Township of Russell Public Library
Facility Model Study

Final Report

May 30, 2005

Ms. Claire Dionne
CEO
Township of Russell Public Library
2-717 Notre Dame
Embrun, Ontario
K0A 1W1

RE: TOWNSHIP OF RUSSELL PUBLIC LIBRARY
FACILITY MODEL STUDY

Dear Ms. Dionne:

We are pleased to provide the attached report outlining future facility requirements and a preferred facility model for the Township of Russell Public Library.

This study identifies the need for a considerable expansion in library space, both currently and in the future as your population grows. Further, we have recommended that the existing two-branch library system be replaced with a single library located and programmed to serve the entire community.

It has been a pleasure working with the Township of Russell Public Library Board and staff on this project. I trust the results will be a useful guide for the future development of library services in your community.

Sincerely,

Jim Morgenstern, MCIP, RPP
Principal

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1.0 Introduction

The purpose of this study is to recommend a preferred Facility Model for the Township of Russell Public Library (TRPL). The preferred Facility Model describes:

- The number of libraries required to most effectively serve the TRPL;
- The function or level of service to be provided by the recommended library(ies);
- The size, services, and amenities required to support the function of the recommended library(ies);
- The general location of the recommended library(ies) relative to population centres, and in the context of other planned facilities in the Township;
- A generic space program for the recommended facility(ies).
- An proposed timetable for implementation the study's recommendations.

In the development of the Facility Model we first considered the socio-demographic profile of the Township, the projected growth in population, trends and best practices relevant to new and redeveloped library facilities, the TRPL services relative to established standards/guidelines, and the current service profile for the Embrun and Russell Branches. This descriptive information was compiled in a background report entitled *Township of Russell Public Library Facility Model Study, Planning Context Report*.

The study process began with a review of background reports and documents relevant to library planning in the municipality. During the development of the Planning Context Report, interviews were held with the TRPL Board Members, staff, and other stakeholders, to identify key study issues, describe limitations and constraints with existing library services, and identify future opportunities. A workshop was then held with the Library Board and staff to review the Planning Context Report findings, identify preliminary options for a preferred Facility Model, discuss evaluation criteria, and confirm planning assumptions.

The Final Report builds on the previous library planning work conducted by the TRPL, as well as the Municipality's Strategic Plan and Master Plan. The Facility Model Study should be considered a high level planning study. As such, there are a number of issues that have not been addressed within the scope of this study and will require further investigation, including a detailed site assessment and a design study to support new construction. Nonetheless, the recommended Facility Model will serve as a guide for future decision-making. The steps required to implement the Facility Model are described in Chapter 6.0 of this Report.

2.0   Factors Affecting the Assessment of Options

The assessment of Facility Model options first considered population and socio-demographic characteristics, the projected population growth for the Township, trends and best practices in modern library design and development, the service profile of the Russell and Embrun branches, ARUPLO[1] guidelines for rural libraries, and an assessment of future library space needs. These factors are discussed in this chapter.

2.1   Population and Socio-Demographic Characteristics

Population and socio-demographic characteristics relevant to this study are profiled in this section based on Statistics Canada 2001 Community Profiles, and other information provided by the Township of Russell and the United Counties of Prescott and Russell. The Township of Russell is situated roughly 30 minutes southeast of Ottawa within the United Counties of Prescott and Russell, as indicated in Figure 2.1. It consists of 4 main communities: Embrun, Russell, Limoges and Marionville.

**Figure 2.1: Location of Russell Township within the
United Counties of Prescott and Russell**
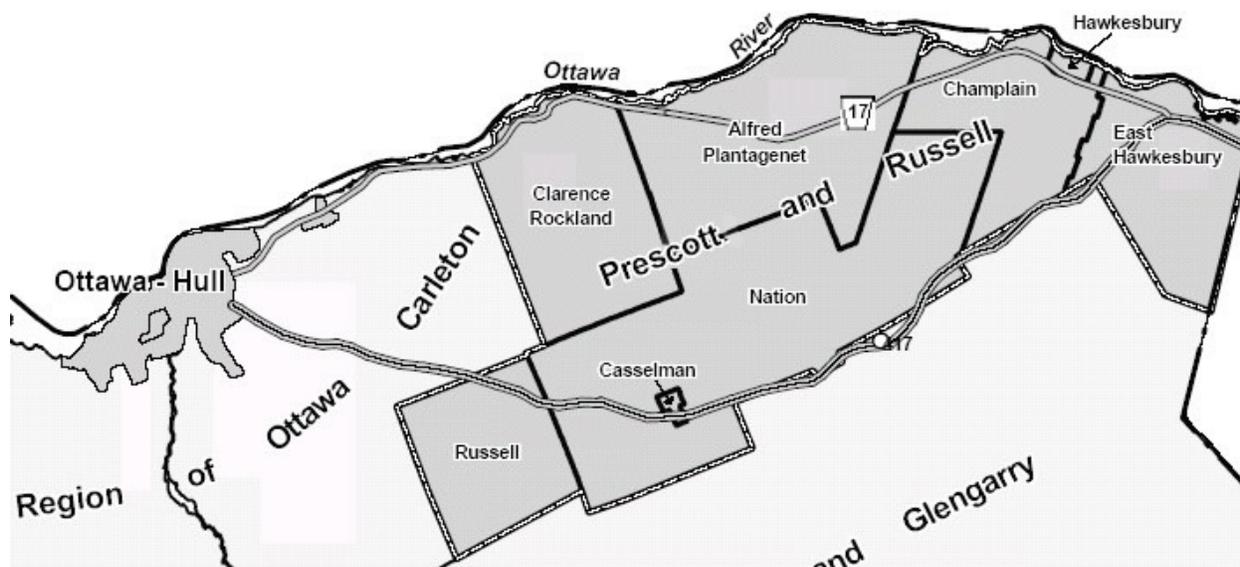
Source: United Counties of Prescott and Russell, Official Plan, United Counties of Prescott and Russell Planning and Development Department, 1999.

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[1] Administrators of Rural/Urban Public Libraries of Ontario.

2.1.1 Population Characteristics

Continued population growth is forecasted for the Township of Russell as indicated in Table 2.1 and Figure 2.2. Between 1996 and 2001, the population of the Township of Russell increased by 4.5 percent, from 11,877 persons to 12,412 compared to 6.1 percent for the Province as a whole over the same period.

