These include:

Essential	Desirable
<ul style="list-style-type: none"> • Sunday hours • Programming for diverse audiences, marginalized groups, perhaps involving a social worker on staff • Programs to encourage creativity and innovation (music, cooking, digital creation, etc.) • Technology literacy 	<ul style="list-style-type: none"> • More teen programming • Programming for professionals, small and home business, entrepreneurs • History of Cape Breton's founding communities including African Canadians in NS

9. **Establish New Spaces:** A number of new types of spaces were identified as being essential or desirable in the new facility in order to accommodate these new programs. These include:

Essential	Desirable
<ul style="list-style-type: none"> • Multifunctional meeting spaces of various sizes • Expanded children's area • Theatre/auditorium for lectures, talks, etc. • Relaxed space to read and dream • Common spaces that encourage collaboration • Segmentation of adult and children's spaces • Study rooms 	<ul style="list-style-type: none"> • Computer design lab • Music, recording, video production space • Small café • Exhibit space • Exploration room • Areas that support wellness initiatives (kitchen facilities)

- 10. Develop fundraising / financing strategy:** Other library systems have undertaken successful funding campaigns to help develop new facilities (e.g. Halifax, which raised approximately \$6 million towards construction of its new library a decade ago). CBRL should consider engaging a professional fundraiser to help catalyze potential local and regional funding sources for this major new initiative. Such a financing and fundraising strategy should also consider new financing mechanisms to help defray the operating costs of the new library.
- 11. Undertake System Service Review and Strategic Plan:** Once the new Sydney Central Library is underway (i.e. construction has begun) the CBRL should undertake a service review and strategic plan for the entire library system, capitalizing upon the major new asset that is the new library. This should review the functioning of the entire 12-branch system with a view to ensuring maximum efficiency and effectiveness of the system across the entire region.
- 12. Review Funding Model with Province:** This review has demonstrated that the existing provincial funding model severely constrains the CBRL, especially when compared to library systems in other jurisdictions – and in fact even when compared to other libraries within the same system (i.e. Halifax). CBRL should proactively approach the province with a view to engaging in a dialogue that could eventually result in a fairer and more liberal funding model.

Space and Capital Cost Considerations

To accommodate these new programs, services and physical spaces, a facility of just over 45,000 sq. ft. will be required, some 21% larger than envisaged in the 2016 study. This will comprise the following space allocation:

	2016 Study (sf)	Current Study (sf)
Public Service Areas	21,500	22,998
Public Service Staff Areas	750	1,790
Public Library Functions	22,250	24,788
Administrative Staff Areas	1,360	1,675
Technical Services Areas	5,240	8,246
Regional HQ Functions	6,600	9,921
Total Functional Space	28,850	34,709
Non-Assignable Space (30%)	8,480	10,413
Total Space	37,330	45,122

A preliminary estimate of constructing a facility of this size at the currently-proposed waterfront location would be approximately \$31.3 million to \$32.5 million, based upon a unit construction cost ranging from \$480 to \$500 per square foot, and reasonable assumptions relating to site preparation and furnishings, fixtures and equipment (FFE) and soft costs. These estimates do not include the land value contribution by the municipality which is estimated to be worth \$3 million. A greenfield site development (assuming one could be found) might result in an overall cost savings of between 10% and 15%.

Operating Budget Considerations

The implications of the recommended **Service, Programs and Operational Plan** upon the operating budget of the CBRM is that it would add an additional \$244,000 (approximately) in operating cost to the CBRL system. These additional costs are all for additional operating costs of the building; none represent additional staffing costs. (Note that the current facility related operating costs paid for by CBRM at McConnell are approximately \$83,000 annually. However, these costs reflect energy consumption rates of a 1950's era edifice which does not have a modern voice, data and power outlet network, nor an air conditioning system, ventilation system, heat recovery system, building controls system or an elevator. Nor do they include deferred maintenance.)

Implementation / Next Steps

The following steps are suggested as a logical critical path to follow in the implementation of these recommendations:

In 2020 or early 2021:

- 1) The new Library Board (as reconstituted after the October 2020 election) should **formally endorse** this Service, Programs and Operational Plan as the basis for the space program for a new Sydney Central Library, as well as its operating plan.
- 2) A **joint New Sydney Central Library Financing Committee should be established** with representatives from both the new Library Board, CBRM (political and administrative levels) and the community. The mandate of this Committee would be to assemble the business plan for the new library including: a) further investigation into funding sources for the capital component (which, as suggested above, might involve retaining a professional fundraising firm); b) investigation into sources of funding for operations (including innovative funding mechanisms as recommended in this Report); and c) carrying on the dialogue with potential partners. It would report jointly to the CBRL Library Board and the new CBRM Council.
- 3) CBRL should examine all operating recommendations contained within this Report with a view to **implementing as many as possible in the existing McConnell branch** until such time

as the new library is built. These would include the recommendations relating to updating the collections policy, rotating branch collections, hours of operation, etc.

In mid to late 2021:

- 4) A site needs to be selected, and an updated design for the new library prepared, based upon the space program developed here.** At present, the CBRM is on record as endorsing the waterfront site with Harbour Royale Development Limited should government funding become available from the federal or provincial governments. (In December 2019, it was agreed by Council to extend the existing agreement with HRDL for a further 18 months, until mid 2021.) However, should funding not be secured, or the Harbour Royale Development not proceed on the other components of the development, within that timeframe, the waterfront site as well as alternative sites should be investigated, and a preferred site decided upon by the end of that year. At that point, an updated design for the library should be prepared for the chosen site, based upon the analysis presented in this Report.

In 2022 and beyond:

- 5) The Library Board should **develop a detailed operating plan for the new library**, once it is evident that funding is being assembled and the new facility will be built. This should consider both the transition from the McConnell branch into the new facility, as well as the detailed operating plan for the new library itself.
- 6) (As previously recommended) the Library Board should **undertake an overall service review and strategic planning study for the entire CBRL system**, in order to optimize the advantage that the new Sydney Central Library will bring to the system overall.
- 7) Also, and likely as part of the aforementioned service review, the Library Board and municipality should enter into discussions with the province with the aim of establishing a **more equitable funding formula for CBRL overall**.

1. Introduction

1.1 Achieving CBRL's Mission with a New Central Library

Opening Statement

The Mission of the Cape Breton Regional Library is:

“to strengthen and inspire our communities by providing quality collections, cultural resources, programs and services in a welcoming environment where all can enjoy reading and learning.”

In order to continue to meet this Mission, the Cape Breton Regional Library needs a new Sydney Central Library to meet the community's vision and expectations for their public library. This has been well articulated through stakeholder and community input as part of the 2016 Feasibility Study, and initiatives since then.

Accordingly, the goal of this document is to develop a new Sydney Central Library plan to meet the community's needs within the provincial and regional context.

Benefits to the Community of a New Central Library

It should be noted at the outset that a new community library is expected to convey a number of significant benefits to the Sydney and surrounding populations. These include:

- ***Social Cohesion*** – the new branch will help build social capital through shared learning and enjoyment, supporting families, seniors, students, and newcomers;
- ***A Place for People to Come Together to Learn*** – through emerging technologies, creative studios, training labs, etc. the new library will provide an exciting environment for users to learn from each other and from experts;
- ***Social Benefits*** – the new branch will be a key part of social infrastructure where all members of the community are welcome and feel safe, where vulnerable people are supported;
- ***A Place Where All Cultures are Welcome and Recognized*** – the new branch will be a place where First Nations, community members of all cultural backgrounds, and newcomers to the community, all share their culture and heritage both within their groups (bonding social capital) and with people from other groups (bridging social capital), enriching the entire community;
- ***Economic Benefits*** – experience elsewhere has shown that a new library can be a key component of municipal infrastructure – with an iconic design it can attract new businesses; entice visitors and newcomers to Sydney; act as a hub for the regional

library system supporting rural residents and branch libraries; and help community members gain important skills that help them in their careers and businesses¹;

- **Promote Health and Wellness** – the new library will provide programs and information to promote health and food literacy, providing a place of refuge for those seeking shelter and support.

In addition, it is proposed that the new library facility house the headquarters operations for the entire CBRL operation (as is now the case in the existing McConnell branch). The benefits of this co-location, while perhaps not immediately visible to the community, are also significant. They include:

- Administrative staff participate in front-line public service shifts to keep abreast of “the big picture”, support the flagship branch, and demonstrate their expertise;
- New staff at other branches are trained at the Sydney Branch, becoming familiar with all library tasks and activities;
- Efficient delivery of materials and support to the busiest branch, including technical support, interlibrary loan, acquisitions and processing of new materials.

Government Support for the Library Function

It should be noted that there is considerable support at the government level generally for public facilities that deliver these sorts of benefits, as well as for libraries specifically. This should be noted as a key part of the overall context of the new library facility in downtown Sydney.

Commitment of the Community and Regional Municipality and Co-operation of Provincial, and Federal Governments

It is important to align the library with the community’s needs, as articulated both by the community itself and by the funding government bodies. Public library service in Nova Scotia as outlined in the Libraries Act (chapter 254 of the Revised Statutes, 1989) is provided jointly by the Province of Nova Scotia and the local municipalities, in this case, the Cape Breton Regional Municipality and Victoria County.

¹ See Kerry Gold, Globe and Mail July 28, 2020. “How public libraries play a vital role in restoring the economy”, (<https://www.theglobeandmail.com/business/industry-news/property-report/article-virtual-and-physical-community-living-room-of-a-library-a-much/>). See also Mayor Clarke’s letter (Appendix D) to Cape Breton Regional Library Board of Directors et al, July 14, 2020 wherein he indicates construction of a new library will generate 250 to 300 full-time equivalent jobs and generate \$10 million to \$12 million locally in new household income.

Through its Investment in Canada Plan², the federal government has outlined its infrastructure spending priorities for \$187 billion to be funded over 12 years, including through bilateral agreements with the provinces. Federal priorities³ under the program include:

- Public transit
- Green infrastructure
- Social infrastructure
- Rural and northern communities
- Trade and transportation infrastructure

Under Phase 2 of the program, for projects costing \$10 million and over, projects going forward must take into account how they will affect climate change, and set targets for community employment benefits for under-represented groups.

The creation of a new library for Sydney would meet at least the following priorities: supporting social infrastructure, rural and northern communities and depending on building design, green infrastructure.

Additionally, the inclusion of First Nations in the design and programming elements associated with the new library would potentially provide access to other sources of funding. For example, the Truth and Reconciliation Commission of Canada's: *Call to Action*⁴ presented a large number of recommendations calling for adequate funding of First Nations individuals and programs in the fields of education, language and culture, health and justice.

Nova Scotia's budget priorities⁵ are:

- Improving the lives of Nova Scotians
- Building on our economic success
- Investing in modern infrastructure
- Confidence in a brighter future

There are six themes in the guiding document for the Department of Communities, Culture & Heritage's, "Culture Action Plan"⁶:

1. Promote Mi'kmaw Culture
2. Promote Creativity and Innovation
3. Strengthen Education, Partnerships, and Understanding
4. Advance Cultural Diversity

² Overview of Canada's Long Term Infrastructure Program, https://lop.parl.ca/sites/PublicWebsite/default/en_CA/ResearchPublications/201938E

³ See also, the National Observer's interview with Catherine McKenna, the Minister of Infrastructure and Communities, June 17, 2020, <https://www.youtube.com/watch?v=tVj0a6S4KvU>

⁴ Truth and Reconciliation Commission of Canada: *Call to Action*, 2015. http://www.trc.ca/assets/pdf/Calls_to_Action_English2.pdf

⁵ Nova Scotia Budget 2000 to 2021, <https://novascotia.ca/budget/>

⁶ Nova Scotia Communities, Culture and Heritage, *Nova Scotia's Culture Action Plan*, <https://cch.novascotia.ca/stories/nova-scotias-culture-action-plan-creativity-and-community>

5. Excellence in Cultural Stewardship
6. Drive Awareness and Economic Growth of the Culture Sector

Nova Scotia Public Libraries Core Services⁷

1. Supporting and promoting reading and literacy
2. Providing access to technology and supporting digital literacy
3. Preserving and promoting culture and creativity
4. Providing safe physical spaces that encourage community involvement

A resounding conclusion to the above overview of government supports available for a new library branch is that there is no lack of public policy support for the initiative. The extent to which this support is backed up by funding will be the acid test of commitment to the CBRL by the various levels of government.

1.2 Context: Previous Studies and Conclusions: Library profile changes and initiatives since 2016 study

The McConnell branch was built in 1950 with an addition in 1986. The branch has a total of 22,000 square feet of which the public library is 12,000 square feet and the remaining 9,000 square feet houses the regional headquarters, the Gates computer room, storage and a garage. In 2012 the **Architectural and Facility Planning Report** by Trifos Design Consultants noted a number of deficiencies with the building including lack of sufficient space, lack of quiet study areas, lack of staff office space and workroom areas, lack of display space, insufficient public internet access points, and inadequate plumbing fixturing for the public. Environmental comfort is an issue due to lack of air conditioning and humidity control. Accessibility is constrained with no elevator. There is a steep ramp and stair leading to the lower level.

The 2016 **Sydney Public Library Feasibility Study** (*dmA; Trifos Architecture & Interiors; Breton Chartered Accountants*) firmly established the need for a modern Sydney Public Library. The recommended development was for 28,000 gross square feet (GSF) to service the projected Sydney-area population of 40,000 in the year 2031. A further 9,000 GSF (rounded) was estimated as being required to house the Cape Breton Regional Library headquarters function, which service all of Cape Breton Regional Municipality as well as adjacent Victoria County. Three options were developed as alternative ways to provide the required space of (ballpark) 40,000 square feet: (1) a new, stand-alone building; (2) an integrated tenant of a large multi-facility complex on a waterfront location; and (3) repurposing of an existing building. Capital costs at the time were estimated to range from \$18 million (for Option 3, the repurposed structure) to \$28 million for a stand-alone iconic building.

⁷ Library Core Services Working Group, *Nova Scotia's Public Libraries: Core Services and their impact on the province*, May 2018, <https://pub-amherst.escribemeetings.com/filestream.ashx?DocumentId=8131>

Since that time several additional studies and developments have reinforced the need for a new library. These include:

2017 CBRM Creative Economy Growth Plan (*Vibe Creative Group*): This study was to develop a strategy to recognize and grow the creative economy of the Cape Breton region. It saw a new Sydney Library as a key vehicle to encourage cultural development through programming and services.

2018 CBRM Recreation Master Plan: This study endorsed the idea of a new library as part of the city centre, and an integral part of a cultural hub in the urban core.

2019 CBRM Viability Study (*Grant Thornton*): This study identified the controversy regarding the cost of a new library facility in Sydney, but noted that the relatively new Halifax Public Library had “added enormously” to the community and that key to this was the change in service delivery philosophy, from “exclusively providing books, to providing focussed community-based outcomes”.

2019 Sydney Waterfront Development Project Development Brief (Harbour Royale Development Ltd.): This brief laid out a proposed iconic waterfront location for the new library, as part of an integrated development with an office tower, residential development and associated commercial development). This vision for the new library on the waterfront location consisted of 2 floors of 20,000 square feet each, plus a ‘library rooftop penthouse’ of nearly 3,000 sf. This design was approved in principle by CBRM Council in that year.

1.3 Purpose of This Study

As mentioned, the purpose of this study was not to examine the feasibility of a new central library branch for Sydney: that need has been long established through the various studies and reports referenced in the previous section. (And, although it was not a purpose of this work, it is worth noting that, through interviews and surveys, the need for a new central facility was overwhelmingly validated.)

Rather, the purpose of this assessment generally was to establish the types of programs and services that should be offered through the new facility, and to comment on the operational implications (including required space and operating costs) of offering these programs and services. More specifically, the study deliverables were articulated in the Terms of Reference for the work to be:

- to determine the future requirements for a library facility and provide capital and operating costs for a New Central Library
- undertake a review of existing programs and operations, and validate a new Services, Programs, and Operational Plan for the new central library

- the new central library will be a contemporary multi-functional library with programming spaces not currently available in the Cape Breton Regional Library System, thereby expanding the services and programs available to all residents of CBRM.
- also to identify potential partners such as community agencies or organizations for synergy in the areas of social, cultural, economic, and human capital development as well as space requirements and financial contribution

To meet these requirements, a multi-disciplinary team of specialists was assembled, consisting of:

- TCI Management Consultants (experts in library strategic planning and market assessment)
- Beth Ross Associates (experts in library operations)
- Trifos Design (architects and designers, who have extensive local knowledge and understanding, and were co-authors of the previous 2016 study referenced above)

1.4 Activities Undertaken

The study was very consultative in its approach, employing surveys and an extensive interview program to obtain input. Specific major activities consisted of the following:

- confidential on-line survey of all 56 library staff;
- in-depth interviews with 15 key staff;
- extensive interview program with community stakeholders and potential partners (*approximately 40+ persons contacted*);
- benchmarking review of other new libraries in NS and elsewhere;
- analysis of space provision in Sydney relative to guides and norms from other library systems (*NS, Ontario, Alberta*);
- inventory of existing and new activities, programs and services potentially housed in new facility (and an assessment as to which of these are 'essential' and 'desirable');
- development of a financial model to determine operating costs of various operating scenarios (which required extensive consultation with municipal staff);
- development of a recommended floorplate allocation showing the relative size and adjacency of space allocation and utilization for the new facility;
- high-level identification (Class D level) of anticipated capital costs; and
- preparation and presentation of this Report.

1.5 Caveats and Assumptions

Here we discuss various caveats and limitations that should be considered in interpreting the findings, conclusions and recommendations from this work. First, recognizing that this study essentially started when the pandemic hit in early 2020, the potential impact of this situation

on the study itself, as well as the immediate next steps going forward, is addressed. Next, other factors and potential caveats are addressed.

1.5.1 Impact of COVID-19 on this Study

The recent pandemic has starkly demonstrated the need for free, accessible, indoor, public spaces, such as are available at libraries. The critical role that libraries play in society has been reinforced by recent experience and we expect this realization to last.

Surprisingly, during the conduct of the study the pandemic had a relatively minimal impact on the process. Clearly there were no visits to Sydney or the site on the part of the project team (as originally had been planned), nor were in-person interviews possible (all were done by teleconference or Zoom). Weekly Steering Committee meetings via Zoom were held to keep the momentum of the project alive and to report on findings, results and any new developments. The flow of information and the decision-making process were not in any way impeded by the inability to meet physically.

Through the interview process we did learn that potential partners on the library project are being adversely affected financially by the pandemic, and this has impacted their ability to commit to any kind of participation in the capital or operating aspects of the new facility. This current reality clearly affects the conclusions and recommendations made.

Beyond the conduct of the current study, there is also the question of how the ‘post pandemic new normal’ will play out in terms of affecting the demand for new types of programs and services at the new branch. In our view, by the time the new library branch is built, we will solidly be in a post-pandemic environment, where a vaccine will exist and some form of normalcy has resumed⁸. While there may be some lingering reluctance by an older demographic to engage in large crowd activities, this is not likely of great significance to library events. We may also see that the recommended distances for study spaces, seating for events, etc. may be further apart than previously, implying larger spaces to accommodate or smaller group events.

The pandemic has demonstrated that libraries can have a tremendous positive influence upon vulnerable populations as some were made available as cooling shelters, food bank locations, children’s camps online, providing information about the pandemic, providing innovative ways of delivering programs that were formerly done at the library, etc. Also, when libraries were closed as part of the general lockdown there was no daytime, warm, free shelter, no computers, internet, or washrooms, and this lack was sorely felt.

⁸ <https://www.medicalnewstoday.com/articles/covid-19-achieving-herd-immunity-may-occur-sooner-than-previously-thought>.

1.5.2 Other Caveats and Assumptions

Other caveats and assumptions that underlie the study are as follows:

- **Partnership possibilities:** While there is much interest on the part of potential partners in participating in some way in the new Sydney library, none is in any position to make any firm financial commitments at this early uncertain stage.
- **Location:** This assessment is ‘agnostic’ with respect to location – it does not necessarily assume a waterfront site (although it is noted that some partnership possibilities are more likely with a waterfront location). The program and service plan developed here could of course take place within the current proposed (and Council-accepted) waterfront location but could also be established in a non-waterfront location. It is assumed that wherever the new branch is ultimately located, it will be in or very near to the downtown.
- **High level assessment:** Clearly given the level of uncertainty entailed in the process at this point, all capital and operating costs are at a high, order-of-magnitude level, and not greatly detailed. Specific assumptions underlying all financial projections are articulated but could change in future.
- **Typical year of operation:** Rather than a 5 or 10 year forecast of library operations (which is far too detailed at this point), a ‘typical year of operations’ (TYO) was modelled in the financial projections.

2. Situation Assessment

Section 2 provides a situation assessment of the current Sydney library drawing on data and perspectives from a number of sources including:

- A review of Sydney's library needs based on library standards and guidelines (section 2.1)
- Perspectives from the staff survey and interviews (section 2.2)
- Perspectives from various stakeholders in Sydney that are interested in the library (section 2.3)
- Comparisons and lessons learned from other new libraries (section 2.4)
- Trends in delivery of library services (section 2.5)

2.1 Library Standards and Guidelines: Assessment of Sydney Library Needs

Standards and guidelines offer a method for libraries to measure their resources and activities against widely accepted norms. These often vary from one jurisdiction to another, so examples are used here. Fundamentally, a public library needs to be responsive to its community and meet the community needs with resources available. In most cases, meeting the standards is voluntary. The following standards were reviewed.

Best Practices for Public Libraries in Alberta

This document includes several quantitative measures for personnel, hours of opening, collection management, and facilities. See:

<https://open.alberta.ca/publications/9780778592891-2018>

Ontario Public Library Guidelines

The Ontario Public Library Guidelines (OPLG) are developed and administered by the Ontario Public Library Guidelines Monitoring and Accreditation Council. The Guidelines are updated annually, and the version used for this Study was March 2020. The Guidelines are voluntary standards accepted by the Ontario public library community. While a process for Ontario's public libraries, this document can be readily adapted for Nova Scotian libraries particularly as an assessment tool to update or change management and service goals. The OPLG are more descriptive than prescriptive, in that quantitative targets are not included. Rather, the Ontario Public Library Guidelines provide a framework for good governance and management. See: <https://ontariopubliclibraryguidelines.ca>

Guidelines for Rural/Urban Public Library Systems

The Guidelines for Rural/Urban Public Library Systems are developed and administered by the Administrators of Rural and Urban Public Libraries of Ontario (ARUPLO). The edition used for this study is the 3rd edition, published in September 2017. The ARUPLO Guidelines are

supplementary to the Ontario Public Library Guidelines, above, to address issues of multi-branch and rural library systems in Ontario. The ARUPLO Guidelines pertain to public library branches within a county library system, in which some staff functions are performed at an administrative office elsewhere, including Interlibrary Loan, materials processing, off-site storage and other administrative functions, thereby reducing some staff and storage space that a standalone library needs to accommodate. See:
http://aruplo.weebly.com/uploads/2/8/3/7/2837807/aruplo_guidelines_3rd_edition.pdf

Standards for Nova Scotia Regional Public Libraries

Published in 2001, this is the oldest set of standards used, but the ones that directly affect the Cape Breton Regional Library. See: <https://library.novascotia.ca>

Wisconsin Public Library Standards

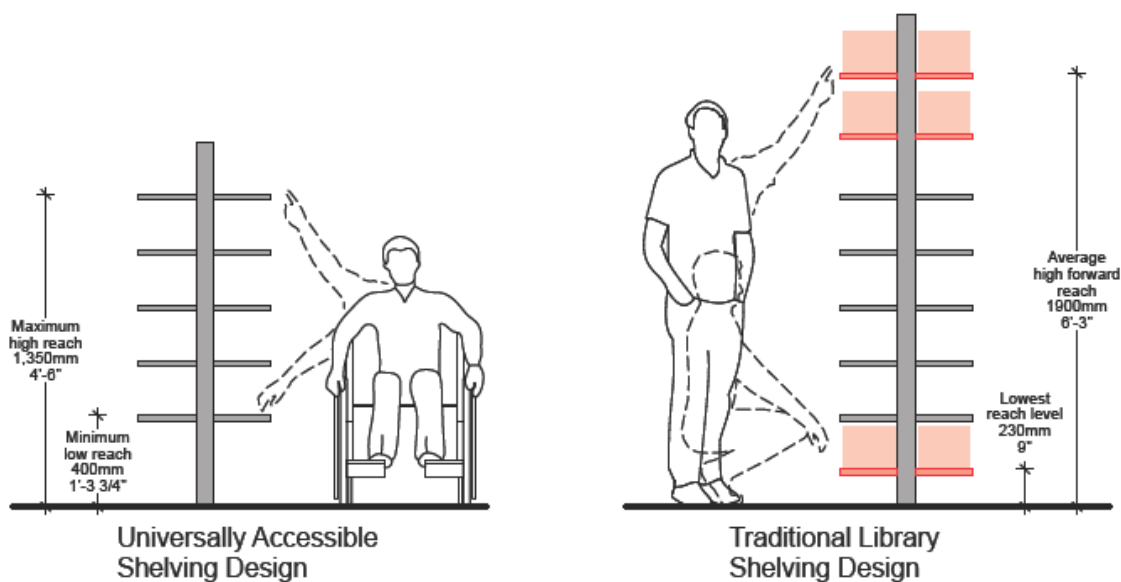
Probably the most widely used standards in North America. Particularly appropriate for rural and smaller libraries. The version used for this study was the 2018 edition. See:
<https://owlsweb.org/l4l/standards#:~:text=%20Wisconsin%20Public%20Library%20Standards%20%201%20Checklists.,populations%2C%20it%20can%20apply%20the%20quantitative...%20More%20>

Making the Case for Your Library Building Project

This is particularly useful for library space planning from a functional point of view, and was one of the resource documents used in the 2016 Sydney Public Library Feasibility Study. See:
<https://www.sols.org/files/docs/develop/publications/current/Final-MakingtheCaseforYourLibraryBuildingProject.pdf#:~:text=Making%20the%20Case%20for%20Your%20Library%20Building%20Project,specific%20facility%20requirements%20for%20each%20library%20function.%20It>

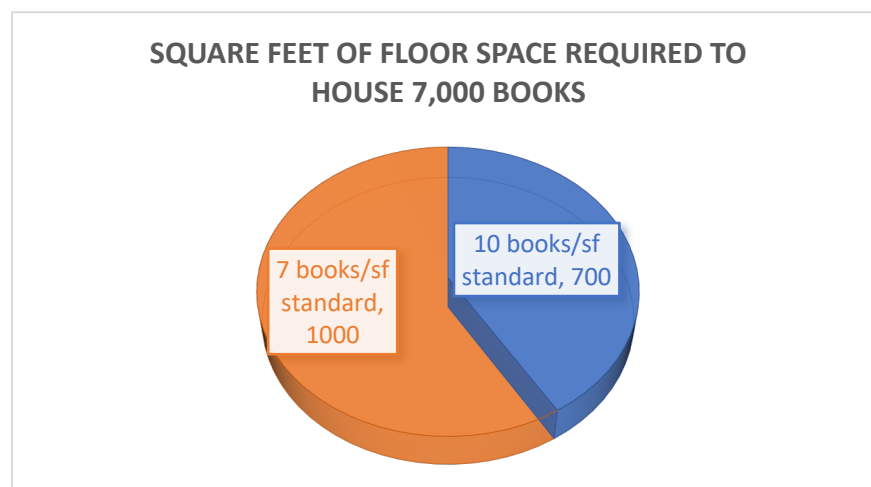
Barrier-Free Access to the Library

Under Bill 59, the *Nova Scotia Accessibility Act*, all Nova Scotia libraries have been prescribed as public sector bodies. In keeping with the *Nova Scotia Accessibility Act* and the principles of *Access by Design 2030*⁹, in addition to barrier-free requirements for new buildings, such as access to the building, universal washrooms, elevators, and the provision of accessible workstations and furniture, clear aisle space and the height of book shelves are important elements of an accessible public library (see the diagram below). This results in a larger space requirement for the collection. It also has the benefit of making the library more attractive, open, and easier to supervise.



⁹ See Access by Design 2031, Nova Scotia Department of Justice, 2018, <https://novascotia.ca/accessibility/access-by-design/access-by-design-2030.pdf>

As noted, the barrier-free design requires significantly more floor space to accommodate universally accessible shelving than traditional shelving designs.



Using barrier free design guidelines of 7 books/sf shelving standard, 43% more floor space is required to house an equivalent number of books.

Assessment of Sydney Library in Comparison to Library Standards and Guidelines

The key quantitative measurements affecting the Sydney Library situation are collection size, hours of operation, and space. The context of the entire library system is also important. The following table provides an overview of the resources allocated to each branch library, such as hours of operation and collection size, as well as the return on the investment of those resources, such as visits, program attendance, and circulation of materials.

Cape Breton Regional Library Branch Statistics for FY 2019/2020

Branch	Total Hours Open	Hours Open Per Week	Days Open per Week	Catchment Population 2001	Circulation	In-person visits	Adult Programs	Adult Program Attendance	Juvenile Programs	Juvenile Program Attendance	Total Program Attendance	Collections
Baddeck	1,675.5	35	5	3,790	22,113	15,463	235	1,594	61	417	2,011	16,412
Dominion	1,509.5	32	5	2,392	6,769	4,994	37	65	8	81	146	7,857
Florence	1,030.0	23	5	1,791	1,205	1,143	-	-	1	40	40	4,606
Glace Bay	1,518.5	55	6	21,696	27,958	19,023	100	1,291	82	695	1,986	22,215
Ingonish	1,607.0	34	5	2,597	5,322	2,536	21	211	6	81	292	7,361
Louisbourg	942.5	21	5	1,155	2,506	2,215	53	427	5	85	512	6,497
Main-a-Dieu	686.0	15	3	519	1,995	1,419	12	105	34	198	303	4,168
New Waterford	2,598.0	54	6	8,462	16,987	16,117	244	3,155	69	1,012	4,167	9,456
North Sydney	2,590.0	54	6	10,617	22,469	18,993	239	1,625	92	658	2,283	13,404
Reserve Mines	989.5	21.5	5	1,603	3,839	2,651	16	296	16	86	382	6,929
Sydney	2,463.5	52	5	59,632	140,247	100,547	385	6,695	178	5,719	12,414	76,041
Sydney Mines	2,267.0	48	6	7,024	13,345	9,635	504	4,817	60	387	5,204	9,277
Bookmobiles	669.5				15,969	5,392	19	147	2	66		8,615
HQ (E-Resources)					66,435	-	18	2,363	5	144		1,849
Regional Storage												43,989
Total	20,546.5				347,159	200,128	1,883	22,791	619	9,669		238,676

Note: Glace Bay had reduced total hours of operation annually because of its closure and move into a new location.

There is good distribution of library hours and days open across the various branches. Circulation, in-person visits and programming are reasonably balanced across the various branches. Therefore, CBRL resources are fairly well distributed amongst the various branches and the headquarters function plays an important role in supporting the various branches.

However, a closer look at the key ratios shows how much more heavily used the Sydney Branch is than many of the other ones.

The following table shows that the Sydney branch (McConnell) area accounts for 47% of the population served by the CBRL system population. In relation to its share of the CBRL population, Sydney's circulation is slightly lower (40%); the number of in-person visits is somewhat higher (50%); the program attendance is somewhat lower (38%) and the collection size is somewhat lower (32%). Given that the total hours open per year for McConnell are only 12% of the total, the library's overall "performance" on a per hour open basis is very good.

Comparison of CBRL with McConnell Branch

	CBRL	Sydney	Percent
Population Served	104,495	49,000	46.9
Circulation	347,159	140,247	40.4
In-person visits	200,128	100,547	50.2
Program attendance	32,460	12,414	38.2
Hours open per year	20,546.5	2,463.5	12.0
Collection	238,676	76,041	31.9

These figures demonstrably show the dominant role of the Sydney branch within the overall Cape Breton Regional Library system: serving nearly half of the entire CBRM population and with just over half of all visits to all branches; having 38% of the attendance to all programs; and housing 38% of the total collection.

Comparison with Library Standards and Guidelines

Based on Sydney catchment population of

49,000

	Sydney currently	Alberta 2018	ARUPLO 2017	Nova Scotia 2001	Wisconsin 2018
Hours of Operation per week	52	57	65+	45 - 55	63
User Seats	87		200+		147
Volumes of materials	76,041	83,300	50,000+	98,000	117,600
FTE Staff	9.16	24.5	17.5+	19.6	19.6
Internet Computers	6		25+	10 - 14	38

The table above shows how McConnell branch compares to a number of standards that were described previously, based on its population size of 49,000.

Relative to the various standards, McConnell is within the range for Nova Scotia hours of operation, but below the standards of Alberta, ARUPLO and Wisconsin. It has a smaller number of user seats, a lower volume of materials (except ARUPLO which is for branch libraries).

The staff complement refers to the staff regularly working at the McConnell Branch as well as shifts taken by Headquarters staff at the public branch and is low relative to all standards.

Relative to the various standards, Sydney has a significantly lower number of computers with Internet connectivity. This is partly due to electrical constraints associated with the aging building.

It should be noted that in the other (non-Nova Scotian) jurisdictions reviewed, the library budget is determined largely by the municipality or county government. For example, Ontario municipalities receive only about 3% of their operating budgets from the province. In Alberta, the province provides 14% of the library operating budget to public libraries. In Wisconsin, 90% of library funding is from municipal and county budgets. In contrast, historically in Nova Scotia, the library budget is set by the provincial funding formula which establishes the provincial contribution and the required contribution from the municipality. In 2020/21, the province of Nova Scotia will contribute 71% of CBRL's library funding, the municipalities will contribute 26% through their municipal units. The library itself raises about 3% of its operating budget.

The net effect of this is that Nova Scotia library systems operate largely within the provincial funding formula and therefore are much more restricted in their ability to achieve standards set by other jurisdictions particularly those standards that have direct cost implications such as staffing and hours of operation.

Collections (Volumes of Material)

The collection at the Sydney library consists of the circulating collection at the McConnell Branch as well as storage collections and materials being processed and used by the bookmobile at the library headquarters. As a result of active 'weeding' of low circulation materials, the storage collection and McConnell collection have been reduced since the 2016 study (the McConnell collection by 15%, and the Regional storage collection by 22%).

The 2016 study does not indicate the standard used to calculate its space requirements. However, as discussed, the barrier-free design requirements have increased the space required to be allocated to public collections compared with the assumed standards used for the 2016 study. Assuming 7 books per square foot for barrier-free design, this is a 43% increase over traditional shelving that can accommodate 10 books per square foot. Therefore, while the collection sizes are somewhat lower currently than in 2016, there will still be a need for more space to accommodate the collections.

Collections	2016 study	July 2020
McConnell Library	89,307	76,041
Regional Storage	56,607	43,989
Headquarters	3,739	1,849
Bookmobile	9,480	8,615

TOTAL collection housed in McConnell building	159,133	130,494
CBRL Total Collection (all branches)	n/a	238,676

In addition to the physical items identified above, CBRL also has a collection of **30,512** digital materials consisting of downloadable e-books and e-audiobooks. This collection is available to all residents electronically and does not take any physical space at any branches. Therefore, the total collection, including digital materials available to CBRL patrons is **269,188** items or **2.57** items per capita.

As the table following shows, this is actually a **higher** ratio than those suggested by either the Nova Scotia Standards (admittedly somewhat dated) or the Alberta Best Practices guide. While

this would appear on the surface to be a good thing (as more items per capita means a wider range and choice of materials available to residents) a key question relates to the quality and recency of the items available. If the collection is very dated and rarely used, then a high ratio is meaningless. Accordingly, what needs to be examined is the currency of materials (see below). Also, the extent to which digital items can be added to the collection and thus increase the ratio, needs to be factored in as well (as digital materials essentially take up no space, and tend to be current and/or updateable). A greater proportion of digital items in the collection is typically a positive sign.

Library Standards

CBRL current collection ratio	2.57 items per capita
Nova Scotia Standards 2001	2-3 items per capita
Alberta Best Practices 2018	1.7 – 2.7 items per capita

As information and recreation access moves away from physical books and materials and more to digital formats, libraries' physical collections can decrease. The library's traditional role as preserver of the collection has been diminished by increased access to electronic resources.

More important than the quantity of the collection is the quality of it. It is vital that the library collection is current, accurate, up-to-date, and popular. There are many weeding tools to assist staff in determining which materials to keep and which to cull from the collection in order to make the collection attractive and relevant to their borrowers, while maintaining essential documents. An assessment of the collection revealed the following (not including reference materials or items not available for circulation):

	CBRL Total (including McConnell but not storage)	McConnell Branch	Regional Storage
Items not circulated in the past five years or never circulated (since automation)	38,876	10,619	32,578
Percentage of Collection	16%	14%	74% (!)

A more customer-focused metric is the turnover rate of the collection, which is the number of items in the collection divided by the number of annual circulations. The turnover rate varies by type and size of library but a worthy goal is 2 – 3 items per capita. This indicates a high use of the collection by the community.

The annual turnover rate for Cape Breton Regional Library overall is 1.45 items per capita, including electronic items (which are not broken down by branch). By branch, the turnover rate varies from 1.84 for Sydney to 0.26 for Florence. Generally, weeding the collection will result in a higher use of it (and thus a higher turnover rate).

Another indicator of the currency of the collection is the recency of purchase of the collection. The Nova Scotia Working Group on library standards in 2008 recommended 1 item per capita less than five years old and 0.20 items per capita purchased per year. For Cape Breton Regional Library this indicates a significant shortfall, especially with respect to the most current materials, where less than half the recommended guideline is met.

	Guideline for print and electronic	Actual (without electronic)	Actual (including electronic)	Percentage of Guideline met for print and electronic
Materials that are 5 years old or less	104,495	39,311	69,823	67%
Materials that are 1 year old or less	20,899	7,360	9,978	48%

As many libraries do, the CBRL maintains a local history collection, The Nova Scotia Collection, and several branches may also have local history materials as well. These should be maintained in perpetuity as relevant to the local community's culture and heritage. Co-ordination of the local history collection and preservation should be done with the Beaton Institute of Cape Breton University, supporting its role as an archive for Cape Breton's history. The public library may be better suited to this role as it is more accessible outside university library hours and to researchers who may visit the public library in search of local history material but might not go to the university.

Currently, materials do not float or rotate among branches, other than some DVD blocks or other special collections. When a branch receives a new book, one from the same part of the collection is weeded or returned to Headquarters for storage or weeding. A more up-to-date collection can be attractive to borrowers at other branches, so this opens the possibility for materials to be relocated when they are read out (at that branch), rather than worn out or out of date.

The use of digital collections continues to grow across public libraries in general and is popular among rural residents with adequate Internet bandwidth. The recent experience of library use during the COVID-19 pandemic (as well as growing Internet literacy generally within the population) likely indicates a growing use of these library resources. CBRL reported a 25% increase in downloaded e-books and e-audiobooks in the timeframe of January to August from 2019 to 2020.