Population growth scenarios developed in support of the Township's Master Plan[2] and approved by Council include the following projections.

- Existing 2003 population is 13,435;
- 2003-2008 growth projection is 4% per year;
- 2008-2023 growth projection is 2.5% per year.

Based on these projections, the population of the Township of Russell will be 23,673 in 2023, as shown in Table 2.1 below:

Table 2.1: Historic and Projected Population Growth (1996-2023)

Year	1996	2001	2003	2008	2013	2018	2023
Total Population	11,877	12,412	13,435	16,345	18,494	20,924	23,673

Source: 1996 and 2001 figures based on Statistics Canada Census.
Figures for beyond 2001 are based on population projections prepared by Stantec in support of the Township of Russell Master Plan Process, Phases 1-2, 2005.

Figure 2.2: Historic and Projected Population Growth

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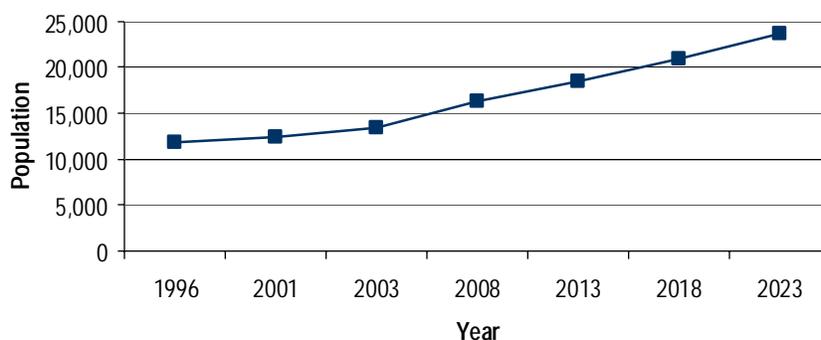
[2] Projections developed by Stantec, Township of Russell Master Plan-Phases 1&2, 2005, Draft Report Executive Summary, pg. 3.

2.1.2 Age Distribution

Between 1996 and 2001, the age categories in Russell Township's population experiencing the greatest increases were the 55-64 and the 15-19 age cohorts. In 2001, the population's median age was 35.5, slightly lower than for the Province overall. There was also a higher proportion of the population in the 0-4, 5-14, and 15-19 age categories in Russell Township, and a lower proportion in the categories over 55 years of age, compared to the Province overall.

Table 2.2: Population Age Distribution					
	Township of Russell				**Ontario**
Age Group	**1996**	**2001**	**2001(%)**	**%Change (1996-2001)**	**2001(%)**
0-4	965	820	6.6%	-15.0%	5.90%
5-14	2335	2240	18.0%	-4.1%	13.70%
15-19	845	1060	8.5%	25.4%	6.70%
20-24	505	590	4.8%	16.8%	6.30%
25-54	5790	5885	47.4%	1.6%	45.20%
55-64	655	895	7.2%	36.6%	9.30%
65-74	455	530	4.3%	16.5%	7.20%
75 and over	330	395	3.2%	19.7%	5.70%
Total Population	11,880	12,415	100%	4.5%	100%

Source: Statistics Canada, 1996 & 2001

Increasing absolute numbers of families with young children will have implications for the future of library services in the Township, as will the general trend towards the aging of the population over time. Library collections and services will have to be relevant and accessible to all segments of the population.

2.1.3 Education and Income

Research[3] has shown a positive correlation between educational attainment, higher income, and library utilization. Statistics Canada Census data for 2001 is used below to show how the Township of Russell compares to the Province on these two indicators.

As indicated in Table 2.3 below, 9% of the population aged 15 years and older in the Township of Russell attended school full-time compared to 11.6% for the Province overall. The proportion of residents in the Township with a college certificate, diploma, or degree was higher in the younger age categories (20 to 34 and 35 to 44) when compared to the Province as a whole; however the number of residents with a university education was proportionately lower than the Province overall. The Township's population has become more highly educated overall, as demonstrated by the rise in post-secondary educational attainment from a decade earlier. This change may affect reader interests and preferences and will likely place increasing service demands on the TRPL.

Table 2.3: Selected Education Level Indicators		
	Township of Russell 2001	Ontario 2001
% of the population 15 years and over attending school full-time	9.0%	11.6%
% of the population aged 20-34 with:		
a college certificate or diploma	29.4%	19.5%
a university certificate, diploma, or degree	16.7%	25.7%
% of the population aged 35 to 44 with:		
a college certificate or diploma	27.4%	21.2%
a university certificate, diploma, or degree	18.4%	24.3%
% of the population aged 45 to 64 with:		
a college certificate or diploma	15.3%	16.6%
a university certificate, diploma, or degree	18.9%	21.5%

Source: Statistics Canada, 2001

Income data from Statistics Canada for 2001 shows that the Township of Russell had a higher total income for all persons 15 years of age and over, a higher median family income, and a higher median household income than for the Province as a whole, as indicated in Table 2.4.

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[3] Koontz, Christine. (1997). Library Facility Siting and Location Handbook. Westport, CT: Greenwood Press, p. 96.

Table 2.4: Selected Income Characteristics		
	Township of Russell 2001	**Ontario 2001**
Median total income of persons 15 years of age and over	$32,023	$24,816
Median family income	$74,353	$61,024
Median household income	$71,748	$53,626

Rising income levels in the Township will result in growing expectations and demand for library services.

2.1.4 Language, Immigration and Culture

Based on a total population of 12,265 in 2001, 94% of persons in the Township of Russell were Canadian-born compared to the Provincial figure of 72.3%. Table 2.5 below shows the Township of Russell as being less ethnically diverse than the Province as a whole, with a smaller proportion of its population in 2001 being foreign born or belonging to a visible minority. However, the Township differs from the Province overall due to its bilingual population. The proportion of the population whose first language learned and still understood is English is roughly equivalent to those with a French background. The necessity to serve both linguistic communities will have implications for future library services in the Township, as there will be demand for both French and English collections and services.

Table 2.5: Selected Language, Immigration, and Culture Characteristics		
Characteristic	**Township of Russell (2001)**	**Ontario (2001)**
First Language Learned and Still Understood		
English	48.8%	70.6%
French only	45.7%	4.3%
Both English and French	1.3%	0.3%
Other	4.3%	24.8%
Immigration & Ethnicity		
Canadian-born population	94.0%	72.3%
Foreign-born population	6.0%	26.8%
Visible Minority Population	1.8%	19.0%

Source: Statistics Canada, 2001

Although projections are not available at this time, it can be anticipated that the population of the Township of Russell will be more ethnically diverse as the proportion of immigrants in the greater Ottawa area continues to grow. The Township's total visible minority population doubled from 1996 to 2001. Increasing ethnic diversity will have implications for future library services in the Township, as resources, policies and programs will need to be in place to support newcomers' access to and use of services.

2.1.5 Household and Family Composition

In 2001, Russell Township's population was more likely to include households with children and households with couples compared to the Province as a whole. The median family income was also higher for Russell Township than for the Province overall. A selection of relevant household indicators has been provided in Table 2.6 below. Increasing population, increasing absolute numbers of families with children, and rising household incomes will result in growing demand for library services.

Table 2.6: Selected Household and Family Characteristics				
	1996 Township of Russell	2001 Township of Russell	2001 (%) Township of Russell	2001 Ontario
Total – all private households	3,815	4,040		
Households containing a couple (married or common-law) with children		1,960	48.5%	32.6%
Households containing a couple (married or common-law) without children		1,130	28.0%	27.9%
One-person households		500	12.4%	23.5%
Other household types		450	11.1%	15.9%
Median household income – all households		$71,748		$53,626
Total – number of families	3,270	3,535		
Number of married or common-law families	3,035	2,745	77.7%	84.8%
Median family income – couple families	$68,768*	$78,405		$66,476
Number of lone-parent families	235	370	10.5%	15.2%
Median family income – lone-parent families	$38,051*	$43,198		$33,724

* Average annual income
Source: Statistics Canada, 1996 & 2001

2.1.6 Employment and Industry

In 2001, the Township of Russell had a higher participation rate, a higher employment rate and a lower unemployment rate than the Province as a whole. According to the 2001 Census, 27.2 % (1,935 persons) of the experienced labour force was employed in the service sector (other services) compared to the Provincial average of 18.1 %. 2001 Census participation counts for the Township's other sectors are shown in Table 2.7.

Table 2.7: Selected Labour Force Indicators		
	Township of Russell 2001	**Ontario 2001**
Labour Force Indicators		
Participation rate	76.9%	67.3%
Employment rate	74.8%	63.2%
Unemployment rate	2.8%	6.1%
Total – experienced labour force	**7,040**	**5,992,765**
Agricultural and resource based-industries	4.8%	2.0%
Manufacturing and construction	13.5%	22.0%
Wholesale and retail trade	15.6%	15.9%
Finance and real estate	4.3%	6.7%
Health and education	17.1%	15.1%
Business services	17.2%	19.1%
Other services	27.2%	18.1%

Source: Statistics Canada, 2001

2.2   Library Facility Trends

There exists a considerable volume of relevant literature describing trends and best practices related to library design, development and management. This section of the report briefly summarizes these trends and emerging best practices with implications for new and redeveloped library facilities. The trends discussed here are becoming more apparent in new library design and reflect the evolution of public library service delivery. They respond to increased levels of use, the need to attract new users, enhanced service delivery, and operating efficiencies.

An Environment Conducive to Working, Reading, and Learning: Today's library takes on an expanded role as a *community information and education centre* – a facility designed to accommodate researchers, information-seekers, book browsers, and readers. This requires large, comfortable reading and working areas, an ample supply of Internet workstations, wiring for personal computer use and/or installing wireless Internet connections. Increasingly libraries are providing both private, individual workstations and areas for group study and discussion. In addition, more in-library use has generated demands for on-site "customer services" including food service areas, additional washrooms, telephones, and ATMs – all of which must be fully accessible. Many older libraries were built at a time when users were more likely to simply borrow material for use outside of the library and consequently do not have the amenities associated with a library acting as a community information and education centre.

Operationally Efficient Design: Designing to minimize staff and operational costs, while at the same time contributing to higher levels of customer service, is a strongly stated objective for new library development. Self-checkout, web-site renewals, remote access to catalogues and drive-up book drops are indicative of this trend. In addition, libraries are increasingly designed to be "self-guiding" – through signage, interior design and décor and placement of services. These innovations free staff time for more important professional functions, and for more time "on the floor", thereby encouraging more interaction with library users[4]. Many of these innovations are not easily accommodated in older and multiple-storey library buildings.

Flexibility, Multiple Use and Integration of Technology: Adaptable spaces and furniture and fixtures that accommodate changing technologies are becoming more prevalent. Single floor libraries and modular units are preferred. Interior layout should accommodate changing technology, including communications wiring for telephone and data, and wiring for laptops in seating areas[5]. In addition, multipurpose, flexible design can contribute to community use and satisfaction and enhance revenues when library rooms/spaces can function as an art gallery, recital/performance space, or an upscale rental space[6]. These design objectives are typically difficult to realize in older library facilities with fixed furnishings/features.

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[4] Laser Foundation. Libraries: A Vision. The Public Library Service in 2015. London, England.

[5] Flynn, Larry. June 2001. Open Arms, Open Books: Embracing Its Community, a Library Invites all to Grow. Building Design and Construction, pp. 40-41.

[6] Harrington, Drew. December 2001. Six Trends in Library Design. Library Journal Buyer's Guide, pp. 12-14.

Training Facilities: Support for community social and economic development is increasingly a core function of the library in an information economy that is characterized by rapid change. Skilled staff with the time to train or to arrange training and the facilities to host training courses are demanded. The library increasingly plays a role in supporting small businesses, home-based business, the self-employed and individuals who must continually upgrade skills and search for new careers in a changing marketplace.

Specialized Design Features to Attract the Non-User: Lifestyle and culturally sensitive design features are increasingly adopted to attract non-users. These may be directed to cultural or ethnic minorities in the community or to specific age groups, such as teenagers, children, or seniors. Through age-appropriate furnishings and modules, display colours and attractive features, and appropriate relationships to the materials and technologies of interest, these design features can make specific groups of users feel welcome and at home in the library. The intent is to make the library a comfortable and attractive place for all segments of the community.