- ➔ **Recommendation: Update Collections Policy:** The Cape Breton Regional Library Collection Policy be updated to meet community needs and reflect current use of public library collections.
- ➔ **Recommendation: Reduce Space Requirements by Eliminating Out-of-Date and Little-Used Materials:** That the collections be weeded according to best practices to reduce the space needed by out-of-date materials. A priority is to do this for the Sydney library and the regional collection but it should also be done for all branches. As indicated in the 2016 Feasibility Study, most of the branches of the CBRL do not meet space requirements, so they would also benefit from significant weeding of the collections. That will make the remaining (newer, more attractive) books more obvious to borrowers.
- ➔ **Recommendation: Investigate Rotating Branch Collections:** That the CBRL investigate rotating branch collections, particularly among the smaller branches, to refresh the browsing collections.
- ➔ **Recommendation: Monitor Use of Digital Resources:** That the CBRL monitor the borrowing of digital resources vis-à-vis physical materials once the libraries return to pre-pandemic activities to see if borrowing patterns have changed.

Hours of Operation

Comparison with Guidelines and Standards (for Public Hours)

	Sydney currently	Alberta 2018	ARUPLO 2017	Newfoundland & Labrador 2018	Nova Scotia 2001	Wisconsin 2018
Hours of Operation per week	52 (actual)	57 (recommended)	65+ (recommended)	60 (recommended)	45 – 55 (recommended)	63 (recommended)

As the table above shows, while the number of hours of public operation for the McConnell branch is within the guideline recommended by the Province of Nova Scotia, it falls short of every other jurisdiction reviewed. (Even the *upper end* of the range for the province is below the threshold suggested in all other jurisdictions.) This may reflect the fact that over the last two decades libraries have increasingly been adopting roles as community hubs – note the fact that the NS standard is by far the oldest of the set.

Cape Breton Regional Library Branch Activities by Hour (from the Branch Statistics above in this section)

Branch	Circulation per hour	In Person Visits per hour	Adult Program attendance per hour	Children's Program attendance per hour
Baddeck	13.20	9.23	0.95	0.25
Dominion	4.48	3.31	0.04	0.05
Florence	1.17	1.11	0.00	0.04
Glace Bay	18.41	12.53	0.85	0.46
Ingonish	3.31	1.58	0.13	0.05
Louisbourg	2.66	2.35	0.45	0.09
Main-a-Dieu	2.91	2.07	0.15	0.29
New Waterford	6.54	6.20	1.21	0.39
North Sydney	8.68	7.33	0.63	0.25
Reserve Mines	3.88	2.68	0.30	0.09
Sydney	56.93	40.81	2.72	2.32
Sydney Mines	5.89	4.25	2.12	0.17

This table clearly shows the dominant, 'flagship' role of the McConnell branch in downtown Sydney.

The above does not account for the staffing levels at each branch. Some of the smaller libraries have one staff on duty during library hours and few programs. Sydney has several staff on duty and backup staff available from Headquarters.

One goal for this library study is to be cognizant of limited financial operating resources. As previously outlined, funding for library operations is determined by the Provincial Library. The number of library branches, the changing nature of library service, and a significantly larger and better central library will not change the provincial funding formula for Cape Breton Regional Library.

Sydney Current Hours – 52 hours per week

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Closed	Closed	10 am-9 pm	10 am-9 pm	10 am-9 pm	10 am-9 pm	9 am-5pm

Materials circulation statistics and staff observations indicate that evening hours are not busy after 8 pm except for programs. As the program room is imbedded in the current library, the library stays open so that evening programs can take place.

The new Sydney Central Library's role as community hub will require that the library be open more days of the week (ideally, every day). Vulnerable people, university students, families, visitors, and researchers will all expect that the library will be available to them across more days of the week.

The expectation that the new Sydney Central Library will be on two floors, rather than one, will require extra staffing for service and supervision. Staffing schedules will need to be developed with the goal of full-time staff having two consecutive days off, perhaps with a rotational schedule. It is recognized that to meet these staffing requirements funding will not be available to do so and will require reallocation of existing staff.

➔ **Recommendation: Increase Hours of Operation:** Increase hours of operation at the Sydney Central Branch to 58 hours per week, allocated as follows:

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
1-5 pm	10 am-8 pm	10 am-8 pm	10 am-8 pm	10 am-8 pm	10 am-5 pm	10 am-5pm

Sunday hours should take place from after Labour Day until Victoria Day, except on weekends with statutory holidays. This will support vulnerable people, families, and students. Hours of operation at all branches should be evaluated to ensure that the branches meet community needs and CBRL should allocate staff resources accordingly. This might result in reducing hours at some underused branches and reallocating them to busier branches.

➔ **Recommendation: Facilitate After-Hours Access:** The design of the new library should have after-hours access to program rooms and washrooms, allowing for reduced staff for after-hours programming. The design should also allow for staff to attend to off-desk duties while being available to assist patrons.

➔ **Recommendation: Implement Optional Self-Checkout:** Technology such as optional self-checkout should be used to reduce staff requirements for circulation activities.

2.2 Staff Survey and Interviews

An online staff survey was completed by 56 employees, with a 100% participation rate. Staff generally reported that they knew what they were expected to do in their job, had the training and equipment to do it, and had accurate job descriptions. They reported that they enjoyed working with the public and being part of a team, but they did not enjoy working in a building that had inadequate space, heating, or air conditioning.

Their recommendations for new programs and services included hands-on learning, computer courses or one-on-one training on new technology, life skills, writing groups, online programming for remote residents. The staff provided valuable input on the priorities and requirements for the new Sydney Central Library.

In addition to the staff survey, fifteen staff were selected for private interviews. They represented employees currently working at the McConnell Branch or at the CBRL Headquarters, located in the same building, as well as from other branch libraries. Key themes from the interviews were: *Great colleagues. Excellent supervisors. Shared values. Appreciative patrons. Poor building. Enthusiasm about prospect of new facility tempered with some concerns.*

The case for a new building to house the Administrative Offices of the Cape Breton Regional Library as well as the Sydney Central Library is a strong one. While the staff of the current central library have done a remarkable job of delivering and expanding library services to the community despite the challenges posed by the current building, they do seem to be coming up against a firm limit in terms of adaptations and workarounds. The same can be said for the administrative staff. Some significant portion of what staff do, and how they do it, is dictated by the limitations and deficiencies of the McConnell building. This suggests that a move into a new facility will release staff from the necessity of these adaptations, and ideally, free up some time and energy to be directed to more productive, and heartening, activities.

A new building will thus bring many small but meaningful changes to the day to day operations of the library. It is to be hoped that the interests of the library staff, particularly their desire to serve the public, and the interests of their patrons, will be heard and respected in any public debate about the design, quality, and carrying costs of a new facility.

2.3 Stakeholder Interviews

The team through the Library CEO invited a number of key stakeholders and groups to participate in the project and share their views on various aspects of the existing library service as well as their preferred views on future library services. More than 40 stakeholders were consulted through a combination of interviews and surveys (see Appendix B for a list of persons interviewed and surveyed). The stakeholder groups included municipal councillors and senior staff, Library Board members, a Federal MP, educational institutions and literacy groups, youth groups, community organizations, the business community, arts and culture organizations and a seniors group. Two members of Membertou First Nation were interviewed. Representatives from Eskasoni First Nation were invited to participate, but to date have not responded. The interviews were conducted mainly by telephone and zoom. The following summarizes some of the themes heard in these interviews.

- **Near universal agreement on need for a new library** – Respondents cited a number of concerns with the McConnell library. The library facility is perceived to be very dated, has a number of temperature control issues particularly with lack of air conditioning. There is limited space for the public and staff. Accessibility is a concern because of the lack of an elevator. It was noted also that the role of the library has evolved since it was built. As a result, the library has insufficient spaces for meetings and programming activities.

- **Certain groups underserved** – Respondents were asked whether they felt certain groups in Sydney were underserved by the McConnell library. A large number of groups were identified including youth, teens, individuals in their 20s, young adults, international students, seniors, entrepreneurs, working professionals, disabled, minorities, and First Nations communities. New Canadians were identified as an emerging audience that needed information and programming.
- **Library programs are well received** – Respondents familiar with the library's programming believed that it provided excellent youth, family and adult programming with regard to a wide variety of topics.
- **Wide range of potential new programs suggested** The library already offers a large number of programs as noted in its Annual Report. In 2018/19 Sydney branch ran 42 children's programs which had attendance of 1,122 as well as 66 adult programs with attendance of 1,263. Stakeholders suggested an expanded range of programming and services they would like to see in a new library including the following:
 - Programs for teens
 - Sunday hours
 - Facilities to encourage creativity and innovation (music, maker space, community space, cooking space, etc.)
 - Programming for diverse audiences, marginalized groups, social worker on staff
 - Programming for professionals, small and home business, entrepreneurs
 - Presentation space
 - Café
 - Life-long literacy initiatives
 - Technology literacy
 - Libraries as gateway to informed citizenry, speakers (separate space for public events)
 - History of Cape Breton's founding communities including African Canadians in NS
- **Interest in new spaces** –Stakeholders expressed an interest in a wide variety of new spaces that could form part of the new library. Types of spaces identified included:
 - Multifunctional meeting space
 - Expanded children's area
 - Computer design lab
 - Theatre/auditorium for lectures, talks, etc.
 - Relaxed space to read and dream
 - Common spaces that encourage collaboration
 - Music, recording, video production space
 - Small café
 - Modern design
 - Spaces that connect people – gathering spaces, collaborative spaces, communications and programming spaces

- Flexible space for smaller or larger public speaker events
 - Segmentation of adult and children's spaces
 - Study rooms
 - Smaller boardrooms
 - Exhibit space
 - exploration room
 - Areas that support wellness initiatives
 - Section on culture and diversity
-
- **Potential partnerships** – As noted, the Library offers a number of programming partnerships. With new space available for activities and meetings, demand for additional programming partnerships and activities would likely increase. For example, the Chamber of Commerce said they would likely use the space for meetings. The Adult Learning Association indicated an interested in developing joint programs. Cape Breton Partnership believed there would be excellent opportunities for arts and cultural programming, connecting entrepreneurs and businesses with each other including partners such as Innovacorp, CBU and Navigate Startup House.
 - **Possible funding partnership with CBU** – Cape Breton University is potentially a long term partner that perhaps at some point in the future may bring funding to the library, likely through a lease agreement if it were to take space in the library. Through its Beaton Institute, its art gallery, Alumni Affairs and archives, there are many possible areas of cooperation between CBU and the library particularly since the university would be able to take advantage of a downtown location. However, CBU's finances have been severely hit by the pandemic and is not able to commit to a funding partnership at this time.
 - **Possible funding partnership with First Nations** – There is a compelling opportunity to develop a partnership with Cape Breton's First Nations as part of the new library build. Based on correspondence with Membertou and Eskasoni First Nations, there is enthusiasm in these communities to participate in the new library project. It has been suggested that Dr. Rita Joe's legacy and works could be recognized and honoured, possibly with a room or the library itself named after her. There is no immediate funding source available to provide capital from First Nations to help finance the project. However, it is possible that funding could be provided from the federal Investment in Canada Plan (infrastructure funding priorities), particularly as it would make a compelling case that the First Nations' partnership would help build social infrastructure in Cape Breton which is one of the infrastructure program's key objectives. There is a possibility also that a First Nations' partnership in design and programming the new Library could be an iconic manifestation of cultural reconciliation arising from the Truth and Reconciliation recommendations, and may attract federal funding in support of this vision.

- **Possible funding partnership with the Sydney Visitor Information Centre** – Destination Cape Breton currently maintains a visitor information centre at the Big Fiddle during the summer and pays \$50,000 to the Sydney Port Authority (for staff support). It was suggested that the visitor information centre could be moved to the library and would be a potential revenue source for the library. Tourists could go to the centre in the library to find out more about Sydney and Cape Breton. It would be particularly appealing especially if there was line of site vision to the VIC from the cruise ship docks. Membertou FN has also approached the Port Authority about having some sort of tourism welcoming space in the Big Fiddle, so they also may be interested in a space in the library if the VIC were moved there.
- **Views on Location** – Stakeholders in their interviews focused mainly on the need to build a new library, with its location being a secondary issue. There was roughly an even split between those favouring a waterfront location and those favouring some other downtown location. Those favouring a waterfront location include Cape Breton Partnership, Cape Breton Regional Chamber of Commerce, MPs Jaime Battiste and Mike Kelloway. They noted particularly the ability of a waterfront location to provide an exceptional site with views of the seascape that would be unrivaled in Canada. It would potentially be a wonderful architectural building that the community would take pride in. It would have the potential to attract further economic development to the waterfront and downtown area. It would function to serve the local community as well as visitors. The waterfront location also has sufficient space to allow the exterior of the building to be used in a variety of ways including a venue for outdoor programming. First Nations stakeholders were enthusiastic about the waterfront location for historical and cultural reasons as well as a place to host events and outdoor programming. They noted the proposed oval design suggested the shape of a Mi'kmaq drum which has cultural and spiritual significance. As noted, the waterfront location lends itself well to possibly including a tourism information centre as part of the library. Those concerned with the waterfront location cited accessibility for parents with young children, seniors, severe weather/wind issues, climate change, the associated possibility of sea rise and potential for increased capital costs relative to a downtown location.

2.4 Comparisons and Lessons Learned from Other New Libraries in NS

An attempt was made to find other public libraries to compare with the Sydney Central Library in the context of the Cape Breton Regional Library. The comparators shown below were selected in consultation with CBRL staff.

Library Comparators

System	Population Served	Number of Branches	Total Items Borrowed	Central or Large Branch	Population*	Hours Open Per Week	Items Borrowed
Nova Scotia							
Cape Breton Regional Library	104,495	12	347,159	Sydney	29,904	52	140,567
Annapolis Valley Regional Library	101,667	11	642,260	Kentville	6,271	48	85,798
				Wolfville	4,195	48	82,787
Colchester-East Hants Regional Library	74,606	5	212,320	Truro	12,261	48	106,080
				Elmsdale	3,034	36	31,439
Pictou-Antigonish Regional Library	64,369	7	256,404	Antigonish	4,364	39	67,120
				New Glasgow	9,075	36	58,272
Ontario							
Kingston-Frontenac Public Library	150,475	16	1,260,345	Central	136,685	62	150,965
				Isabel Turner (also in Kingston)	included in above	62	358,064
				Calvin Park (also in Kingston)	included in above	62	253,103
Chatham-Kent Public Library	101,647	11	809,569	Chatham	43,550	60	294,219
Lambton County Library	126,638	25	637,089	Sarnia	71,594	65	167,488

*Population = from Statistics Canada. Central libraries serve beyond their local municipal boundaries. For example, it is estimated that the Truro Library serves a population of 36,000 and the new Sydney Central Library is expected to serve 49,000. Several communities also have post-secondary institutions within their service area, and the students are not included in the population.

In Ontario, similar situations include cities such as Chatham, Sarnia, and Kingston, which have an urban library in a regional or county library system with other smaller branches. In Nova Scotia, much notice has been taken of Truro, Antigonish, and Halifax, all of which have new libraries. The table above indicates a wide variety among the libraries selected but all show a high use for their central library.

In Nova Scotia, Truro which is part of Colchester East Hants, opened a new library in 2016 more than doubling the space and operating from two floors. Like all other library systems, there was no new Provincial funding to address the significant increase in use of the Library. The

municipality accordingly doubled its funding to account for increased facility operating costs. Workflow efficiencies were sought and staff were reassigned from technical and administrative services to public services. More community-led programming has been implemented. Shortly after Truro opened, it underwent a renovation to add programming space. The public space in front of the new library is well used.

Antigonish Town and County Library brands itself as a “People’s Place”, showcasing art by local artists and artisans, including murals, woodworking, and sculpture, and including green and sustainable elements in the design of the building. In Pictou, plans are underway to replace the current library with a new one in a cultural hub with a performing arts centre. Both of these are examples of community placemaking incorporating library functions.

The Halifax Central Library attracted attention from around the world with its innovative iconic design and its role in the cultural life of Halifax.

Perhaps the strongest conclusion emerging from the above analysis is that even library systems deemed to be ‘comparable’ prove to be unique upon close examination. The Annapolis Valley system, which is comparable in terms of the overall population served and the number of branches, performs much better than CBRL in terms of key indicators such as items borrowed per capita. CBRL, in turn, out-performs the Colchester-East Hants Regional Library on the same measure by a significant margin. Yet all library systems examined in Ontario, out-performed any of the regional library systems in Nova Scotia.

Looking at comparables on more general dimensions several conclusions emerge. First, new library facilities, especially highly visible and iconic ones, generate significant additional attendance and usage, often far higher than historical levels of utilization. Second, there is no doubt that all new facilities model themselves as ‘community hubs’ and attempt to reposition themselves as centres of activity, not just ‘places for borrowing books’. Third our analysis has shown that the operating budgets of new facilities tend to increase after a new facility has opened, reflecting not just larger spaces, but more ambitious and active community programming. We would expect all three of these factors to be evident upon the opening of the new Sydney Central Library.

2.5 Trends and Issues affecting the new Sydney Central Library

Several trends in library design were identified in the 2016 Feasibility Study for a successful library. These include:

1. Libraries as a focal point in the community
2. Integration with other civic services
3. Libraries as creative centres and facilitators of digital literacy
4. Libraries as centres for technology and innovation
5. Libraries with a customer-first focus
6. Balancing collection, individual and group spaces

These trends can also have implications for the services and operations of that library. For each trend, a number of implications for programs, operations, service and staffing are addressed. The following points were developed in a workshop with the Cape Breton Regional Library project steering committee, including staff and board representation.

1. Focal point in community

Libraries are thought of as the centre or focal point of a community. They are welcoming, spacious, highly visible, accessible places where people come together. They can provide a quiet refuge from busy urban life.

Implications for programs, operations, service, staffing

For programming, staff time is required to create program spaces, publicize events, planning, room set up, more programming space means more programming. Staff time is required to present the programs but the Library can also enlist community organizations and individuals to provide programming.

As a quiet refuge, the Library is for everybody. The Library needs to have a balance of spaces and activities so people can enjoy quiet areas of the library, as well as spaces and activities for people to come together in groups. University students, vulnerable people, seniors, teens, and families, all need to feel welcome and safe. Staff training will help the Library be a safe place for everybody.

2. Integration with other civic services

Many libraries are co-located or near other municipal services such as recreation centres and plazas, as well as provide municipal services.

Implications for programs, operations, service, staffing

In Sydney's case, there is no need for government services as the municipal office is nearby. Tourist information might be a good fit. An adjacent park or plaza would be desirable for outdoor programming use and enjoyment by library visitors.

3. Creative centres, facilitators of digital literacy

Libraries are often ideal venues for civic events, festivals, celebrations, and concerts.

Implications for programs, operations, service, staffing

An example is Sydney's current connection with Celtic Colours, but only the free luncheon sessions are possible because of space limitations. Larger space would permit more concerts.

This is a good example of the community or another organization providing the programming in the library space. The new library will need equipment, storage, and a place for performers to change. There is already a downtown theatre in a former church hall, so there is no need to duplicate what they are doing.

4. Centres for technology and innovation

Libraries are increasingly providing training and equipment to people in the community to enhance their digital literacy. This includes maker spaces, technical equipment, computer labs, and media labs, sometimes combined into creative studios.

Implications for programs, operations, service, staffing

Computer and digital technology is a rapidly changing field and people expect to receive training on their own devices as well as the library's equipment and resources. CBRL has traditionally relied on co-op or summer students, who often have a waiting list of people waiting for technology training. Core library staff need continuous training to keep up with changing technologies. Programs should be offered on a regular basis and ad-hoc one-on-one training should be available.