User Amenities: Many new libraries will provide comfortable social spaces, seating areas, natural light and amenities such as food services, gas fireplaces, etc. In addition to requiring space, these features must be designed to complement other functional areas of the library and to maximize supervision and security. They are not always easily accommodated in older buildings and there may not be sufficient space in smaller facilities. When combined with educational or recreational facilities, libraries can often share these spaces with the other building components to maximize efficiencies.

Welcoming Relationship to the Community: The relationship of the library to its immediate surroundings is an increasingly important issue. Libraries that are welcoming and have a strong connection to the local community are often connected to or part of a much large public space[7]. The imposing but somewhat isolated civic structures of the past are giving way to community buildings that invite residents to enter and explore the library. This is achieved in part through the relationship with public space but also through the use of glass and natural light, the use of public art, designs and building materials that are familiar and in some cases unique to the community. In addition, the design of modern library facilities is both more cost effective and more pleasant for the library user. Natural light is used to reduce energy costs; interior landscaping and interior design features control noise and contribute to air quality; and, single floor designs result in more efficient operations.

Space Requirements: Most commentators suggest that overall space requirements will increase in the future due to technology and customer service needs as described above. A technology (computer) workstation requires 40-50 sq. ft. compared to the 25-30 required for a reading station. In addition, the need for social gathering space, program areas for adults and children, and amenities such as food service areas, all suggest larger libraries[8]. The requirements for additional public access terminals, working and reading areas, training facilities, user amenities, and civic spaces all point to the need for larger libraries.

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[7] Author Unknown. April, 2003. How to Become a Great Public Space. American Libraries, pp. 72-76.
[8] Boone, Morell. 2002. Library Design – the architect's view. A discussion with Tom Findley. Library Hi-Tech 20(3), pp. 388-292.

Township of Russell Public Library
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Final Report   Factors Affecting the Assessment

Partnerships: Cost effective partnerships, particularly for shared facilities, are well represented in the literature. Individual libraries are expensive to build and maintain. These partnerships begin with a clear understanding and acceptance of the philosophy of the library service delivery model[9]. Partnerships for programming and shared service provision within this framework are increasingly common. In addition, consistent with multi-use facility trends, libraries are frequently partnering to provide a wide range of government services and acting as municipal service centres. Increasingly, libraries are co-locating with other services, both public and private (the commercial and retail sector), and experiencing the synergies these opportunities offer in service delivery[10].

Technology and Library Service Delivery: Technology has changed the way in which core library services are being delivered and will continue to have a major impact on future services. Increasingly, libraries are walking a fine line between under-reacting to these changes, and risking obsolescence, and over-reacting, which could mean abandoning their fundamental vision and eroding their existing audience.[11] While there is agreement in the literature that a balance must be struck with traditional services, the trend to new, technology-based services is apparent. Libraries are offering more services online[12] (and doing so at an accelerating rate), including virtual/digital reference services[13], and electronic databases, and e-books[14]. In most older libraries, space (and resource) limitations prohibit the library from offering a full range of technology-based services to users. Libraries are also using technology to improve customer service. Public libraries that use technology to provide smart and simple innovations are viewed as the "trend-setters". As an example, the professional library literature gives top grades to the libraries with websites that allow registered users to pay fines and place reserves[15]. Some libraries are now providing drive-through computerized drop-off and pick-up services as well[16]. Again, these options are not always feasible at older or smaller branch libraries.

Trend Implications: The trends and best practices outlined above describe library functions and services that are space and facility dependent, recognizing that libraries cannot effectively deliver their services, retain existing users or attract new ones without providing at least the minimum required amount of facility space. Libraries that fail to provide the minimum standard in library space seldom achieve their core service objectives and rarely offer any of the enhanced services or amenities described in this section. These trends also point to operating efficiencies associated with larger, more centralized libraries. Larger, more centralized libraries can offer longer hours of service, larger collections, and enhanced customer services while minimizing operating and staffing costs.

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[9] Rabe, A. 2002. A library in the balance. Scandinavian Public Library Quarterly, 35(1), pp.31-33.
[10] Laser Foundation. Libraries: A Vision, The Public Library Service in 2015. London, England.
[11] Braverman, Barry. 2000. Libraries and theme parks: strange bedfellows. Research Strategies 17, pp. 99-105.
[12] Kibrige, Harry. June 2001. Internet Access in Public Libraries: Results of an End User Target Pilot Study, 1997-2000. Information Technology and Libraries, pp. 113-115.
[13] Smyth, Joanne. March 2003. Virtual Reference Transcript Analysis: A Few Models. Searcher, pp. 26-30.
[14] Walker, Andy. June 16, 2003. Whither e-books? E-books story yet to unfold. Toronto Star, pg. D01.
[15] Author Unknown. Spring/Summer 2002. How Richmond Public Library Used Creative Thinking to Develop A Library for the Future. Ohio Libraries, pp. 12-13.
[16] Flynn, Larry. June 2001. Open Arms, Open Books: Embracing Its Community, a Library Invites all to Grow. Building Design and Construction, pp. 40-41.

2.3 Service Profile – Russell and Embrun Branches

The Township or Russell offers library services from two branches. The Russell Branch is situated in the western portion of the Municipality, on the ground floor of a historical building (former general store). The facility is currently leased, and the lease agreement terminates at the end of 2009. The Embrun Branch is more centrally located, on the ground floor of the municipal building. Each of these branches is open for 41 hours per week, and 5 staff are shared between two branches. The Administrative office, CEO's office, and technical services are located in the Embrun Branch. Approximately 4 kilometres separate the two branches. The ability of these facilities to meet the needs of the Township's growing population is increasingly constrained by lack of available space and other facility-related issues. These will be described further below.