5. Customer-First Focus

Libraries are now designed with less emphasis on circulation or service desks and more staff on the floor, interacting with library patrons, and delivering direct programs to library visitors. As technology changes the way users interact with the library, it also changes the way staff interact with users, including virtually such as social media pages, Facebook live programming, and chat reference on websites.

Implications for programs, operations, service, staffing

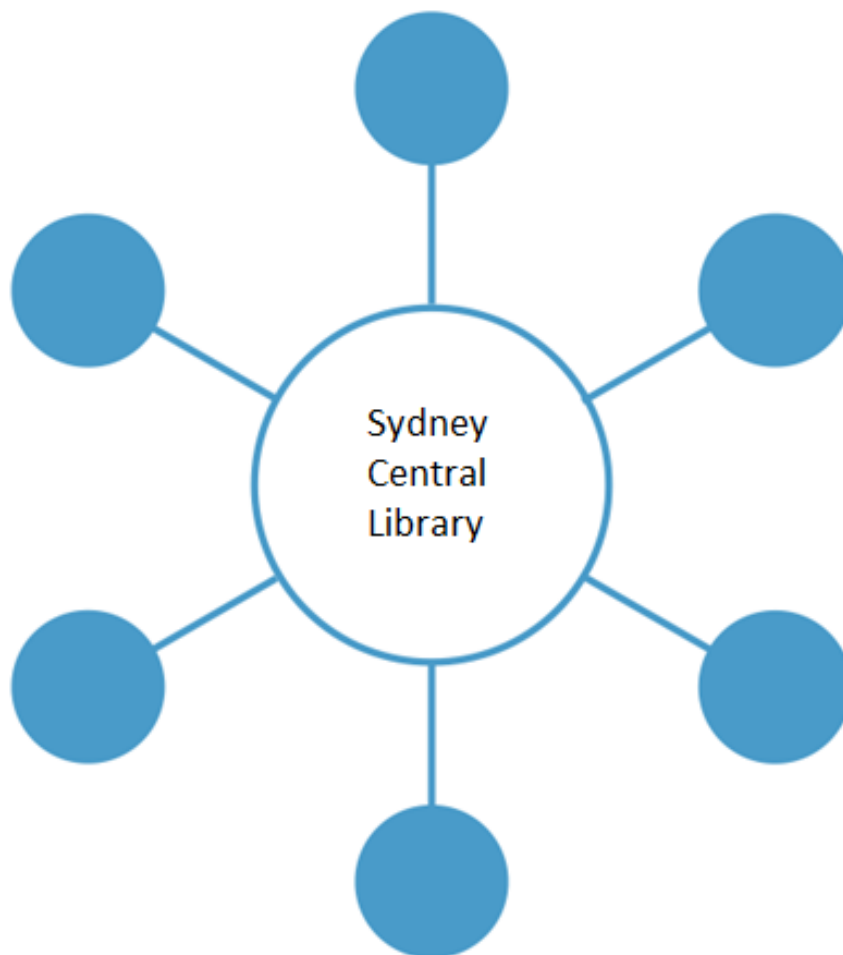
As the library serves everybody in the community, it needs to have user-friendly design and user-friendly policies, such as a mix of self-serve and assisted services, e.g. self-checkout, and a welcoming vestibule. This also frees up staff to do other things. Sydney currently has three people working at the circulation desk. Alternatively roaming staff could offer assistance with an iPad by approaching patrons, rather than passively waiting for customers to approach the circulation desk to ask for help. Rather than the library being a controlling environment, it should be barrier free, e.g. fine free. For the new library, self-checkout will give independent borrowers flexibility and allow the redirection of staff resources to other activities.

6. Balancing collection, individual, and group spaces

The increase in use of digital resources allows for the decrease in physical collections and the spaces required for them. Community demand has increased for specialized spaces for technology, teens, comfortable seating and programming areas.

Implications for programs, operations, service, staffing

Digitization does decrease need for physical collections. Sydney currently has a large physical collection, which has a cost to store and manage. Libraries are evolving from preservers of the written word to engaging their communities in creative activities. The collections need to be assessed with regard to currency and relevance to the library's mandate. Notwithstanding, print collections remain popular and will be preferred by many patrons.

Sydney CENTRAL Library**A CENTRAL Library is:**

- A facility which provides quality collections and cultural resources;
- The community hub for the residents of the immediate city, as well as residents coming to the city for work, school, and business;
- An asset to the downtown core, adjacent to business, government, and cultural activities, contributing to the economic development of the community;

- A space for people to get together, both informally with each other and formally attending programs and activities;
- A vibrant part of municipal infrastructure, an iconic civic landmark.

A CENTRAL Library also is the hub of the regional library system and provides the following:

- Specialized library collections, shared collections;
- Staff expertise and training for other branches;
- Reference support to library branches as well as directly to residents across the region;
- Complements the local community branches;
- Outreach and program co-ordination;
- Centralized collection development and processing, shared online catalogue, efficient processing and administration;
- Integrates the role of the library headquarters with the central library system, eliminating the dual functions.

3. Service, Programs, and Operational Plan

Section 3 addresses key aspects of the Service, Programs and Operational Plan. The section is organized as follows.

- A review of current roles of the Sydney library (section 3.1)
- A review of future roles of the Sydney library (section 3.2)
- Key implications for services, programs and operations (section 3.3)

3.1 Current Roles of Sydney Library

The Sydney Library is the largest of the twelve branches of the Cape Breton Regional Library System, serving almost half the population of the region, and accounting for half of the visitors to the public libraries and 40% of the borrowing (not including online resources). It is the most urban of the branches, with significant use by vulnerable people. It is undersized for the size of the community it serves, resulting in a lack of space for individual study or for programs. It supports the other branches through training of new staff and providing reference support. It has a large collection of books, fulfilling the library's traditional mandate of collection and preservation.

In the lower level of the building is located the Headquarters of the Cape Breton Regional Library. This consists of administrative services for all 12 library branches in the CBRL system, specialized professional services, interlibrary loan, and technical services for the library system (acquisitions, processing, distribution, and warehousing).

Staff processes are affected by the facility in that they do not have adequate space to perform their duties, and that much of the transfer of material is done by carrying books up and down the stairs in canvas totes.

Professional and some other staff at the library Headquarters also perform public service duties at the branch.

3.2 New Roles for Sydney Library

The Library will need to focus on the Community.

A library in the middle of a community is a cross between an emergency exit, a life raft and a festival. They are cathedrals of the mind; hospitals of the soul; theme parks of the imagination. On a cold, rainy island, they are the only sheltered public spaces where you are not a consumer, but a citizen, instead.

Caitlin Moran, Journalist, U.K.

Bad libraries build collections, good libraries build services, great libraries build communities.
– R. David Lankes, Scholar, Library Advocate

The new Sydney Central Library should embrace all the functions of a Central Library as identified in the section above, and rise to meet the trends of public libraries in the 21st Century. It will also need to be nimble and flexible to address future needs.

The Library should brace itself for a large increase in use in a new building where there will be adequate quiet study space, meeting rooms for groups, vibrant and up-to-date collections of materials for borrowing, and program space for library and community programs. It will need to do this with existing resources.

The Library should honour First Nations culture in its design and programming, as well as be responsive to traditional settler culture and exciting newcomer culture.

Administrative and Regional Functions for CBRL System

In addition to serving the local Sydney population, the Sydney library serves as the headquarters for the entire CBRL service area including the 12 branches, the bookmobile and regional storage functions. As such, the central library and its headquarters function play a key role in serving, reinforcing and strengthening the communities and branches in its service area. The Sydney library must be responsive to its patrons in these communities, being mindful and responsive to changing demographics and local community needs, whether traditional library services or emerging social, cultural or economic needs. The library needs to maintain a flexible and innovative approach to providing these services through the bookmobile, outreach programming and digital resources. It must be efficient and effective in utilizing financial services balancing the needs of the Sydney branch with those of the entire service area.

The CBRL is encouraged to adopt innovative approaches to service delivery in order to make the best use of library resources. For example, this might include shared staff resources to deliver programming, and effective technology training. Professional librarians might have on-site public services plus system-wide responsibilities in order to be flexible and provide a continuum of services. Staff might be rotated among the branches as part of their orientation and training.

For example, key synergies between the Sydney library and the Headquarters functions include:

- Administrative staff participate in front-line public service shifts to keep abreast of “the big picture”, support the flagship branch, and demonstrate their expertise;
- New staff at other branches are trained at the Sydney Branch, becoming familiar with all library tasks and activities;
- Efficient delivery of materials and support to the busiest branch, including technical support, interlibrary loan, acquisitions and processing of new materials.

3.3 Key Implications for Services, Programs, and Operations

Staffing

Crucial to meeting the needs of the new Sydney Central Library will be having a staffing plan where there is more of a continuum of responsibility, which consists of:

- Ensuring employees (especially new hires) have core competencies to meet the needs of the library's community, including 21st Century skills such as communication and critical thinking, professional skills appropriate to their areas of responsibility, public service and technology competencies;
- On-going training, with particular emphasis on ensuring that all staff serving the public have the knowledge to use computers and other technology to assist library patrons, as well as knowledge of the collection to assist patrons to find the information or materials they need;
- The above leads to the importance of staff being able to pivot their skills to areas which need them;
- Technology to reduce repetitive tasks to free staff for more customer-focused public activities, such as implementing optional self-check-out at busy branch libraries, and looking at more efficient workflows, currently affected by cramped and inflexible workspaces;
- Reviewing job descriptions and tasks to reduce the emphasis on collection maintenance and preservation, and redirecting to community engagement and central library responsibilities, e.g. Deputy Regional Librarian.

Programming

The programming component at Cape Breton Regional Library is already well received and operating at capacity. The community will expect more from the new Central Library, especially if there is more programming and meeting room space, as well as open "pivot" space which can be used for both passive informal programs, or formal programs.

Literacy is not just reading. "Practical life literacy" consists of programs that deal with food security, employment readiness, financial literacy, health literacy, and so on.. Specialized programs require creative studio space and makerspaces to learn new technology. Dedicated functions within the programming space will allow for specialized programs.

Key considerations for successful programming will include:

- Enlisting community organizations, agencies, and individuals to contribute to the library's programming, sharing their knowledge with people from outside their circle or usual clients;
- Learning from the COVID-19 shutdown experience how to deliver programming virtually (from storytime, baking, and technology training), also reaching remote residents of the region;
- Encouraging members of the community to do their own programming, such as book clubs supported by library-provided book club sets;

- Regularly assessing library programs for suitability to the community, such as the transition from traditional preschool story-hours to more family-oriented activities;
- Ensuring that the design of the new Central Library permits use of the program rooms outside library hours.

Taking the foregoing into account, we have developed a list of ‘essential’ and desirable’ library services that should be offered in the new Sydney Central Library:

➔ **Recommendation: Develop New Programs and Services:** A number of new types of programs and services were identified as being essential or desirable in the new facility. These include:

Essential	Desirable
<ul style="list-style-type: none"> • Sunday hours • Programming for diverse audiences, marginalized groups, perhaps involving a social worker on staff • Programs to encourage creativity and innovation (music, cooking, digital creation, etc.) • Technology literacy 	<ul style="list-style-type: none"> • More teen programming • Programming for professionals, small and home business, entrepreneurs • History of Cape Breton’s founding communities including African Canadians in NS

➔ **Recommendation: Establish New Spaces:** A number of new types of spaces were identified as being essential or desirable in the new facility in order to accommodate these new programs. These include:

Essential	Desirable
<ul style="list-style-type: none"> • Multifunctional meeting spaces of various sizes • Expanded children’s area • Incorporate First Nations design elements • Theatre/auditorium for lectures, talks, etc. • Relaxed space to read and dream • Common spaces that encourage collaboration • Segmentation of adult and children’s spaces • Study rooms 	<ul style="list-style-type: none"> • Computer design lab • Music, recording, video production space • Small café • Exhibit space • Exploration room • Areas that support wellness initiatives

Operations

The location of the administrative and support Headquarters in the current library has already realized many staffing efficiencies, with HQ staff participating in public service duties. This ensures that administrative staff become sensitive to the challenges and rewards of the real reason the public library exists.

In the new library, this can be further developed by fully integrating the staff and functions of the administration into the Central Library functions. This will provide easier supervision of the larger facility and an ability to respond to various busy times of the day, some of which can be predicted and others better responded to.

Likewise, the public-service component of the Central Library can be shared with other branches in the library system.

Workflows at all workstations and service desks should be assessed for efficiency in the new space.

Sharing the branch collections should be explored, i.e. floating and rotating collections, for more effective use of the library collections, particularly among the smaller branches. An up-to-date collection will be attractive to borrowers at every branch.

3.4 Funding Considerations

Without even at this point going into the details of operational funding, it is clear that a larger facility, with a more ambitious program to serve the population of Sydney as well as the larger CBRL service area (CBRM plus Victoria County) will necessitate a larger operating budget. However, this requirement is greatly constrained by the existing provincial funding model.

The provincial funding formula for regional libraries outside of Halifax is: 71% provincial, 26% municipal, 3% library board. Halifax is 26% provincial, 71% municipal, 3% library board.

The funding is allocated on a hybrid model of a base amount for core staffing, operating, and collections costs and per-capita components for each non-Halifax library system, without regard to number of branches, or complexity of a large urban library (Sydney) resulting in the Cape Breton Regional Library system receiving a smaller increase than any other library system in the Province.

Also related to the overall question of funding is the need to explore possibilities in terms of fundraising and new methods of finding operating funds. This was not a matter to be directly addressed in the current study, but will require further investigation.

➔ **Recommendation: Develop fundraising / financing strategy:** Other library systems have undertaken successful funding campaigns to help develop new facilities (e.g. Halifax, which raised approximately \$6 million towards construction of its new library a decade ago). CBRL should consider engaging a professional fundraiser to help catalyze potential local and regional funding sources for this major new initiative. Such a financing and fundraising strategy should also consider new financing mechanisms to help defray the operating costs of the new library).

Finally, we note that the development of the new library facility plus whatever changes are able to be wrought in the provincial funding model and/or new sources of funding should be captured in an overall new strategic plan for the entire library system.

➔ **Recommendation: Undertake System Service Review and Strategic Plan:** Once the new Sydney Central Library is underway (i.e. construction has begun) the CBRL should undertake a service review and strategic plan for the entire library system, capitalizing upon the major new asset that is the new library. This should review the functioning of the entire 12-branch system with a view to ensuring maximum efficiency and effectiveness of the system across the entire region.

4. Partnership Possibilities

In this section of the Report we discuss the results of our extensive investigations into partnership possibilities for the new Sydney Central Library branch. As context, it should be noted that there are several possibilities with respect to the types of partnerships that were investigated. These include:

- **Capital partnerships:** These would be arrangements with organizations to participate in the capital costs of acquiring the land and/or building the library facility;
- **Operating partnerships:** These would consist of arrangements with other organizations to become involved in and/or help to fund the on-going operations of the library; and
- **Temporary or transactional partnerships:** These would be occasions where a third-party organization would rent library facilities or enter into agreements with the library to use their facilities for one-time, periodic or annual events such as festivals.

In our discussions with various organizations, all three types of partnership arrangement were discussed.

4.1 Comment on Partnership Commitments at This Stage of the Planning Process

As context at the outset of this discussion it should be noted that CBRL already undertakes many partnerships with local organizations and interests. These are primarily partnerships aimed at the provision of a range of activities and events to local communities throughout the service area. We fully expect that these types of programming partnerships will continue, and likely become even more active, when the new library is developed with more possibilities opened up in terms of the type and quality of space available. The focus of this section rather is upon **financial** partnerships where organizations can provide tangible assistance to either build or operate that facility.

As a general conclusion, our investigations into various possibilities found that there was strong notional support for partnerships: most think it would be a good idea and would contribute to greater focus and attention on the new facility, as well as likely increased utilization. As well, partnerships were seen as a way to expose the library to a broader spectrum of society than otherwise might use the facility. However, nobody at this point is in any position to make any firm commitments; the pandemic situation has caused so much uncertainty, and affected revenue flows to such a severe extent, that none of the organizations contacted was in any position to make definite plans at this time. While this situation may change in future, at present there is no solid basis upon which to assume that partnerships may be likely. Accordingly, the development scenario outlined in this Report assumes that the library 'goes it alone' and develops the facility that it needs for its own purposes. To delay the process in order to wait for possible capital or operating partnerships that may or may not ever come to

fruition would be unfair to the community that has needed a new facility for years now. (Temporary partnerships or rentals that can come together at any time are another matter and we would expect these would occur as a matter of course. But these will not fundamentally enhance the overall feasibility of the facility.)

There were three types of partnership possibility discussed with the Steering Committee and that were investigated. These were First Nations, Cape Breton University, and Destination Cape Breton (regarding the tourist information function).

4.2 First Nations

Prior to the initiation of this study, several letters of support for a new Sydney Library were received by CBRM from First Nations groups. These clearly indicate strong support within the Indigenous community for the initiative and in some way reflecting their long history and presence in Cape Breton through its physical design and operation. Interviews from the Membertou community confirm that this would be seen as a way of celebrating all of Cape Breton Unama'ki and articulating a shared community vision.

At present, the proposed design of the new branch, should it be located on the waterfront, is in the form of a drum, a highly spiritual and symbolic form to indigenous peoples. This cultural presence could become a major tourist attraction on the Sydney waterfront (assuming the waterfront location prevails). This would also be a prominent and visible symbol of Truth and Reconciliation.

One strong idea that emerged was to have an indigenous presence focused around Dr. Rita Joe (1932-2007), the 'Poet Laureate of the Mi'kmaq people'. There is an obvious fit and tie-in with the library in honouring this literary resident of the community. This could take the form of a room or centre within the new branch, and could be reflected in programming as well.

Despite the logically and morally compelling case for indigenous involvement of this sort, partnership funding is not readily identifiable from higher levels of government for these kinds of symbolic associations. The project has attributes that would align with federal priorities for infrastructure investment including two streams: 1) social infrastructure and 2) rural and northern communities, but no commitments have been made to this point and it is uncertain how long the process would take in any event. As well, there may be resources available through Urban Programming for Indigenous Persons (UPIP) a possible source of operating funds, but this would need to be investigated further and in any case could only assist on the operating side.

As well, our investigations have shown that First Nations themselves are dealing with financial fallout from COVID in their own communities, and not immediately able to participate on their own as financial partners on either the capital or the operating side of the new library.

Despite this funding uncertainty, the opportunity for the new Sydney Library to reflect and honour the indigenous presence is compelling. Even if partnership funding is not available from higher levels of government for reconciliation initiatives, and local indigenous groups are not able to contribute, it is the recommendation of the consulting team that the design of the building (interior and exterior) and the programming subsequently offered, reflect an indigenous presence in the ways mentioned. If circumstances change, and higher levels of government *are* able to contribute, and/or if indigenous communities themselves are able to participate financially, then so much the better. But the process should not stall while waiting to see whether or not such funding might be forthcoming.

Two related points are made. The first is that, assuming the CBRL adopts this recommendation regarding indigenous reflection, the participation of the various First Nations throughout CBRM (and Victoria County) should be actively solicited, both at the design stage as well as in terms of on-going programming.

The second point relates to the name of the facility. Rather than simply calling the branch officially the 'Sydney Central Branch', there is an opportunity to stimulate awareness and create pride in the indigenous presence through the name of the facility. For example, calling it the 'Rita Joe Memorial Library' or the 'Rita Joe Library and Cultural Centre' would help stimulate awareness and pride, and be a strong symbol of reconciliation. (This should be weighed against any other advantages that might come with the sale of naming rights for the new facility, which might contribute materially to the overall capital cost and thus could be an important alternative consideration.)

4.3 Cape Breton University

Cape Breton University (CBU) has previously indicated that they are very interested in a partnership with the library, and has suggested that approximately 10,000 sf would accommodate their needs. This would be used for study spaces, meeting rooms, possibly lecture halls, student services, and possibly some collections. CBU might also have some small staff presence with related office space.

CBU has a significant number of students living in or close to the downtown – many of whom are international students. Possibly some of these students' space needs could be shared with CBRL (e.g. study spaces, meeting rooms, small lecture theatre). CBU's initial thinking on his matter was that they could contribute to operating costs through a lease agreement; it is unlikely that they would ever be in a position to shoulder part of the capital cost of the new library.

Another possibility would be that the new library might house the Beaton Institute Collection, currently housed at the CBU campus. The co-location of this resource with CBRL's Nova Scotia collection would create more of a critical mass of local resources for researchers in a very central and accessible location, so there is some logic for that. As well, there could be some synergies and economies of scale involved in the administration of the two collections.

However, at present, CBU is not in a position to make any commitments as their finances have been heavily adversely impacted by COVID (fewer students and lower revenues). It is by no means certain when (or if) this situation may return to 'normal'. Accordingly, CBU thus does not represent a realistic partner for CBRL at this time. While some partnership could be arranged with CBU regarding the Beaton Collection, this would likely need to be funded solely by the library. Accordingly, while this possibility should be pursued, it should be recognized that CBU's ability to contribute financially to any such arrangement is likely quite limited.

One possibility that could be explored would be to design the new library branch in such a way that at some future point a 10,000 sf 'Phase 2' could be added, if CBU were ever in a position to help fund an addition that would be devoted to the functions originally envisaged. This may be more feasible in a location that has more flexibility than the current proposed waterfront site.

4.4 Tourist Information Centre

Another potential partnership opportunity raised was to relocate the Tourist Information Centre (currently located at the 'Big Fiddle') to a new iconic library on the waterfront. This was suggested as a possibility if the proposed waterfront location was selected as the site, but would **not** likely represent a partnership opportunity if the new branch were located somewhere else. The idea would be that the tourist information centre would be within 'line of sight' of the cruise ship docking area, and that the iconic nature of the building would draw tourists over to it. If there were to be some sort of attraction within the library that would be of interest to tourists (such as a 'Rita Joe Cultural Centre', as previously discussed) then the draw to tourists could be even more compelling. Part of the rationale as well is the idea that by pulling tourists away from the Big Fiddle and towards the downtown, more might be convinced to spend time (and money) in Sydney, rather than go off on excursions to Louisburg, Baddeck, etc., and so there would be a positive economic impact on the downtown. Plus, from the perspective of the Port Authority, a relocation would free up more commercial space in the Big Fiddle. Summer students employed by Destination Cape Breton at the tourist information centre might conceivably be able to help with certain library functions (to be determined).

While this may be a partnership possibility, it would not contribute in any way to the capital cost of a new facility. On the operating side, the tourist information centre if located in (say) the lobby of the library, might be able to pay a small amount of rent (seasonally), but this is unlikely to ever be a significant source of operating revenue for the new library.

The most current information we have received from Destination Cape Breton is that their preference is to remain in their current space.

4.5 Other Potential Partners

There are various other potential programming partners, who might be associated with the Library for short-term festivals or events in the plaza area in front of the entrance or possibly within the facility itself. Some of these are existing programming partners with the library. For example, for the Cape Breton Jazz Festival, the new library could be an excellent venue for some of the acts coming to the festival – and possibly the library could mount a display: e.g. history of jazz in Sydney at the same time as the event. Other programming partners in a similar way might be Celtic Colours International Festival (which would expand an existing partnership), or the Lumiere Arts Festival.

These events would not involve any sort of dedicated space but would simply use the library location and facilities as venue for some activities. Note that specific discussions with these groups have not occurred as they would be small-scale in nature and not represent significant ‘game changer’ partnership opportunities.

5. Architectural Implications

5.1 Library as Community Hub Strengthening the Entire CBRL System

As has been addressed in earlier sections, the modern library is increasingly evolving to becoming a vital community hub of various activities serving many different needs of Sydney as well as the entire CBRL service area. As such, trends in library design are to provide significantly increased programming spaces that can be used for community programs, meetings, events, gatherings, etc. and that can be repurposed easily for different uses. The library may also include several spaces with comfortable seating as well as quieter study areas. In some libraries, foodservices are also provided that can lengthen the amount of time people spend in libraries and increase opportunities for social activities in the library. (In some communities, libraries are even co-located with other facilities such as recreation centres and swimming pools to further enhance the 'community hub' aspect.)

5.2 Implications for Collections Development and Retention

Given the need to provide ample public and programming space, to some degree this increase in space may coincide with proportionately less space given over to housing of collections and other holdings. Increased demand for digital materials over hard copy has been a long term trend which has coincided in many libraries with an increased demand for these during Covid-19, and which also will reduce the space required for physical collections.

As noted in this report, there is an on-going initiative to review collections development and retentions policies and practices in order to acquire a collection that turns over on a regular basis and increases overall circulation, that is expected to continue. This will also free up space in the new library which can be allocated to other public activities.

5.3 Affirmation of Logic to Co-Locate Sydney Branch and HQ Functions

The recommended model for the new Central library incorporates both the Sydney library functions and the regional headquarters functions all under the same roof. These headquarters functions include administration, headquarters collections including the bookmobile collection, and technical services such as IT support, program outreach, bookmobile, interlibrary loan, technical services processing, shipping, staff lounge and lockers and the garage.

As noted in Section 3.2, administrative functions associated with the headquarters function must meet a number of requirements.

- They are required to serve all communities in the CBRL service area.
- They must be responsive to local community needs and changing demographics
- They must be flexible and innovative in order to find ways of providing responsive library service, e.g. bookmobile, outreach programming, digital resources

- They must make the best use of library resources, e.g. shared staff services, programming, technology training, continuum of service, e.g. professional librarians with on-site public service plus system-wide responsibilities.

As such, the headquarters functions serve all CBRL branches including McConnell currently, and in future the new Sydney Central Library.

5.3.1 Advantages of Co-Location

The historical practice has been to co-locate the headquarters function with the Sydney library. The advantages of co-locating these functions include:

- **Operational efficiency** – because of the proximity of the headquarters functions with the Sydney library (the largest branch in the system), CBRL regional management is able to keep a very “hands-on” approach to day to day issues and dealing with these more or less immediately as these issues arise. Historically, this has been the case in McConnell, and future co-location would continue this practice. With resources of the two functions under one facility, this also negates the need to regularly travel back and forth between the regional headquarters facility and the central library.
- **Co-location encourages a culture of shared values** – co-location of the two functions in one facility encourages a common “esprit de corps” and pride in day to day library operations serving both Sydney and the entire CBRL service area. This takes place because of the physical proximity and ongoing communications between the headquarters and central library staff especially amongst professional staff. This ability to cross-pollinate is more restricted where the headquarters function is physically isolated from what is happening in the central library on a day to day basis.
- **Co-location will facilitate the new staffing model** Under the staff service continuum that is being proposed, and related to the previous point, a staff service continuum is being proposed that will provide better integration and coordination between the headquarters functions and the central library functions, especially for professional staff. Opportunities for improved service include some temporary work sharing, training, job rotation, career development, mentoring, shared training, team building, regular communications and development of shared team values. This culture will help cultivate and maintain quality at all levels including building effective collections and building responsive community programming. Through this integrated model, patrons throughout the region will benefit as well as the central library.
- **Central Library as the Hub of the CBRL system** – By co-locating the library and administrative functions under one facility, then the new Central library will have a strengthened ability to serve as the hub of the entire CBRL service area, not just Sydney itself.

5.3.2 The Case for Separation of the Headquarters Function

Having presented the benefits of co-location, there are some benefits of separating the regional and central library functions that should be noted, despite our overall recommendation to co-locate the two functions. These separate out some or all of the ‘back-of-house’ activities and remove these from the ‘front-of-house’ functions associated with public use of the library and its public spaces. The main arguments or case for separation of the headquarters function relates to the ability to move headquarters functions to less expensive possibly leased real estate. For example, there are some aspects of the headquarters function that are related to storage and materials handling that could be moved off site. This in turn would provide relatively more space for public programming at the central library. However, it would also increase the complexity of moving materials and staff consistently from one location to another.

As noted, our preference is to co-locate the regional headquarters functions together with the central library functions assuming space permits.

5.4 Design for the First Nations Component

While the degree of participation of First Nations as a partner in the new library is not known at present; regardless, the library should incorporate First Nations design elements and themes in the new library. There are many ways these design elements could be included and have been included in concept drawings that HRDL has presented to date.

The Canadian Federation of Library Associations has produced its *Truth and Reconciliation Report and Recommendations*¹⁰ that provide several recommendations and guidelines that should be followed and respected. This report has been endorsed by the Atlantic Provinces Library Association as well as many other associations.

The incorporation of Indigenous design elements should be done in consultation with First Nations involvement. Examples of recommendations from the report that should be considered include:

- Create display signage including translation of the local Indigenous languages
- Create dedicated space for Indigenous gathering, teaching, and creating

The library could also incorporate First Nations art, design or artifact elements in its lobby as well as in other spaces inside as well as outside the building.

¹⁰ See, Truth and Reconciliation Report and Recommendations prepared by Camille Callison, Chair of the CFLA-FCAB Truth and Reconciliation Committee, <http://cfla-fcab.ca/wp-content/uploads/2017/04/Truth-and-Reconciliation-Committee-Report-and-Recommendations.pdf>

One other possibility, not directly related to design, is to reflect the indigenous presence in the name of the facility. For example, as was mentioned earlier, calling the facility the 'Rita Joe Memorial Library, or honouring her legacy in some similar way, would be a very visible and tangible sign of reconciliation.

5.5 Design for Other Partner Space

As partners to date have not been able to secure either capital or operating funding in connection with the proposed new library, the space requirements in the following section do not assume space assigned to potential partners on a permanent basis. Any partner, of course, would be encouraged to secure programming space on a temporary or ad hoc basis as the need presents itself from time to time in the future.

This does not rule out the inclusion of space permanently being allocated to partners in the future should the opportunity crystallize and partner funding becomes secured at which time the overall space requirements should be revisited. This might take the form of a 'Phase 2' of the development.

5.6 Space Requirements

As no firm sources of funding have been received for capital or operating funds, the space requirements set out below do not assume any dedicated space allocated to potential partners. This does not rule out the inclusion of space allocated to partners in the future should the opportunity crystallize and partner funding become secured at which time the overall space requirements should be revisited.

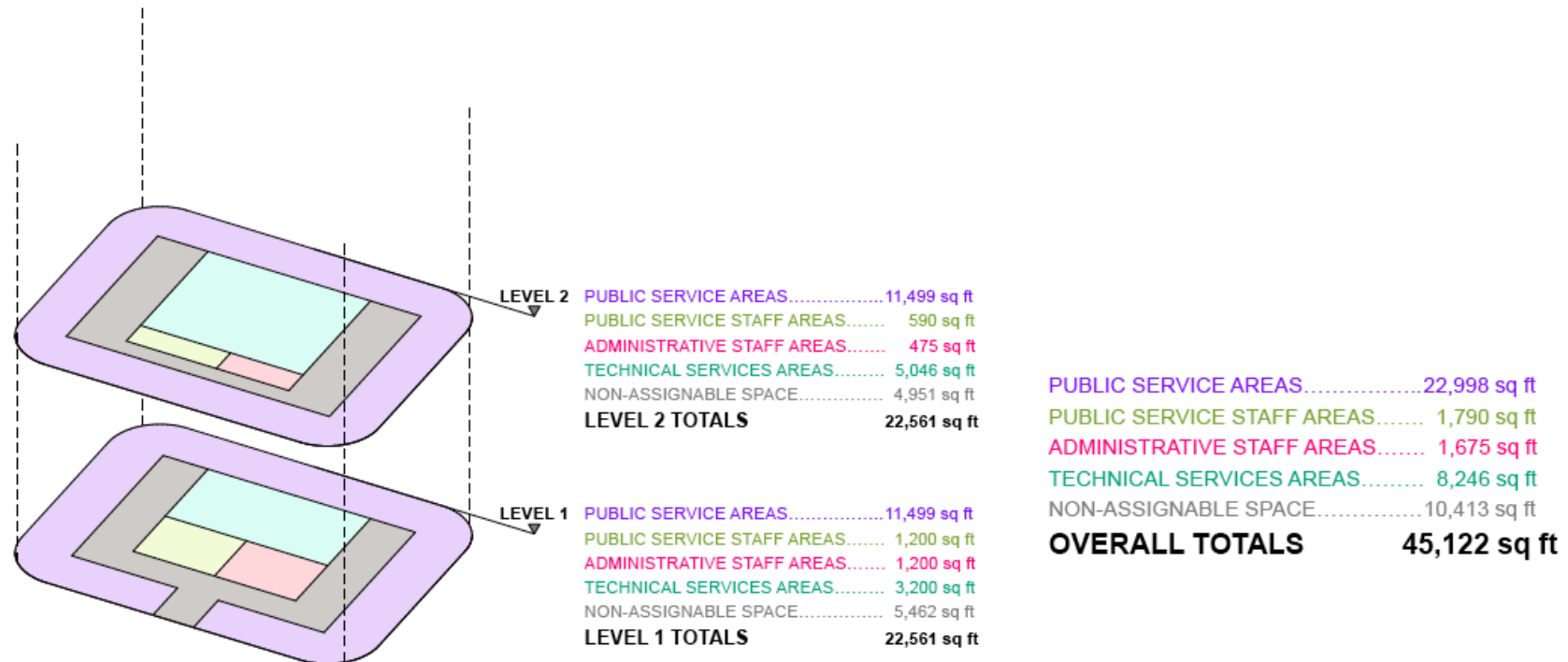
Taking the ratios developed above and examining the functioning of each of the key user areas, our recommendations for the space needs for the Sydney Central Library are as follows. Appendix F contains the detailed rationale for each of the sub-components for each of the areas.

	2016 Study (sf)	Current Study (sf)
Public Service Areas	21,500	22,998
Public Service Staff Areas	750	1,790
Public Library Functions	22,250	24,788
Administrative Staff Areas	1,360	1,675
Technical Services Areas	5,240	8,246
Regional HQ Functions	6,600	9,921
Total Functional Space	28,850	34,709
Non-Assignable Space (30%)	8,480	10,413
Total Space	37,330	45,122

The non-assignable space is calculated at 30% of the net square feet allocated to the library functions. Non-assignable space includes space not assigned to a specific use but are necessary for the operation of the building. It includes building services, circulation and mechanical.

If in the future, it is desirable to add partner space, this space plus 30% non-assignable space would need to be added to the above totals.

The adjacency diagram on the following page illustrates the sizes and adjacencies of the various spaces described above (for a first and second floor configuration). Note that while this space configuration could be accommodated on the existing waterfront site with only minor adjustment to the concept developed in the 2016 study, it could also be adapted to a downtown location.



AXONOMETRIC "PROGRAMMING AREAS and ADJACENCY DIAGRAM"

Project: CBRL CENTRAL LIBRARY CONCEPT TDC Project No.: 15-006 Drawing Title: ADJACENCY DIAGRAM Plot Date: 2020-10-19

6. Operational and Financial Implications

In section 6 we address the operating and financial implications of the new Central library.

- High level capital costs are addressed in Section 6.1
- Operating costs for CBRL facilities and the McConnell branch are presented in section 6.2
- Operating costs at the new Central library are discussed in section 6.3
- Operating cost for the CBRL are addressed in section 6.4
- Conclusions about operating costs are addressed in section 6.5

6.1 Capital Cost Considerations

The space required for the new central library has been calculated as 45,122 which we have rounded to 45,000 square feet for costing purposes.

The capital costs associated with the library are based on the costs used by Harbour Royale Development Limited in its 2018 report which was based on capital costs of \$468 per square foot. This in turn was based on an increase of 10% from the 2016 study conducted by DMA.

For comparative purposes, the 2020 Altus Canadian Construction Cost Guide shows construction costs for libraries as \$280 to \$450 per square foot for Halifax, the nearest municipality included in the guide. However, historically, construction costs have been 15% to 30% higher in Sydney than in Halifax. The reasons for this include distance from markets, the distance to engage speciality trades, and the need in Sydney to respect its long-standing tradition of working within the unionized construction environment.

Construction on the Sydney waterfront will also be more expensive than the Altus Construction Guide because it will be a new, iconic, transformative civic landmark, with high visibility, uniquely designed to achieve LEED certification. Challenges will potentially include land assembly, complex engineering, construction and project management. The waterfront location will also require site remediation and preparation work, and extensive pile construction and footings to support its substructure.

Using the current construction cost indices for Halifax and allowing for some increase because of the local construction marketplace, the current construction costs are modelled at \$480 to \$500 per square foot for Sydney. This cost excludes land acquisition, site preparation, and furnishings, fixtures and equipment (FFE). These costs do not allow for any escalation as a result of Covid and do not allow for inflation that may occur between now and when construction commences. Construction costs therefore are calculated to range from \$21.6 million to \$22.5 million.

The design to achieve LEED certification will also allow for some operating efficiencies.

Fixtures, furnishings and equipment have been calculated at 10% of construction costs.

Site preparation costs are estimated to be \$3,000,000.

Soft cost are calculated at 17% of the hard construction costs and would be \$4,566,000. The Altus 2020 Canadian Cost Guide lists **soft costs** as the following applicable items:

- Land and related costs
- Legal fees
- Site services outside the property
- Tenant incentives
- Soil and environmental tests
- Contingencies
- Architectural and engineering fees
- Special design consultants
- Interest charges and lenders' fees
- Permits and development charges
- Land surveys
- Government registered programs
- Special equipment and furnishings
- Marketing and advertising
- Purchaser upgrades
- Property taxes
- Other municipal fees
- Insurance and bond costs
- Management costs
- Levies
- Appraisals
- Broker commissions
- Developer profit
- Rezoning costs

The table below summarizes these construction costs for a new Central Library build on the waterfront.

Total sf CBRL, Sydney Library and Partner Space (sf)	45,000		45,000
LEED/Contemporary Capital Construction Cost per sf	\$480		\$500
Library construction	\$21,600,000		\$22,500,000
Fixtures, furnishings, Equipment @ \$50 per sf	\$2,160,000		\$2,250,000
Site-Costs	\$3,000,000		\$3,000,000
Subtotal	\$26,760,000		\$27,750,000
Soft Costs (% of Subtotal)	17%		17%
Soft costs - legal, accounting, testing, etc.	\$4,549,200		\$4,717,500
Subtotal	\$31,309,200		\$32,467,500
Land contribution value	\$3,000,000		\$3,000,000
Total	\$34,309,200		\$35,467,500

Excluding the land contribution value, the construction costs are \$31.3 million to \$32.5 million in current 2020 dollars. This cost could be reduced somewhat with the sale of McConnell branch. The assessed value of McConnell branch is \$1,891,700. However, this is likely to overstate the market value of the facility. Our analysis does not include the future use or possible sale of McConnell branch.

6.1.1 Conventional Sources of Funding

CBRM has initiated discussions with the federal and provincial governments as potential funding partners for the project. As noted in the report, the federal portion would be contributed from the Investment in Canada Plan which has funding criteria that the Central library would meet. These include at least the following priorities: supporting social infrastructure, rural and northern communities and green infrastructure depending on building design. Under Phase 2 of the program, for projects costing \$10 million and over, projects going forward must take into account how they will affect climate change, and set targets for community employment benefits for under-represented groups.

CBRM is on the record for a contribution of \$7 million which includes the land value as a portion of the CBRM contribution. It is possible CBRM would have to issue debt if additional municipal funds are required.

For comparative purposes, the funding of the Halifax Central Library (which opened in December, 2014) is shown below. This campaign was undertaken under a different fundraising regime. The federal, provincial and municipal share of the funding was 33%, 24% and 43% respectively.