2.3.1 Limitations of Existing Libraries

At a workshop with the Library staff and Board members, participants were asked to comment on the strengths and weaknesses of the Township of Russell's Public Library System as a whole. These considerations, along with other information collected through the study process, are presented below:

Strengths	Weaknesses
• Library resources and services serve both French and English residents well	• Space limitations in both branches limit collections, programs, services, and amenities
	• Facilities are not fully accessible
• Staff are well trained, bilingual, knowledgeable, and welcoming	• Quality of equipment is sub-standard
	• Quality of fixtures and furnishings considered poor
• When taken together, the combined hours of operation of the two libraries are good	• Duplication of services, resources and equipment with two branches results in inefficiencies
• The two branches have a long history of operation in their respective communities and have established strong ties to their local communities	• While the catalogue for both branches is combined, the circulation data is maintained separately
• The Library is well received/well supported	• Branches lack visibility, poor signage, no street presence
• Considering the space limitations, the Library's collection is good	• Lack of natural light for both facilities
• Internet services are above average	• Two branches, one English and one French, contribute to division of the two population groups
• Staff respond quickly and efficiently to information requests	• Two branches requires some duplication and overlap of collections to serve both French and English populations

Building on the strengths and weaknesses associated with the system overall, Library staff and Board members were also asked to comment on the space and service deficiencies of the Russell and Embrun branches. These comments were supplemented with information collected during interviews with library users and other interested parties. The functional limitations of each branch library are presented below:

Russell Branch Library

Major Service Limitations	• Lack of space for collections, programs, services, and amenities
	• Facility not visible, poor signage, no street presence
	• Quality of fixtures (shelving), furniture, and equipment is poor
	• Lack of natural light, poor quality lighting overall
	• Not fully accessible for wheelchairs, strollers
	• Poor quality washrooms
	• Lack of electrical outlets/poor placement of outlets for computer workstations and other equipment
	• Exterior of building in poor condition
	• Lack of insulation results in cold, uncomfortable environment
	• Rodents are a problem
	• Lack of program areas
	• Lack of contained/separate area for children, teens
	• Lack of group workspace or meeting space
Limitations to adequately fulfilling staff functions	• Facility is leased, conditions of lease are less than ideal, and facility improvements are not within the Library's control
	• Lack of a staff lunch room
	• Lack of collection storage
	• Lack of staff workspace
	• Poor working environment for staff, lack of natural light, poor lighting levels

Embrun Branch Library

Major Service Limitations	• Lack of space for collections, programs, services, and amenities
	• Facility not visible, poor signage
	• Quality of fixtures (shelving), furniture, and equipment is poor
	• Lack of workspace, quiet reading areas
	• Lack of program areas
	• Noise is not well contained
	• Lack of space for archives, lack of a contained local history room
	• Lack of separate space for children services, teens services
Limitations to adequately fulfilling staff functions	• Lack of storage
	• Lack of space for technical services
	• Lack of electrical outlets

2.4   Comparison of Library Services with Guidelines

In February of 2005, ARUPLO prepared revised *Guidelines for Rural/Urban Public Library Systems*. These guidelines are intended as a development tool for rural/urban and county libraries, and build on the approach taken in the development of the *Ontario Public Library Guidelines*. While we have used these guidelines in Table 2.8, it should be noted that for some indicators, such as minimum collection and print periodicals, they likely understate requirements in Russell Township because the Library must provide materials in both English and French.

Table 2.8 below compares the ARUPLO guidelines for rural/urban libraries with the TRPL's services in 2003.

Table 2.8: ARUPLO's Guidelines compared to TRPL							
	Large Branch	Medium Branch	Small Branch	Deposit Station	Russell Branch	Embrun Branch	TRPL (system – wide) 2003
Population Served	10-35,000	5-10,000	1-5,000	<1,000	5,000	8,435	13,435
Size(sq.ft. min.)	7-21,000	3-7,000	2.5-3,500	1-2,500	2,100	2,100	4,200
Minimum Collection (Volumes)	30,000	20,000	10,000	7,500	19,000	19,000	38,000
Print Periodicals (Min.)[17]	80-100	40-50	10	-	37	42	74
Annual Circulation (Items)[18]	280,000	80,000	40,000	8,000	40,000	45,000	85,000
Weekly Hours of Operation (Min.)	35-60	25-35	20-25	12	41	41	41
Public Access Computers[19]	6-12	3-6	3	-	5	4	9
Seating (Users)[20]	50-175	25-50	25	5	18	20	38
Staffing (FTEs)	5-17.5	2.5-5	1-2.5	1	2.5	2.5	5

On the basis of total population served, the Russell and Embrun branches should provide services consistent with a medium branch in the hierarchy outlined above. The Russell and Embrun branch fall well short of the recommended guidelines for current library space, user seating, and annual circulation, and approach the guidelines for size of the collection. Both branches exceed the guidelines for weekly hours of operation. These guidelines support the assessment of the branches in Section 2.3 of the report. The majority of the limitations identified were associated with space restrictions.

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[17] ARUPLO Guidelines note that print periodicals may be adjusted according the number of electronic periodicals provided. Minimum of 2,500 electronic periodical titles should be available.

[18] ARUPLO Guidelines state minimum 8,000 circulations per year for a rural/urban branch. OPL guidelines suggest 8 circulations per capita. Both are applied here.

[19] ARUPLO Guidelines state a minimum of 3 public access workstations, and branches serving over 2,500 should have 1 additional workstation per 1,300 pop. Computer workstations should be high speed.

[20] ARUPLO Guidelines state 5 user spaces per 1,000 capita.

2.5 Future Space Requirements

The Russell and Embrun Branch Libraries are each 2,100 sq. ft., for a total of 4,200 sq. ft. for the Township's library system. Applying the Ontario Public Library Guideline of 0.6 sq. ft. of library space per capita, the 2003 population of 13,435 equates to a requirement of approximately 8,060 sq. ft. of library space. The amount of library space required to meet the needs of the current population, therefore, is almost double (3,860 sq. ft. shortfall) what is being provided at the present time.

Assuming the population of the Township grows as projected, the existing shortfall of almost 4,000 sq.ft. of library space will increase. Table 2.9 shows the growing disparity between what is currently being provided and future population needs.

	Projected Population*	Library Space Requirements (0.6 sq. ft./capita)	Library Space Deficit (sq. ft.)*
Table 2.9: Population Change and Library Space Requirements (OPL Guideline)			
2003	13,435	8,061	3,861
2008	16,345	9,807	5,607
2013	18,494	11,096	6,896
2018	20,924	12,554	8,354
2023	23,673	14,204	10,004

*Assuming no change in the existing 4,200 sq.ft. over the 20 year period.

As shown above, by 2018, the population of the Township is projected to be almost 21,000, and by 2023, the population will grow to almost 24,000. The planning timeframe of this study is 15 years, although it would be prudent for the Library to plan for future needs based on the 20-year time horizon, given the steady growth projected to this date. By 2023, the TRPL will require about 14,200 sq. ft. of library space to meet the minimum space requirements for the population.

The ARUPLO Guidelines for rural/urban library systems recommend that for small and medium branches serving less than 10,000 people, a space planning guideline of 0.7 sq. ft./capita should be adopted. Therefore, if library space requirements for the Township are projected on the basis of two small branches as opposed to one, then a space planning guideline of 0.7 sq. ft./capita might be applied. Table 2.10 shows the total library space requirement for the TRPL if a 0.7 sq. ft./capita guideline is used.

Table 2.10: Population Change and Library Space Requirements (ARUPLO Guideline)		
	Projected Population*	Library Space Requirements (0.7 sq. ft./capita)
2003	13,435	9,405
2008	16,345	11,442
2013	18,494	12,946
2018	20,924	14,647
2023	23,673	16,571

Applying a 0.7 sq. ft./capita guideline to the projected population for the Township and assuming a two branch system results in a need for a minimum of 16,571 sq. ft. of library space, divided between two branch libraries. It is interesting to note that the Quebec Library Service recommends a space planning guideline of 1.15[21] sq. ft./capita, although it is noted that in reality, Quebec's libraries rarely achieve this target.

These considerations again reinforce the significant limitations of the existing supply of library space and point to the need for a considerable increase in total library space as the population grows. They also suggest less space would be required in a "one branch" system than in the existing two-branch model. This point is discussed further in Chapter 3.0.

2.6   Other Factors

An important consideration in the assessment of Facility Model options is the ownership of the Russell facility. It was noted earlier that the Russell Branch is currently operating in leased space, and that the lease agreement terminates at the end of 2009. Because the Library does not own the facility, it cannot address any of the existing limitations or make any significant physical changes that would improve service to the public. In addition, the building is not maintained to the satisfaction of the Library and the lease arrangements are not considered cost-effective.

Another important consideration in the assessment of optional Facility Models is a recommendation arising from the Township of Russell Master Plan, 2004. The Master Plan recommends the development of a new recreation complex to replace the two existing arenas (which are approaching the end of their lifespan) in a central location accessible to all Township residents. The new complex may also include an indoor pool to replace the existing outdoor pool in Russell, subject to a feasibility study to confirm demand and facility components. The timeframe for the development of the proposed recreation complex is between 2009 and 2014.

The Russell Township Community Complex Committee, a volunteer organization promoting this recreation complex, recently conducted a survey of Township. A total of 547 households responded to the survey, representing about

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[21] http://www.mcc.gouv.qc.ca/publications/grande_bibliotheque.pdf

13.3% of all households in the Township. When asked to rate their interest in having a recreation complex on a scale of 1 to 10, where 1 represented "not really" and 10 represented "yes, its long overdue", 89.4% responded with a rating from 6 to 10, and 65% responded with a rating of 10. More than half of the respondents (55%) currently use facilities outside of Russell Township; the most common reason cited was "no comparable facilities available in the area". When asked to rate the importance of the location for the proposed recreation complex, using the same scale described above, 94.1% rated the importance of location from 6 to 10. The top responses, in order of frequency of response, were: "Between Embrun and Russell", "Embrun", "Russell", and "anywhere in the Embrun/Russell area". When asked about the kind of facilities people would like to see built in this complex, a "centralized public library" was among the top ten responses, and was the 7th most frequently mentioned response.

The proposed recreation complex, and the demonstrated community support for the facility, present the TRPL a favourable opportunity to explore a facility development partnership for a joint library/recreation complex. The benefits of such an opportunity will be described further in the following chapters.

3.0 Number of Service Points

A key consideration for this study is determining the number of service points (library branches) required to best serve the community. As previously described, the Township or Russell currently offers library services from two small branches. Approximately 4 km separate the libraries. The land in between the two communities is rapidly changing, as new subdivisions are built and services developed to accommodate the rapidly growing population.

In 2000, the Library Board made a decision to close a 3rd branch in the community of Marionville, to reduce costs, redirect resources to the other two branches, and ultimately improve services to the public. The Board's decision to close the TRPL's third service point in 2000 was guided by a number of considerations including effective use of resources. In planning for library services, it is understood that the higher the number of service points, the higher the operational costs. Another important consideration is the trend towards consolidating services at larger, full-service branches, and reducing the number of smaller branches. As described in the revised ARUPLO guidelines, the average size of branch libraries are increasing, and smaller community branches are rarely built below 5,000 sq.ft. Based on recent decisions by the TRPL Board, operating cost considerations, and trends and best practices supporting the provision of larger, not smaller library branches, a Facility Model which involves three small library service points cannot be justified in the Township of Russell, and will not be considered as an option for further evaluation.

Another consideration in the determination of the number of service points is community access. This point will be discussed further in the evaluation of service point alternatives. According to the ARUPLO Guidelines, for basic library services, persons residing in the community are required to drive less than 30 minutes (20 kilometres) to reach the nearest library service point. In our discussions and workshops with Board members, staff and other key informants, it was generally acknowledged that there are no significant access barriers in the Township and that residents could conceivably travel from all parts of the municipality to use a single library facility. A centrally located branch library with convenient road access could be reached within the suggested 30 minute guideline from anywhere within Russell Township. A single branch system is therefore a possibility for the TRPL.

Because services are currently provided from two service points, and given the historic relationships and connection of these branches with their communities, a Facility Model involving a two branch system should be considered for the future of the TRPL. Although a single branch system may be acceptable in terms of community access, it may not achieve *optimum* accessibility for residents, and may not be preferred over a two-branch system by library users. The evaluation of the branch model options that follows will therefore compare the advantages and disadvantages of one service point versus two service points.

3.1 Evaluation of Service Point Options

The evaluation that follows considers the relative advantages and disadvantages of one service point versus two for the TRPL. The evaluation criteria applied in this discussion were reviewed with the TRPL Board and staff during a library-planning workshop.