Halifax Central Library Fundraising Strategy

Federal Building Canada Contribution		\$18,300,000
Provincial Building Canada Contribution		\$13,000,000
HRM Building Canada Contribution		
Proceeds from Sale of HRM Lands	\$15,498,937	
Library Capital Campaign	\$1,700,000	
Capital from Operating	\$2,500,000	
Capital Account	\$2,301,063	
Library Contribution to Capital Reserve Account	<u>\$1,700,000</u>	
Total HRM Share	\$23,700,000	<u>\$23,700,000</u>
Total Capital Campaign		\$55,000,000

6.1.2 Potential Opportunities with Partners

Potential Contribution Arising from the Truth and Reconciliation Commission

As noted earlier in this report, there have been letters of support for the project from Membertou and Eskasoni First Nations as well as other stakeholders (see Appendix D). The inclusion of the First Nations as a design and programming partner may allow for a funding commitment arising from the Truth and Reconciliation Commission's recommendations. We understand the federal government is supportive of the new Central Library project and CBRL stakeholders have been meeting key federal stakeholders to advocate on behalf of the project. The Province of Nova Scotia has yet to commit funds to the project.

Potential Contribution from the Developer

Although not a ‘partnership’ per se, a contribution from the developer might also assist with the capital cost of the development. We recognize that the developer has invested funds and resources in creating the overall vision for the new Central library on the waterfront, and would no doubt likely be required to continue to absorb some of the shared costs of the infrastructure and site development. In addition, it is possible that developer may contribute additional funds to the project. The logic of this might be as follows:

- as a highly desirable community asset, the presence of a library within reasonable proximity will add to the desirability and value of residential units¹¹
- the additional value to the developer of having the library as part of the development would therefore be that the residential component of the development would sell quickly and at higher value than otherwise
- the additional value to the developer would thus be the ‘premium’ value that the library would add to each unit times the number of units in the development

This could provide some rationale as to why the developer might be willing to contribute some amount towards the capital cost of a new library facility. In the course of this study we did not speak specifically to Harbour Royale Development Limited about this possibility, but is one that should be pursued.

¹¹ See, for example: <http://www.ala.org/tools/research/librariesmatter/added-value-homes-and-neighborhoods>

6.2 Impact on Operating Costs

6.2.1 The CBRL Overview

The CBRL library system operates within a funding formula that is set by the Provincial Government.

The provincial funding formula for regional libraries outside of Halifax is 71% provincial, 26% municipal, and 3% library board. By contrast, Halifax is 26% provincial, 71% municipal, and 3% library board.

The funding is allocated on a hybrid model of a base amount for core staffing, operating, and collections costs and per-capita components for each non-Halifax library system, without regard to number of branches, or complexity of a large urban library (Sydney) resulting in the Cape Breton Regional Library system receiving a smaller increase than any other library system in the Province.

➔ **Recommendation: Review Funding Model with Province:** This review has demonstrated that the existing provincial funding model severely constrains the CBRL, especially when compared to library systems in other jurisdictions - and in fact even when compared to other libraries within the same system (i.e. Halifax). CBRL should proactively approach the province with a view to engaging in a dialogue that could eventually result in a fairer and more liberal funding model.

Under the Provincial funding formula, the Province establishes the contributions from each of the Province, the Municipal Units and the Library Board and are shown in italics in the table below. The impact of the Province's new formula is affecting the current and future operating budget and is shown below for CBRL as a whole. The increase in the Province's contribution is 6% which is intended to service the entire multibranch CBRL system for several years.

	2019/2020	Proposed by Province 2020/2021	Actual 2020 Budget 2020/2021
REVENUE			
<i>Province of Nova Scotia</i>	\$1,930,400	\$2,053,100	\$2,053,100
<i>Municipal Units</i>	706,900	751,800	706,900
<i>Library Board</i>	81,600	86,800	86,800
Grant – Province of Nova Scotia	52,600		
Investment Income			
TOTAL	2,771,500	2,891,700	2,846,800
+ Reserve Contribution (Books)	80,700		95,700
TOTAL	\$2,852,200	\$2,891,700	\$2,942,500

As noted, the Province also sets the contribution that the local municipalities are required to contribute to operating the library system. Of the \$706,900 municipal units contribution shown above, CBRM contributes \$659,902 and Victoria Country contributes \$46,998. Next year, the municipalities will be required to contribute an additional \$44,900 on a pro rata basis to meet the Province's requirements.

The CBRL budgeted expenditures are shown below for the overall public library system.

	Budget 2019/2020	Budget 2020/2021
EXPENDITURE		
Salaries	\$1,940,300	\$1,969,639
Employee Benefits	\$366,100	\$377,361
Bank Charges / Direct Deposit	\$1,600	\$1,600
Library Materials	\$237,000	\$254,000
Vehicle Operation	\$35,000	\$30,000
Equipment	\$9,500	\$9,500
Travel and Board Meetings	\$18,700	\$12,500
Office Supplies and Postage	\$40,000	\$50,000
Insurance	\$26,400	\$27,500
Professional Fees	\$15,500	\$15,500
Other (Capital automation program)	\$47,500	\$60,000
Rent (HQ accommodation)	\$74,300	\$74,300
Telephone	\$5,500	\$5,500
Cleaning Supplies	\$800	\$500
Security	\$34,000	\$34,000
Innovation Projects		\$5,600
TOTAL	\$2,852,200	\$2,927,500
Excess of Support over Expenditures	\$0	\$0

The majority of CBRL's operating budget is for salaries and benefits (81%). The statement above shows some of the additional expenses that flow through the CBRL budget. Note that CBRM charges rent to CBRL in order to house the regional headquarters function.

It is important to note that the municipalities separately fund the various facilities that house each of the library branches. The municipal share of library expenses therefore includes their direct contribution to library operations as well as any facilities they pay for.

The table below shows the annual facilities operating costs for each of CBRM and Victoria County.

	Facility Operating Costs	Est. Annual Rental Costs	Total Annual CBRM Facility Costs
CBRM			
McConnell	\$76,714	\$6,311	\$83,025
Dominion	\$1,862	\$14,101	\$15,962
Florence	\$2,979	\$6,343	\$9,321
Glance Bay	\$121,760	\$80,577	\$202,337
Louisburg	\$2,882		\$2,882
Main-a-Dieu	\$2,872	\$2,872	\$5,744
North Sydney (Wilfred Oram)	\$0	\$54,519	\$54,519
New Waterford	\$31,917		\$31,917
Reserve Mine	\$2,254	\$17,728	\$19,982
Sydney Mines	\$22,163	\$15,017	\$37,180
CBRM Library Facilities Total	\$265,402	\$197,468	\$462,869
Victoria County			
Baddeck	\$750	\$14,400	\$15,150
Ingonish	\$864	\$5,760	\$6,624
Victoria Facilities Total	\$78,575	\$20,412	\$98,987
Total CBRL Region	\$343,977	\$217,879	\$561,856

McConnell's gross operating costs are therefore \$83,025 and represent about 18% of CBRM's regional facility operating costs. The total costs of the library operations to the CBRM are therefore currently \$1,122,771 (= \$462,869 facilities costs + \$659,902 municipal direct contribution).

6.2.2 McConnell Operating Costs

The McConnell operating costs, excluding staffing-related costs, are shown as follows:

McConnell Operating Costs

Office Supplies	\$365
Heat	\$23,088
Electrical	\$14,843
Water	\$2,057
Building/Facility Maintenance	\$303
Building/Facility Renovation	\$207
Building/Facility Rental	\$6,312
Plant Maintenance	\$289
Operational Mat/Supplies	\$8,971
Contracts/Agreements	\$26,591
Total	\$83,025
Less Rental Income	\$74,300
Net Operating Costs	\$8,725

Because McConnell houses the regional library function, CBRM charges rent to the CBRL to accommodate the regional headquarters function. The rental income to CBRM from McConnell is \$74,300 for 2020/21. Therefore the net operating costs of McConnell offset by the rental income paid by CBRL to CBRM is \$8,725.

6.3 Future Operating Financial Scenario (at new Location)

In order to determine possible operating costs associated with the new Central Library on the waterfront, the City Hall operating costs are used as a starting point¹². City Hall is a 40,000 square foot facility and therefore provides a possible model for the new Central Library of 45,000 square feet. The total operating costs for City Hall are \$640,000 annually. However, these costs would need to be adjusted to take into account a more efficient LEED certified building with the new Library, likely reduction in ongoing maintenance costs, somewhat different usage patterns and the elimination or reduction of items such as security costs that are incurred directly by CBRL.

The table following shows a comparison of McConnell branch's operating costs with those of the City Hall and the new Sydney Central Library. The rental income charged for the Headquarters function is not included as this would be roughly similar in the New Library as it would in McConnell branch.

The assumptions in developing operating costs for the new building include:

¹² Note that this methodology was suggested by CBRM staff.

1. There are no computer hardware costs as these would be covered by the CBRL budget.
2. Heating costs are comparable to City Hall.
3. Because of more efficient building design, costs would be 80% of City Hall net electrical costs of \$216,000 after exterior lighting costs of \$5,000 have been deducted. The planned construction has many opportunities to demonstrate cost effective energy conservation and depending on the construction and heating sources, electrical costs could be lower than this. The cost shown in the table is in line with electricity consumption at Halifax Public Library. (See Appendix G for a more detailed discussion of energy conservation opportunities.)
4. Water costs are budgeted at approximately 80% of City Hall costs and rounded.
5. Facility maintenance would be minimal for the first few years. However \$25,000 is budgeted to account for longer term maintenance needs.
6. Renovations would be expected to be minimal in a new building. \$10,000 is budgeted.
7. With a new building, plant maintenance would be less than City Hall and is budgeted at approximately 45% of City Hall costs.
8. Security costs are borne by CBRL. An additional \$10,000 is budgeted to account for the larger building.
9. Operational material and supplies are budgeted at \$20,000, less than half the City Hall costs.
10. Because of building efficiencies, contracts and agreements are budgeted at approximately 80% of City Hall costs and rounded to \$90,000.

Current Operating Costs of McConnell, City Hall and the New Central Library

	McConnell (*)	City Hall	New Library
Gross square feet	22,000	40,000	45,000
Office Supplies	\$365		
Computer hardware		\$2,055	\$0
Heat	\$23,088	\$2,099	\$2,000
Electrical	\$14,843	\$221,515	\$172,800
Water	\$2,057	\$6,158	\$5,000
Building/Facility Maintenance	\$303	\$41,004	\$25,000
Building/Facility Renovation	\$207	\$81,835	\$10,000
Building/Facility Rental	\$6,312		
Plant Maintenance	\$289	\$6,780	\$3,000
Security		\$115,735	\$10,000
Operational Equipment		\$936	
Operational Mat/Supplies	\$8,971	\$52,153	\$20,000
Contracts/Agreements	\$26,591	\$109,499	\$90,000
Licences/Permits		\$519	
Total	\$83,025	\$640,289	\$337,800
Rentals		\$75,000	\$11,250
Net costs		\$565,289	\$326,550
Existing McConnell			\$83,025
Increased Operating Costs (*)			\$243,525

Note: (*) The current energy costs for McConnell reflect energy consumption rates of a 1950's era edifice which does not have a modern voice, data and power outlet network, nor an air conditioning system, ventilation system, heat recovery system, building controls system or an elevator. Further, there is considerable deferred maintenance which is not shown in the table.

Some of the costs of the new library are lower than the City Hall because it is assumed that the building will be more efficient. Further there are 60 staff in City Hall who use the facility and electricity quite intensively. The total operating costs of the new Library are anticipated to be \$337,800. There is projected rental income from a small foodservice operation, resulting in net costs of \$326,550. These costs are \$243,525 higher than McConnell's existing operating costs. However, this figure overstates the cost differential considerably. McConnell's energy costs reflect energy consumption rates of a 1950's era edifice which does not have a modern voice, data and power outlet network, nor an air conditioning system, ventilation system, heat recovery system, building controls system or an elevator. Also, McConnell has a considerable amount of deferred maintenance that is not being accounted for.

6.4 Impact on Library Operating Costs

The Library will be required to operate within the Province's funding formula envelope. Approximately 81% of the CBRL operating budget is for salaries and benefits. There will be a demand to increase operating hours with the new library. With a more flexible staffing model that is being proposed, it should be possible to increase hours with the existing staff complement. The staff complement for McConnell is 9.16 FTEs. This includes the shifts some HQ staff put in "upstairs", but not their regional functions. The total complement for CBRL is 47 FTEs.

As noted earlier in this report, hours of operation at all branches should be evaluated to ensure that the branches meet community needs and CBRL should allocate staff resources accordingly. This might result in reducing hours at some underused branches and reallocating them to busier branches in order to stay within the funding envelope.

7.7 Recommendations and Next Steps

7.1 Summary of Recommendations

This Service, Programs and Operational Plan has overwhelmingly validated the need of a new Sydney Central Library as the 'flagship' library of the CBRL system and the location for its administrative headquarters. Specific recommendations detailing the establishment and operation of this new facility have been made throughout the report; these are summarized below:

- 1. Update Collections Policy:** The Cape Breton Regional Library Collection Policy needs to be updated to meet community needs and reflect current use of public library collections.
- 2. Reduce Space Requirements by Eliminating Out-of-Date and Little-Used Materials:** The collections need to be weeded according to best practices to reduce the space needed by out-of-date materials.
- 3. Investigate Rotating Branch Collections:** The CBRL should investigate rotating branch collections, particularly among the smaller branches, to refresh the browsing collections.
- 4. Monitor Use of Digital Resources:** The CBRL should monitor the borrowing of digital resources vis-à-vis physical materials once the libraries return to pre-pandemic activities to see if borrowing patterns have changed.
- 5. Increase Hours of Operation:** Increase the public hours of operation in the Sydney Branch from 52 to 58 hours per week.
- 6. Facilitate After-Hours Access:** The design of the new library should have after-hours access to program rooms and washrooms, allowing for reduced staff for after-hours programming. The design should also allow for staff to attend to off-desk duties while being available to assist patrons.
- 7. Implement Optional Self-Checkout:** Technology such as optional self-checkout should be used to reduce staff requirements for circulation activities.
- 8. Develop New Programs and Services:** A number of new types of programs and services were identified as being essential or desirable in the new facility. Essential new programs and services were seen to be Sunday hours; Programming for diverse audiences; programming for marginalized groups, perhaps involving a social worker on staff; programs to encourage creativity and innovation (music, cooking, digital creation, etc.); and Technology literacy. A variety of other 'desirable' new services were also identified.

9. **Establish New Spaces:** A number of new types of spaces were identified as being essential or desirable in the new facility in order to accommodate these new programs. Essential new spaces that are recommended include: multifunctional meeting spaces of various sizes; an expanded children's area; a theatre/auditorium for lectures, talks, etc.; relaxed space(s) to read and dream; common spaces that encourage collaboration; segmentation of adult and children's spaces; and study rooms. These recommended space requirements result in an approximate 45,000 sq. ft. facility.
10. **Develop Fundraising / Financing strategy:** CBRL should consider engaging a professional fundraiser to help catalyze potential local and regional funding sources for this major new initiative.
11. **Undertake System Service Review and Strategic Plan:** Once the new Sydney Central Library is underway (i.e. construction has begun) the CBRL should undertake a service review and strategic plan for the entire library system, capitalizing upon the major new asset that is the new library.
12. **Review Funding Model with Province:** CBRL should proactively approach the province with a view to engaging in a dialogue that could eventually result in a fairer and more liberal funding model.

7.2 Implementation: Next Steps

The following steps are suggested as a logical critical path to follow in the implementation of these recommendations:

In 2020 or early 2021:

- 1) The new Library Board (as reconstituted after the October 2020 election) should **formally endorse** this Service, Programs and Operational Plan as the basis for the space program for a new Sydney Central Library, as well as its operating plan.
- 2) A **joint New Sydney Central Library Financing Committee should be established** with representatives from both the new Library Board, CBRM (political and administrative levels) and the community. The mandate of this Committee would be to assemble the business plan for the new library including: a) further investigation into funding sources for the capital component (which, as suggested above, might involve retaining a professional fundraising firm); b) investigation into sources of funding for operations (including innovative funding mechanisms as recommended in this Report); and c) carrying on the dialogue with potential partners. It would report jointly to the CBRL Library Board and the new CBRM Council.

- 3) CBRL should examine all operating recommendations contained within this Report with a view to **implementing as many as possible in the existing McConnell branch** until such time as the new library is built. These would include the recommendations relating to updating the collections policy, rotating branch collections, hours of operation, etc.

In mid to late 2021:

- 4) **A site needs to be selected, and an updated design for the new library prepared, based upon the space program developed here.** At present, the CBRM is on record as endorsing the waterfront site with the Harbour Royale Development should government funding become available from the federal or provincial governments. (In December 2019, it was agreed by Council to extend the existing agreement with HRD for a further 18 months, until mid 2021.) However, should funding not be secured, or the Harbour Royale Development not proceed on the other components of the development, within that timeframe, the waterfront site as well as alternatives sites should be investigated, and a preferred site decided upon by the end of that year. At that point, an updated design for the library should be prepared for the chosen site, based upon the analysis presented in this Report.

In 2022 and beyond:

- 5) The Library Board should **develop a detailed operating plan for the new library**, once it is evident that funding is being assembled and the new facility will be built. This should consider both the transition from the McConnell branch into the new facility, as well as the detailed operating plan for the new library itself.
- 6) (As previously recommended) the Library Board should **undertake an overall service review and strategic planning study for the entire CBRL system**, in order to optimize the advantage that the new Sydney Central Library will bring to the system overall.
- 7) Also, and likely as part of the aforementioned service review, the Library Board and municipality should enter into discussions with the province with the aim of establishing a **more equitable funding formula for CBRL overall**.

Appendices

A. Documents Reviewed

B. List of Persons Interviewed and Contacted

C. Staff Interview Report

D. Letters of Support from First Nations Groups and Other Stakeholders

E. Staff Organization Chart

F. Detailed Space Calculations for Sydney Central Library

Appendix A – Documents Reviewed

Sydney Central Library Project References and Resources

Library Guidelines and Standards

Alberta Government. Best Practices for Public Libraries in Alberta. 2018

<https://open.alberta.ca/publications/9780778592891-2018>

Ontario Public Library Guidelines. 2020 Update.

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Administrators of Rural-Urban Public Libraries of Ontario. Guidelines for Rural/Urban Public Library Systems. 3rd edition.

http://aruplo.weebly.com/uploads/2/8/3/7/2837807/aruplo_guidelines_3rd_edition.pdf

Wheatland Regional Library (Saskatchewan). Branch Library Standards Policy.

https://www.wheatland.sk.ca/sites/default/files/2019-10/WRLBranchLibraryStandards_0.pdf

Wisconsin Department of Public Instruction. Wisconsin Public Library Standards, 2018.

https://dpi.wi.gov/sites/default/files/imce/pld/pdf/wisconsin_public_library_standards_6th_edition_2018_final.pdf

Roberts, Ken. Re-Imagining Library Space: An Ideas Guide for Small and Rural Canadian Public Library Systems that are Planning Future Services and Rethinking Space. Provincial and Territorial Public Library Council, 2016.

Models and Best Practices

Guelph Public Library. New Main Library Business Case. KPMG, 2018.

<https://www.guelphpl.ca/en/about-us/resources/Documents/Final-Report-Jan-24-vFNL.pdf>

Halifax Central Library. Building Program and Space Requirements. 2008.

<http://halifaxcentrallibrary.ca/assets/central-library/pdfs/2008-Central-Library-Building-Program-Space-Requirements.pdf>

Innisfil Public Library. Library Master Plan. 2013.

<https://www.innisfilidealab.ca/wp-content/uploads/2017/11/IPL-Master-Plan-FINAL.pdf>

Kingston Frontenac Public Library

<https://www.kfpl.ca/files/library-documents/kfpl-strategic-plan-2013-2020.pdf>

Southern Ontario Library Service. Competencies for Public Library Staff.

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Library Space Planning

Dahlgren, Anders C. Public Library Space Needs: A Planning Outline. Wisconsin Department of Public Instruction, 2009.

<https://dpi.wi.gov/pld/boards-directors/space-needs>

Hubsher, Robert, and Watson, Karen. Making the Case for Your Library Building Project. Southern Ontario Library Service, 2010.

<https://www.sols.org/files/docs/develop/publications/current/FinalMakingtheCaseforYourLibraryBuildingProject.pdf>

Local Resources

Trifos Design Consultants, dMA Planning & Management Services, Breton Chartered Accountants. Sydney Public Library Feasibility Study. 2016

https://www.cbrm.ns.ca/images/stories/reports/Sydney_Public_Library_Feasibility_Study_Final_Draft_resized.pdf

Cape Breton Regional Municipality. Viability Study. 2019.

http://www.cbrm.ns.ca/images/Viability_Study_Final_Report_Aug_6th.pdf

Cape Breton Regional Municipality. Recreation Master Plan. 2018.

<http://www.cbrm.ns.ca/images/stories/reports/CBRM%20Recreation%20Master%20Plan%20-%20Approved%20July%2018.pdf>

Halifax Public Library. Collections Development Policy

<https://www.halifaxpubliclibraries.ca/about/library-policies/collection-development-policy/>

Public Library Data Service (re turnover rate)

<http://publiclibrariesonline.org/2017/12/the-2017-public-library-data-service-report-characteristics-and-trends/>

Beckman Associates Library Consultants. Halifax Regional Library Space and Services: Needs Assessment Study. 1994

<http://halifaxcentrallibrary.ca/assets/central-library/pdfs/1994-Needs-Assessment-Study.pdf>

Halifax Public Library. Towards a New Central Library. 1996

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Broader Context

Canadian Federation of Library Associations. Truth and Reconciliation Report and Recommendations.

<http://cfla-fcab.ca/wp-content/uploads/2018/10/Truth-and-Reconciliation-Committee-Report-and-Recommendations-ISBN1.pdf>

[Library Core Services Working Group. Nova Scotia Public Libraries: Core Services and their Impact on the Province. 2018.](#)

[Corporate Research Associates. Determining the Social Impact of Nova Scotia's Public Libraries: Public Perception Study.](#)

<https://pub-amherst.escribemeetings.com/filestream.ashx?DocumentId=8132>

Appendix B – Persons Interviewed and Surveyed

Sector	Role/Organization	Name
CBRM Council	Councillor	Eldon MacDonald
	Deputy Mayor	Ivan Doncaster
	Councillor	Amanda McDougall
Victoria County	Warden	Bruce Morrison
CBRM Staff	Deputy CAO	John MacKinnon
	Director, Planning and Development	Michael Ruus
	Director of Building, Facilities, Parks, Grounds, Recreation, CBRM	Bill Murphy
Library Board	Councillor (Chair)	Amanda McDougall
	Vice-Chair	Ron MacDonald
		Douglas MacLennan
Federal/Provincial	Victoria County	Terry Murray
	Warden, Victoria County	Bruce Morrison
	Province of Nova Scotia	Kenneth MacDonald
	Baddeck Library Society	Bill Stephens
	MP (Cape Breton Canso - Liberal)	Mike Kelloway
	Teacher & Former Chair CBRL	Neeta Kumar Brittan
Literacy	Adult Learning Association	Karen Blaire
	Dean, Library and Cultural Services, CBU	Catherine Arseneau
Youth	Whitney Pier Youth Club	Chester Borden
Non Profit	YMCA	Andre Gallant
	United Way	Lynne McCarron
	Community Sector Council	Nicole Cammaert
	Crossroads	Colleen MacKenzie
	Pathways/Shared Support & Recovery	Jenna MacKenzie
	Island Sand Box (innovation and Entrepreneurship)	D. Darren MacDonald
Entrepreneurship & Innovation	Innovacorp	Bob Pelley
	Creative Island Innovation District Project	Mickey Freeman
First Nations	Membertou	Councillor Graham Marshall
	Advisor (Membertou)	Senator Dan Christmas
Business	Associate Dean of Arts, Queens University	Gordon Smith
	Cape Breton Partnership	Carla Arsenault
	CB Regional Chamber	Kathleen Yurchysen
	Sydney Downtown Development Association	Michelle Wilson
	NextGen Leadership Society	Allison MacDonald
	Sydney Port Development Corp	Marlene Usher
	Destination Cape Breton Association	Terry Smith

	Visitor Information Centre	Juanita Morrison
	SDDA	Tori
	Holiday Inn Sydney Waterfront	Philippa Bryden
Community Development	Library New Build Committee	Pat Bates, Vince MacLean, Wayne Weatherbee
	Library New Build Committee	Bernadette MacLellan
Arts & Culture	Celtic Colours	Mike MacSween
	CB Center for Craft & Design	Lori Burke
	Beaton Institute	Catherine Arseneau
	CBU Art Gallery	Greg Davies
Seniors	Club 55	
	National Pensioners Federation - Group of Nine	Bernie LaRusic
Development	Principal, JBW Consulting Inc. for Harbour Royale Development Limited	James Wooder
	Associate Broker, Keller Williams	Roy Milley
Other Libraries	Nova Scotia Provincial Librarian	Lynn Somers
	CEO & Chief Librarian, Halifax Public Library	Asa Kachan
	Sr. Manager, Finance & Facilities, Halifax Public Library	Terry Gallagher
	Director of Public Services, Truro	Bonnie Coulter
	CEO, Colchester-East Hants Public Library	Tiffany Bartlett
	Regional Librarian (retired), CBRL	Faye MacDougall
	CEO, Chief Librarian, Oxford County Library	Lisa Miettinen

Appendix C – Staff Interview Report: Interview Protocol and Report Memo

June 2020

CBRL Key Informant Interview Protocol

Page 1

Preamble

Thank you again for agreeing to participate in the Key Informant Interview program. Your contribution is most welcome.

As I mentioned in my note, I am working with Beth Ross, and with her colleagues at TCI Management, who have been hired by the Board of the Cape Breton Regional Library to develop a Service, Program, and Operational Plan for the proposed new Sydney Central Library.

1. Are you in a place where you can speak freely and privately for the next thirty minutes or so?
2. We too will be respecting your privacy. Though we will be reporting what we learn from these interviews, we won't be attributing comments to any particular staff member. Given that, do you have any concerns about participating in this interview?
3. If you do have such concerns, and want to stop the interview now, or at any time, please say so.
4. But if you are OK with it, let's go ahead. Please note that I am going to recording your answers by pen, so I may ask you stop occasionally while I catch up.

Covid-19 Closure

The first thing to say is that nearly all of what we are going to talk about refers to the services, programs, and operations at the library as they were prior to the outbreak of the pandemic and the subsequent closure of the library. We are trying to get a picture of what went on at the library before March.

If you are ready, let's begin.

Informant Details

1. How long have you worked for the CPRL?
2. If you have a job title, what is it?
3. Without going into too much detail, please tell me about the overall scope on your duties.
4. If there is such a thing as a normal or average day, which library programs and services (or internal operations) do you spend most of your time on during an average day?
5. What drew you to employment at CPRL? Was it something related to library service itself?
6. Do you feel that you have a good understanding of the mission of the CPRL?
7. What would you say that mission is?

June 2020

CBRL Key Informant Interview Protocol

Page 2

Programs and Services

8. Thinking now about the Sydney Central Library, which of the programs and services that you help deliver would you say are most welcomed by the library's patrons. (specify branch?)
9. What difference do you think that a move into a new central library building will make to the library's ability to deliver those popular programs and services? (Hours, space, materials, etc)
10. Thinking now about the Sydney Central Library, are there any programs and services that you help deliver that are not particularly well received or popular with the library's patrons?
11. Do you think that a move into a new central library building would make a difference to the popularity of those program and services among patrons? Are they unpopular because of where they are currently offered?

The world is changing fast, but as you probably know, organizations change much more slowly, for lots of reasons. With that in mind, here are a couple of questions.

12. Thinking now about the Sydney Central Library, and the patrons you serve, do you find yourself noticing that there are increasing requests for new or expanded library services that the library is not currently in a position to deliver as well as you'd like? (Hours, space, materials, etc)
13. What difference do you think a move into a new central library building would make a difference to the library's ability to respond to these requests for new or expanded library services?

Internal Operations

Now let's turn our attention to the internal operation of the library.

14. Do you have a good idea of what your overall responsibilities are?
15. Does your supervisor let you know which tasks/duties should receive priority, and which are less important?
16. Have you been given the freedom to make meaningful decisions about how, when, and where to perform your duties?
17. Do you find that your job gives you frequent opportunities to do what you do best? And what is that? What do you do best?
18. Do you have the guidance and resources you need to do a good job?
19. Please name one or two areas of administrative services that concern you because they aren't working as well as you think they could and should? What effect might a move into a new library have on those areas?

June 2020

CBRL Key Informant Interview Protocol

Page 3

20. Please name one or two areas of administrative services that please you and give you a sense of confidence because things are working really well? What effect might a move into a new library have on those areas?

In Conclusion

Regarding the plans for a new Sydney Library and CBRL Headquarters

21. Are you enthusiastic about the prospect of moving into a new building?
22. What is it that most excites or pleases you about this prospect of a new building?
23. Is there anything that concerns you about the move into a new building? Do you think something important might be lost because of the move?

And finally

24. Is there anything you hoped I would ask you about, but didn't.

Memo

To: Sydney Central Library Project Steering Committee

From: John Thompson

Date: 24 June 2020

RE: Lessons from the Key Informant Interviews

The following is a report on what I learned about programs, services, and internal operations of the current Sydney Central Library in particular, and the Cape Breton Regional Library more generally, and about the benefits these staff members believe a new central library could provide.

I conducted 16 interviews with current staff members. Lisa Mulak drew up the list of informants. The interviews were conducted over the course of three weeks, running from Tuesday June 2 to Thursday June 18.

I asked each staff member the same set of questions. The questions and the rest of the script are appended to this report.

Six of the informants reported they have worked for CBRL for over 30 years. Six reported lengths of service from 10 to 20 years. The rest were under ten years. One informant's length of service was six months.

Five were librarians with supervisory duties. The rest were Library Assistants and Clerks. Fourteen of the sixteen worked in the McConnell building. Two worked at branches outside Sydney.

The findings from these interviews with regard to the programs, services, and internal operations of the current Sydney Central Library can be summarized in the following twenty words.

Great colleagues. Excellent supervisors. Shared values. Appreciative patrons. Poor building. Enthusiasm about prospect of new facility tempered with some concerns.

Great Colleagues

Nearly everyone I talked to made reference to the spirit of teamwork and cooperation they find at work. This applied to those working in the central branch, the administration offices, and the outlying branches.

Some of this spirit seems attributable to situation that they find themselves in. Everyday, staff have to deal with the limitations and deficiencies of the current building. This makes a lot of "extra" work for staff, and this of course be a source of real frustration. However, my informants did not sound especially frustrated. Rather, there was a certain amount of acceptance of the situation because they "we're all in this together".

Excellent Supervisors

Working environments do not consist solely of bricks and mortar. Supervision is another important part of the working environment. For the most part, informants reported that they received the guidance they needed from supervisors, but also a meaningful amount of freedom and autonomy. The word trust came up a few times.

Staff also reported they felt that supervisors were doing everything they could to obtain as many financial and material resources as they could, but that there were limits to what could be obtained.

More than a few informants mentioned that there had been some disruption to normal supervisory operations because of changes that were made after the recent retirements of long serving staff. At the same time, others reported welcoming the changes this had brought to operations. There was a sense that things were opening up and some fresh approaches to services, programs, and internal operations were being introduced.

Shared Values

When asked to give their sense of mission of the Cape Breton Regional Library in general, informants used many of the same words in their answers. The ideas embedded in the following words -- “community”, “open”, “accessible”, “for everybody”, “everyone welcome”, “all walks of life”, “assist”, “serve”, “learn”, “access”, “equality” – were repeated over and over. Based on these conversations, it seems clear that the staff of the Cape Breton Regional Library share a strong public service ethic, and a commitment to shared set of values.

Appreciative Patrons

When asked about which programs and services that were offered at the McConnell branch were most welcomed by patrons, two words were repeated over and over again. These were “children” and “seniors”.

Over the past decade or so, the idea of the public library as a “community hub” has taken hold in many library systems. Long gone are the days when libraries were mainly about borrowing and consulting books and other material.

From what people told me, the McConnell library serves very much as a community hub for the patrons of these popular programs. Many patrons are now coming to the library for the opportunity to meet, mingle, and discover others who shared their interests. They are also looking for assistance with their readers and tablets that they need to operate in order to access the library’s collections of digital materials. This kind of assistance is very much needed and appreciated by older patrons.

From these comments, a picture emerges of a public that is eager to make more use of the library’s services, and of a staff that is eager to accommodate those requests. However, because of the limitations of space and design, this expansion of service, and of patronage, is unable to happen at this time. In a few cases, these limits have provoked anger on the part of patrons.

But children, parents, and seniors are not the only members of the public who are coming into the McConnell library for reasons other than borrowing books and other materials. A few of my informants mentioned that the library is a place of shelter for some the homeless people who “reside” in the downtown neighbourhood where the McConnell library is located.

Poor Building

As noted above, the McConnell library building presents many physical challenges (and thus extra work) to the staff who work there, whether in the basement administrative offices or in the Central library branch itself. Here are a few that were mentioned more than once.

- Lack of space
- Leaky roof, leaking windows, dampness in basement
- Leaky radiators (that result in water dripping on desks in the basement)
- No elevator available for transferring books up to library and back down
- No air conditioning
- No ability to run conduit and cabling to produce faster, more reliable internet access
- Only one program room, which means staff are continually moving furniture into and out of the room to accommodate different programs
- Very little quiet study space for use by university, college, or high school students
- No program space in which to offer adult education programs or make available to community groups
- Administrative staff has doubled since building was built, but office space has not

It is clear from these reports that the limitations and deficiencies of this building generate a great deal of “extra” work. The picture that emerges is of staff playing a never-ending game of the Tower of Hanoi puzzle¹, in that items must continually be moved or shifted so that other items can be put in their place, and then, soon after, shifted again.

No wonder that my informants reported near unanimous enthusiasm about the prospects of moving to a new and more appropriately sized facility.

¹ From the Wikipedia article: The Tower of Hanoi is a mathematical game or puzzle. It consists of three rods and a number of disks of different sizes, which can slide onto any rod. The puzzle starts with the disks in a neat stack in ascending order of size on one rod, the smallest at the top, thus making a conical shape.

The objective of the puzzle is to move the entire stack to another rod, obeying the following simple rules:

Only one disk can be moved at a time.

Each move consists of taking the upper disk from one of the stacks and placing it on top of another stack or on an empty rod.

No larger disk may be placed on top of a smaller disk.

With 3 disks, the puzzle can be solved in 7 moves. The minimal number of moves required to solve a Tower of Hanoi puzzle is $2n - 1$, where n is the number of disks.

Enthusiasm About Prospect of New Facility

When asked about their level of enthusiasm about moving into a new building, the word that was repeated more than any other was “space”. Staff all felt that operating in a building with more space, and far fewer building deficiencies, would unlock a lot of potential when it came to the programs and services that the library could offer its patrons.

Another aspect of space was the prospect of more flexibility when it came to programming and space utilization. The library is now serving a diverse population with differing needs, and it would be great to be able to respond to this diversity.

Some also reported welcoming a change of facility because it would bring with it an opportunity to examine and question some longstanding administrative and public service practices that may have lasted well past their best-before date.

Another source of enthusiasm was the prospect of working in a building that was healthier in terms of air quality and dampness.

Others expressed excited about the boost a new building could give to the community, and how it could serve to draw additional members of the public into the library so they could discover what was on offer.

Others mentioned that a new location could result in more parking availability for patrons.

Tempered with Some Concerns

We learn in life that nothing is ever all bad or all good, and that in every problematic situation, there are aspects of the situation that people don’t want to change or lose. Such is the case with the McConnell Library. For all its deficiencies and limitations, and for all the extra work it creates, there are things that staff members appreciate and would not like to lose. Here are some of them.

The building currently has a great location. It’s downtown and on a bus route. This makes it accessible for people who don’t drive. It also enables adults and seniors to combine a visit to the library with a trip to the bank or a coffee with friends.

The building has a traditional central desk that serves as a meeting place and reference point for patrons and staff. Some staff are concerned about the possibility of doing away with the central desk as has been done in other newly-built libraries.

McConnell has a cozy feeling which staff like. Some expressed concern about moving into a big, open, gleaming, hard edge space that feels more like an airport than a public library.

Some were concerned about a big investment in a central library being the first step to withdrawing support from the smaller branches because of the expense and overhead costs.

Finally, as with any prospect of change, some were concerned about what might need to be left behind in a move into a new space. If more space were allocated for study and meeting and programs, what would be left for the print materials currently housed at McConnell.

Conclusion

As I hope this report has shown, the case for a new building (or buildings) to house the Administrative Offices of the Cape Breton Regional Library and the Sydney Central Library is a strong one. While the staff of the current central library have done a remarkable job of delivering and expanding library services to the community despite the challenges posed by the current building, they do seem to be coming up against a firm limit in terms of adaptations and workarounds. The same can be said for the administrative staff.

We know now that some significant portion of what staff do, and how they do it, is dictated by the limitations and deficiencies of the McConnell building. This suggests that a move into a new facility will release staff from the necessity of these adaptations, and ideally, free up some time and energy to be directed to more productive, and heartening, activities. A new building will thus bring many small but meaningful changes to the day to day operations of the library.

Whether these changes will be all, or even mostly, to the good will depend on the design and location of the building, the funding available for its construction and maintenance, and the changes a new building brings to the patronage of the library by the residents of Sydney.

Public buildings are a matter of public expenditure, which means they are a matter of public debate and deliberation. Competing interests contend for having their interests recognized and accommodated in the building plan. It is to be hoped that the interests of the library staff, particularly their desire to serve the public, and the interests of their patrons, will be heard and respected in any public debate about the design, quality, and carrying costs of a new facility.

Appendix D – Letters of Support from First Nations Groups and Other Stakeholders

December 9, 2019

Mayor Cecil Clarke and Council
Cape Breton Regional Municipality

Dear Mayor and Council:

We refer to Martin Chernin's letter to Demetri Kachafanas dated [] ^{Nov 28th} and understand that Council will take up the matter of Sydney Waterfront Revitalization at its December 10th meeting. In particular, we note Harbour Royal Development Limited's request for an extension to its current contract for the advancement of a multi-use waterfront project, inclusive of a new central library.

From Eskasoni's perspective Sydney Waterfront Revitalization, inclusive of a new central library is a promising project within the broader Cape Breton-Unama'ki community. It is a project that we have recently discussed with members of the Harbour Royale team. We see the project as a unique and much needed infrastructure opportunity that would enable Cape Breton-Unama'ki to mobilize around a shared community vision and boldly step forward to seize the opportunities ahead.

We understand that projects of this size and importance, particularly ones involving publicly funded assets like the much needed new CBRM and Victoria County Central Library, take time to build the necessary consensus and financing for them to be successful. It is our intention to work cooperatively with HRDL as the design development evolves and the discussion continues around how this project can best incorporate a meaningful Indigenous cultural component. The project has the potential to stimulate the economy, enrich community capacity, elevate cultural understanding, and positively impact attitudes to the collective benefits of all residents.