3.1.1 Capital Cost Comparison

As described earlier, by 2023, the TRPL will require a minimum of about 14,200 sq. ft. of library space, if one service point is provided (applying the 0.6 sq.ft. per capita guideline for larger branches), to meet the needs of the population. For the purposes of this analysis, the average cost per square foot of new library space is estimated at $250.00/gross sq. ft. This cost reflects construction, fitments and furnishing expenditures consistent with development of high quality, modern libraries in Ontario, and does not include professional design fees, property acquisition or moving/relocation costs. Construction costs for a new 14,200 sq. ft. library, therefore, would be approximately $3,550,000 in 2005 dollars. If the new library was developed as a component of a larger multi-purpose facility, there would be capital cost savings associated with the economies of scale resulting from the potential to share common areas, physical plant, programming spaces, visitor amenities, and other components.

A two-library model would result in a minimum requirement of about 16,600 sq.ft. of library space divided between two facilities (applying the 0.7 sq. ft./capita guideline for smaller branches). Construction costs would be in the order of $4,150,000 in 2005 dollars. The average cost per square foot applied in this calculation assumes new construction. If an existing branch was expanded to meet part of this space requirement, then a higher cost per square foot would have to be applied to the new/redeveloped portion, due to the complexities associated with expanding and redeveloping an existing facility.

Based solely on costs for new construction, (and not taking into consideration cost savings associated with a co-location partnership) a single service point for the Township would result in a savings of about $600,000 over a two-service point model.

3.1.2 Operating Cost Comparison

As discussed earlier, incremental increases in operating costs can be expected as additional branches are added to the system. A single service point would involve significant operating efficiencies resulting from the centralization of all services and functions at a single location. Specifically, a single library in Russell Township would allow longer operating hours with fewer customer-service staff than in a two branch system; operating the physical plant would be less expensive at one service point than at two; and the requirements for core infrastructure such as phone systems, copiers, staff computers, etc. would be concentrated with one service point and therefore less expensive. Applying these assumptions to the existing services of the TRPL, the Embrun and Russell branches are currently open 41 hours per week, resulting in a total of 82 staff hours. If services were consolidated at one new service point open 60 hours per week[22], this would equate to 19 additional hours of service per week (additional weekend and evening

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[22] Consistent with ARUPLO guidelines for a large branch.

hours) but would result in 21 fewer operating hours across the entire library system. The result, therefore, is a cost savings of 21 staff hours per week. The savings afforded by this and other efficiencies could be translated to higher levels of programming, new acquisitions, or other customer service improvements, with no increases in overall costs. Based on these considerations, a single service point would be preferred over two-service points.

The comparison above assumes development of new library space. A new centralized library would undoubtedly incorporate the most sustainable design and cost-effective mechanical and electrical systems. These efficiencies would pay dividends in operating costs and may represent greater cost savings over the long term than would be experienced with expanding or redeveloping an existing branch.

3.1.3 Community Support

Any evaluation of alternative service point options must consider the relationships that existing libraries have with their communities. According to library users, staff, and Board members, the two library branches in Russell Township have well-established ties with their respective communities. This is partly because, historically, there have been two linguistic communities co-existing in the Township. Traditionally, the French-speaking population located in the Town of Embrun, while the English-speaking population gravitated towards the Town of Russell. Consequently, the Embrun branch of the TRPL housed a primarily French collection, and the Russell Branch housed a primarily English collection.

Discussions with library users, community representatives, and others indicated that despite the longstanding relationships between the existing branches and their respective communities, most residents would support a single service point between Russell and Embrun if it resulted in improved library services for all Township residents, if the facility was accessible to all users, if services were fully bilingual, and if French and English resources were provided on an equitable basis. Further, many individuals we consulted noted that a single branch would contribute to community cohesion by creating a focal point where the two linguistic groups could come together. Key informants felt the community would <u>not</u> support a single branch in either Embrun or Russell, and a central location was a key factor in determining community support for a single branch option.

3.1.4 Service Excellence Considerations

The trends summarized in the ARUPLO guidelines and those identified in Section 2.2 of the report all support the consolidation of library services at larger facilities. Larger facilities accommodate more work and study space and improved user amenities, and justify the investment in computer workstations or modern technologies such as self-serve checkouts. In addition, larger libraries contribute to more cost effective operations, can more readily accommodate increasingly important service objectives (patron-focussed programming, partnerships with other service providers, community information centres, etc.) and justify longer operating hours. The result is improved customer service with one larger service point instead of two smaller branches for the TRPL.

Staff and Board members we spoke with stressed that regardless of the number of service points provided, French and English materials should be available on an equal basis. Bringing French and English materials together at one centrally located library would reduce duplication and increase accessibility for all residents.

3.1.5 Convenient Access

An important consideration in the assessment of service point options is the ability of each alternative to provide convenient access to library facilities, programs, and service for all Township residents. Convenient access can be understood as safe and convenient access for all users, including children, seniors, cyclists, and pedestrians as well as those who drive to the library. Flexibility and easy access from home, work, and school is also a consideration.

The existing model for Russell Township provides two service points in Russell and Embrun, but the Russell branch is not fully accessible for wheelchairs or strollers, and the library lacks a visible on-street presence. Similarly, the Embrun branch lacks a visible on-street presence, and its location is poorly signed. The primary advantage of having service points in both Russell and Embrun is the convenience for residents in the adjacent neighbourhoods who prefer to walk to the library. Surveys of library patrons across Ontario, however, consistently show that most users drive to the library. Anecdotal evidence collected through this study process supports this finding in Russell Township. Two service points would not necessarily be better than one for users who drive, particularly if one service point was centrally located on a main access road with a high degree of visibility, and if the facility was open more hours during the week.

The ARUPLO guidelines note that "persons residing in community are required to drive less than 30 minutes (20 km) to reach the nearest stationary or mobile public library service outlet". Only 4 kilometres separate the communities of Russell and Embrun, therefore a central location between the two communities would be well within the guidelines for accessibility for all Township residents. There is also a bicycle path linking the communities of Russell and Embrun. If a new library was developed as part of a community complex linked to population centres by a major service road and this bicycle path, it could become a major destination in the Township.

3.1.6 Partnership Opportunities and Other Corporate Objectives

Generally speaking, larger libraries offer the potential to become a major anchor for partners interested in co-locating. Because larger libraries often involve a critical mass of amenities and attract a higher number of users than smaller branches, they are more attractive than small libraries for prospective partners. A larger, single branch of about 15,000 sq. ft., therefore, would be more attractive to potential facility development partners than a smaller branch of 7- 8,000 sq. ft.