Our hope is that the forthcoming CBRM Council deliberations result in the endorsement of Harbour Royale's request for an extension. We look forward to a continuation of efforts focused on Waterfront Development and further discussion on a new and obviously needed central library.

Yours Truly;

Chief Leroy Benny
Eskasoni First Nation

cc. Martin Chernin, HRDL



Memberton

December 9, 2019

Mayor Cecil Clarke and Council
Cape Breton Regional Municipality

Dear Mayor and Council:

I am writing regarding the topic of Sydney Waterfront Revitalization which is to be discussed at the December 10, 2019 CBRM Council meeting. From our understanding, Harbour Royale Development Limited is requesting an extension on the project.

From Memberton's perspective Sydney Waterfront Revitalization, inclusive of a new central library, is a promising project within the broader Cape Breton community. In earlier stages, we've been involved in several discussions about the project. The waterfront project, which provides infrastructure development for the community, offers the opportunity to mobilize Cape Bretoners around a shared community vision.

In Memberton, we've been included on discussions around design and the opportunities that exist to infuse Mi'kmaq culture into the overall design process. We are excited about the potential of having visibility for our Mi'kmaq communities in the downtown core.

Our hope is that the forthcoming CBRM Council deliberations result in the endorsement of Harbour Royale's request for an extension, as we do feel there is value in looking deeper into the impact that the project can have as a holistic development for the community; both commercial and public shared space. We look forward to further discussions on this matter.

Sincerely,

Chief Terry Paul, OC
Memberton, NS

cc. Martin Chernin, HRDL

WELCOMING THE WORLD!





CAPE BRETON REGIONAL MUNICIPALITY
OFFICE of the MAYOR

July 14, 2020

Cape Breton-Victoria Regional Library Board of Directors
Cape Breton-Victoria Central Library New Build Committee
Cape Breton-Victoria Central Library Advocacy Committee
Municipality of Victoria County

Re: Cape Breton-Victoria Central Library

Dear Colleagues:

I hope you are keeping well during these unprecedented and challenging times.

Allow me to offer an update on current efforts to secure the required funding approvals for the construction of a much needed and strongly desired new Cape Breton-Victoria Central Library.

As you know, for a host of reasons, a new central library has been a community focus for more than a decade. As evidenced by a recent Statistics Canada survey, our regional library network factors prominently into the lives of residents as a defining community asset.

Now, more than ever, communities are increasingly defining themselves through libraries in innovative and creative ways.

Particularly apparent to all of you and generally understood by the community is that the vibrancy, effectiveness and value of a library network is significantly dependent on the functionality and capacity of its hub, in our case the aging and obviously physically limited James McConnel Memorial Library, as it exists today.

The replacement of a central library is a major capital project for any community, and ours is no exception. While the wait has been long and the CBRM is only one piece of a complex funding landscape, there is reason to be optimistic.

Earlier this year, CBRM Council allocated \$7M in its five-year capital budget for this project. More recently, as part of a national strategy to mitigate the economic impacts of COVID-19, the Government of Canada has indicated that it will take steps to facilitate the implementation of infrastructure projects, particularly at the municipal level. Against this backdrop, CBRM carefully developed and costed a list of priority capital projects across several categories, with a new central library at an estimated cost of \$26 million, prominent within the community infrastructure

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grouping. (Council approved this list at our June 9th meeting. The list was subsequently published in the Cape Breton Post.)

Building on important past initiatives including much of the work undertaken to date by your respective organizations, collective effort has intensified to advance the library project as part of the planned development of Sydney downtown. Among other things a preferred site for the project has been identified on the Sydney waterfront, a comprehensive environmental assessment for the site has been completed, a preliminary building design is in hand, and an independent study of the new central library's potential program and service offerings is underway and due to be completed this summer.

By any reasonable measure, once funding is approved the new central library can proceed to construction without undue delay. Given its magnitude, the economic benefits accruing to the community will be substantial. Extrapolating from the economic impact analysis performed on the proposed Halifax central library, one can reasonably predict that construction phase of a new Cape Breton-Victoria Library will generate upward of 250 to 300 full time equivalent jobs and generate \$10 - \$12 million in new household income, locally.

I am confident that once the necessary infrastructure financing stream opens, the CBRM will immediately advance a funding application for the consideration and approval of the provincial government, and then further advance it federally.

On behalf of the community and CBRM council I want to thank you for on-going efforts in the interests of a new Cape Breton-Victoria Central Library.

While I trust that this update will be viewed as encouraging it is important to understand there is still work to be done. Your efforts to promote and elevate public understanding and support of the benefits of a new library needs to continue. Federal and provincial decision-makers need to understand the extent of this community's need, the level of public support and the considerable social and economic benefits that will accrue from the new facility.

Again, thank you for all that you have done and continue to do in support of the Cape Breton-Victoria Central Library. Keep well and rest assured that in working together in the pursuit of this common goal we will achieve the success that this community needs and desires.

Warm regards,



Cecil P. Clarke

March 13, 2019

The Editor
Cape Breton Post

Dear Sir or Madame;

As this community steadily works its way toward construction of a new central library on the waterfront in Sydney, one assumes that general interest in the broader positive impacts of libraries is growing locally. Interestingly, there is information available from a wide variety of sources attesting to ways in which libraries lift communities, benefit the economy and enhance whole neighbourhoods. There is an abundance of articles on the benefits of libraries in relation to starting or operating small businesses, those in search of employment through the use of on-line resources, the social impact of libraries through the varied programs and services offered and the significant role of the library as a welcoming community gathering place. Furthermore, proximity to libraries positively influences decisions on housing purchases, apartment rentals, new construction and capital investment in part because of the broadly held perception that they enhance quality of life.

From my perspective as Executive Director of Sydney Downtown Development Association we see a new library as a vitally important piece of infrastructure. It is an essential component of product development for our downtown core. As indicated by Roger Brooks, an internationally renowned expert on the topic of downtown development, marketing will bring you to a place once but quality product will bring you back. This applies not only to visitors but to locals as well. He states that: "Every single community should make product development the top priority. Activities. Attractions. Amenities. If you keep adding to the products your community offers, you'll get more repeat business, have a longer season, and a strong brand that will require less effort to market." The other spin-offs are the increased spending at local shops, cafes, restaurants, etc. Brooks' view is supported by the key recommendations of CBRM's own research undertaken by the planning group Ekistics, who pointed out that it is exactly this type of public infrastructure, a library that should be located in highly visible and accessible waterfront locations.

Located on the waterfront in Sydney, a new central library's impact will be far reaching indeed. It can be expected to factor into decision-making among visitors on what to see and do and markedly augment their overall experience. Brands are more about product than they are marketing. They are what people think of our product, or experience offered (attractions and activities). One of the items identified in the branding process is the creation of an icon, and we see that potential with the proposed new library. As Roger Brooks points out, the product development budget should not be spent solely for community events and attractions that draw visitors. We must also invest in a variety of things, including upgrading or developing infrastructure to enhance the community – product – in order to keep people coming back.

In sum, libraries benefit society in multiple ways and contribute beneficially to communities and neighbourhoods and the economies on which they depend. There is every reason to think that a new central library in our community will follow suit and add value to our collective benefit.

Sincerely,

Michelle Wilson
Executive Director
Sydney Downtown Development Association



FOR IMMEDIATE RELEASE

October 25, 2018

ADVOCACY GROUP SUPPORTS CAPE BRETON REGIONAL LIBRARY

Sydney, NS – With a shared understanding of the indispensable role of modern libraries in community infrastructure and their demonstrable contribution to social, cultural, and economic development, the Cape Breton Partnership, Cape Breton Regional Chamber of Commerce, Sydney Waterfront District Association, and the Municipality of the County of Victoria have formed an ad-hoc committee to advocate for a new regional library serving Cape Breton and Victoria Counties.

The ad-hoc committee will work collaboratively with the Cape Breton Regional Library and Harbour Royal Development Limited, the proponent of a multi-use Sydney waterfront development that includes a proposed new regional library, in building awareness, understanding and support for a new library across Cape Breton and Victoria Counties. The committee will communicate with its constituent memberships, target stakeholder groups and undertake varied initiatives to facilitate broad community engagement and optimum input to important discussions ahead on the library project.

“While a project the size and importance of a new library embodies exciting opportunities to increase and strengthen services and programs in Cape Breton and Victoria Counties, it also entails complex and varied challenges. There is considerable work to be done in moving a new central library project forward,” says Carla Arsenault, committee spokesperson. “The extent to which the communities of Cape Breton and Victoria Counties understand and engage this project will impact how we address the challenges ahead. We believe advocacy is an important role to be filled at this time.”

Throughout the developed world, libraries are drivers of community and individual capacity enhancement and contribute to shaping the values that underpin creative, innovative, progressive, and industrious behaviour. When strategically located, libraries have become destinations of choice, increasingly associated with economic as well as social development, and identified with the evolving notion of “smart cities”. Recently, Coast Magazine awarded the best new student “hang” award to the much-lauded Halifax Library located on Spring Garden Road. Several Nova Scotia examples highlight that people are congregating at their community library to engage in creative and cultural activities, as well as reading and learning while exchanging ideas, conversation, and knowledge.

Media Contact:

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November 19, 2018

Dear Sir or Madame:

The old adage that you really don't know something well until you experience it directly aptly applies to the recent fact-finding visit of the newly formed Cape Breton-Victoria County Central Library Advocacy Committee (Advocates) to the Truro and Halifax much acclaimed new central libraries. The decision to visit both facilities was born out of the shared belief that there were important lessons to be learned in relation to a new central library planned for the Sydney waterfront, serving Cape Breton and Victoria Counties.

The visit provided Advocates with insight into the respective library operations and impacts. We learned a great deal about the inspiring range of services and programs, far beyond what one would associate with a more traditional library space. And we were provided with countless examples of significant positive community impacts attributable to each project.

We also came away with an improved understanding of the challenges inherent in advancing major projects of this nature to successful completion. Libraries are vital community assets. They influence the direction of communities in several significant ways. The importance of having stakeholders informed and engaged in pivotal decisions affecting community libraries is obvious. With this in mind, Advocates will brief the community on the recent Truro and Halifax libraries fact finding visit and offer indication of what this could mean for a new library project here. A public meeting is scheduled for Thursday, November 29th, at 4:00 PM, at the Round Room, Civic Centre lower level, Sydney.

We hope to see you on November 29th.

Yours Truly;

Kathleen Yurchesyn
Chief Executive Officer
Cape Breton Regional Chamber of Commerce
Member, Cape Breton Victoria Central Library Advocacy Committee



Harbour Royale Development Limited

NEWS RELEASE

For Immediate Release

Developer Begins Essential Assessments at Multi-Use Waterfront Site in Sydney

September 26, 2018 ---Harbour Royal Development Limited (HRDL) today announced that Stantec Engineering Limited has been contracted to undertake a geotechnical and environmental assessment of the proposed site for a new Cape Breton Regional Library. A combination of boreholes, test pits and monitoring wells will be employed to determine soil characteristics, load bearing capacity and ground water quality. The work will commence October 1, 2018.

Cape Breton Regional Municipality (CBRM) has embarked on an ambitious Sydney down-town re-development effort. CBRM issued a Request for Expressions of Interest in 2017 for the development of its waterfront properties between the Holiday Inn and the Joan Harris Cruise Pavilion. The proposal advanced by leading local commercial real estate development company HRDL was selected by CBRM. It comprised an ambitious integrated multi-use development, including a public library, an apartment tower, commercial tower, marine activity centre, re-location of the Sydney casino, and expansion of the Holiday Inn.

"This work program will produce the technical data required to firm up cost estimates and enable us to advance the much-needed community library and apartment components to the funding stage," said Jim Woode, Project Manager, HRDL. "Seeing the building footprints and access road laid out has provided an improved overall visual image of the space. It is difficult to envision a better location for such an important piece of public infrastructure as a central library than next to the Joan Harris Cruise Pavilion on Sydney's waterfront. We remain confident that the project will have an enormous positive impact on ongoing efforts to revitalize Sydney's downtown core. As the project advances we will continue to work closely with CBRM and library stakeholders."

It is intended that applications for public financing for the proposed library be advanced to three levels of government by the end of this year. As is usual in financing the often-significant capital cost associated with public libraries, a community capital campaign is expected to begin in early 2019 to assemble requisite private and community investment.

HRDL has marshalled a dynamic expert team of contractors, prospective investors and tenants to advance the integrated, multi-use project. In addition to Stantec, contractors include Trifos Design Consultants, CBCL Engineering and Halifax based Fairwyn Developments Limited. The investor list includes Membertou First Nation, the Westmont Hospitality Group and Canderel. HRDL has also enlisted the support of Halifax based marine tour specialist Ambassadors, currently operating its popular 'Harbour Hopper' in Sydney as a potential anchor tenant in the planned marine activity complex.

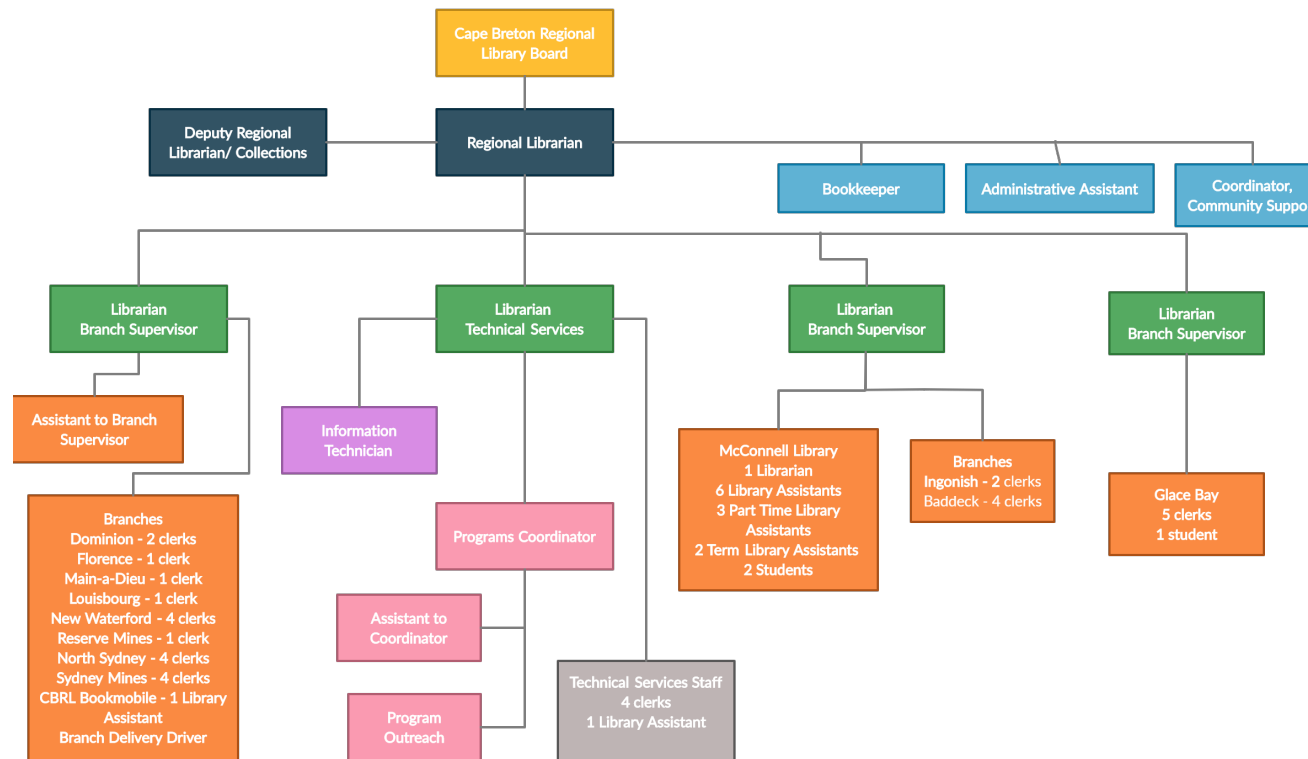
"The HRDL team was selected to undertake this important and exciting project because it is demonstratively capable of delivering a development of this magnitude," said John Phalen, Economic Development Manager, CBRM. "The ambitious plan is consistent with CBRM's vision for the revitalization of Sydney's down-town core. It embodies thriving community-based space, a place where people work, live, learn and play; the key building blocks of livable, progressive and environmentally friendly communities."

For information contact:

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Appendix E – Staff Organization Chart



1. The staff complement for McConnell is 9.16 FTEs. This includes the shifts some HQ staff put in at McConnell, but not their regional functions.
2. The total complement for CBRL is 47 FTEs.

Appendix F – Detailed Space Calculations for Sydney Central Library

	Units	Sq Ft per Unit	Totals	Comment
Central Library Areas				
Public Service Areas				
Collection (Books, AV, reference, vertical file, periodicals)	76,041	.14 <i>(i.e. 7 volumes per sf)</i>	10,863	
Computer Workstations	20	35	700	
Reader Seating Space (reading, study, tables, chairs, carrels, lounge)	200	30	6,000	
Café (seats 20)	20	15	300	
Café counter	1	150	150	
Study or Tutorial Rooms	4	165	660	
Program Room with Kitchenette and Storage. Seats 75 theatre style. Needs nearby washroom.	1	1125	1,125	120 for Celtic Colours, swing space
Meeting Room. Sink, counter, storage. Seats 20 theatre style or 10 at tables.	1	500	500	
Children's program room with storage and sink. For 20 children. Opens into children's space...	40	20	800	
Creative Studio	1	500	500	Digital technology, kitchen technology, makerspace
Nova Scotia Collection Room	1	1400	1,400	
Subtotal			22,998	
Public Service Staff Areas				
Service Desk (includes circulation, reference, and information services) with room at 175 sq ft per staff	4	175	700	Need staffing for second floor
Staff Workroom (100 sq ft per staff in the room)	7	100	700	
Branch Manager & Supervisor Office (2 staff)	1	150	150	
Programming Office (2 staff)	1	150	150	
Self-checkout units	2	45	90	
Subtotal			1,790	

Floor Space Needed for Central Library Functions			24,788	
Regional Library Areas				
Administrative Staff Areas				
Regional Librarian	1	150	150	
Senior and Support Staff Offices	5	120	600	
Small Meeting Room	1	300	300	
All-Staff Lounge and Kitchenette (35 sq ft per staff present at one time)	15	35	525	
Staff lockers (for staff without offices)	25	4	100	
Subtotal			1,675	
Technical Services Areas				
Storage Collection	30,000	.10 <i>(i.e. 10 volumes per sf)</i>	3,000	goal for storage, not actual
Headquarters collection (seasonal, processing)	1,849	.10	185	
Bookmobile collection	8,615	.10	862	
IT Room	1	100	100	
Tech Services Processing (people, work counters, book trucks, shelving, flexible communal work space)	1	2000	2,000	
Materials Storage	1	1000	1,000	
Shipping and Receiving	1	300	300	could be part of tech services
Garage	1	800	800	delivery, bookmobile, 2 cars
Subtotal			8,246	
Floor Space Needed for Regional Library Functions			9,921	
Net Assigned Floor Space			34,709	
Non-Assignable Area (30%) of Net <i>(Necessary to support the operation of the library building but not used for library services. Usually 25 - 30% of net, can be adjusted as the building program is refined.)</i>			10,413	
Total Estimated Total Gross Floor Area			45,122	

Appendix G – Analysis of Energy Costs on 45,000 GSF Building

The analysis on the following pages was provided by Mr. Tom Watson of CBCL Engineering. Mr. Watson was the Mechanical Engineer for the Halifax Public Library.