As noted earlier, the potential for the TRPL to partner with the Recreation Department in the development of a joint library/recreation complex provides an excellent opportunity for both parties. Such a partnership would result in capital and operating cost savings, would result in enhanced services for facility users, and would provide the Township with a community focal point which in turn could become a catalyst for community economic development. Given that the proposed location for the Complex is between Embrun and Russell, the partnership opportunity accommodates a single service point.

3.1.7 Implementation Feasibility

Implementation feasibility considers the timing of decisions affecting the TRPL and the timing of other proposals and plans within the Township. It also considers the relative ability of each of the options to correct the space and service deficiencies within a reasonable timeframe, or as required by population growth.

The timing of the lease renewal at the Russell branch is perhaps the most pressing issue impacting on this study. The Board has indicated that this lease will not be renewed, recognizing the limitations of the existing facility and the restrictions placed on the Library's ability to improve services at this location. Another factor affecting the study is the relationship of the Embrun branch to its adjacent municipal offices. Representatives we spoke with during the study process indicated that in the future, there might be demand by the Township to expand municipal offices into the space currently occupied by the Library, therefore it is uncertain whether or not the Township would approve of any expansion of the Embrun branch on this site. Considering the future of the Library, then, a two-service point model may require the selection of new sites for both the Embrun and the Russell branches. This would be a time-consuming undertaking and could result in considerable disruption of service to users.

The partnership opportunity described in section 3.1.6 represents a feasible option for the implementation of one service point. Fortunately, the proposed timing of recreation complex's development (2008 to 2015), coincides with the timeline imposed by the lease termination for the Russell branch. Assuming the joint facility could be implemented closer to the beginning of the proposed timeframe, the public's library needs would be satisfied without unnecessary disruption of service. An option would be to develop the library as an initial phase of the recreation complex.

3.1.8 Conclusion on the Number of Service Points

Based on the considerations noted above, the preferred option for the TRPL involves concentrating the required amount of library space (14,200 sq. ft.) at one service point. The one service point option represents the best balance between cost, access, and community preference. It also provides the greatest potential for co-location partnerships. The ability of the library to implement the one service point option in the timeframe required by the TRPL and consistent with other proposed projects in the Township is also an advantage.

4.0 Recommendation

The preferred option for meeting the Township's library needs to 2023 is to develop a single branch in association with the proposed recreation complex.

> **Recommendation:** Proceed with the development of a new 14,200 sq. ft. library as part of a joint library/recreation complex at a central location between the communities of Russell and Embrun.

In Chapter 3 we discussed the capital and operating cost savings and customer service benefits associated with developing a joint library/recreation complex. If this complex was located centrally between the two communities of Russell and Embrun, accessibility for facility users would be maximized. Discussions with staff, users and Board members yielded no significant barriers to accessing such a facility from anywhere within the Township. Linking this facility to the existing bicycle path between the two communities would enhance access and contribute to the creation of a community focal point. A joint library/recreation facility would benefit from joint marketing, would likely experience greater visibility and a higher profile than a stand-alone facility, would likely experience higher levels of use than a stand-alone facility.

The preferred option for the future of library services, therefore, is to develop a joint library/recreation complex at a central location between the communities of Russell and Embrun. As described earlier in this report, the TRPL will require a minimum of 14,200 sq.ft. of space to serve the Township's library needs until 2023. If developed as part of a complex, the library could share spaces such as meeting/program rooms, common areas, food services, physical plant and general storage areas with the recreation centre, reducing the overall space needs by about 1,000 sq. ft. Ideally, the library's development would proceed concurrently with that of the recreation complex and the two would share the same building envelope. If, for whatever reason, the timing of the recreation complex is delayed, the library could still proceed with construction and the recreation components could be phased in at a later date. A less preferred but still viable option would see the library built as a separate facility sharing the same site as the recreation complex. This option would not benefit from the economies of scale associated with a shared facility, but would be preferable to developing a stand-alone library at a different location.

Fallback Option:
Despite considerable community support for the recreation complex (as demonstrated through the community survey conducted by a voluntary organization), the timing of its development is uncertain. Council support and commitment is required to move forward, and more planning is required to confirm the viability of the recommended components and the preferred site. Should the recreation complex project not proceed for whatever reason, the TRPL will still have to move forward with enhancement of library services in the near future, in large part because of the termination of the lease in Russell. A single service point was preferred over providing two service points in the evaluation of alternative options presented in Chapter 3. Therefore, a stand-alone library developed between the communities of Russell and Embrun is still strongly supported, even if it is not possible to locate the library with the proposed

recreation complex. We assume a site between Russell and Embrun could be identified for the facility. This stand-alone facility should be, at minimum, 14,200 sq. ft., to meet the community's library needs to 2023.

Other Scenarios:

Over the course of this study, there has been some discussion of meeting future library needs by focusing on a single service point in either Russell or Embrun. Two scenarios were put forward: 1) build a new library as part of a planned secondary school in Russell, or 2) expand the existing Embrun Branch to 14,200 sq. ft.

As noted in our earlier discussion, based solely on guidelines concerning acceptable travel times, a location in either Russell or Embrun would be acceptable. However, given the strong attachment of local residents to each community and the significant linguistic differences, a single library located in either community would likely not be as well used as either the current model or a library located between the communities. Furthermore, as described earlier, key informants unanimously agreed that the community would <u>not</u> support a single service point in either Russell or Embrun. Given the community opposition to this model it would be difficult to raise funds and consolidate sufficient community support to win approvals for a major library expansion. We expect the project would not be implemented in the short term, and as noted earlier, Russell Township is already very deficient in total library space and any delay in expanding facilities would be a problem. In addition to the lack of community support, there appear to be limitations associated with both of the proposals that have been put forward for libraries in Russell and Embrun.

Developing a new public library as a component of the new secondary school in Russell would likely further restrict use by French language patrons due to a location that is removed from Embrun area users and the real or perceived constraints of using a library in the English high school. Furthermore, while experience in Ontario indicates that combined public-secondary school libraries can be successful and cost-effective, this is only the case if appropriately designed, operated and financed. A pre-requisite for a successful partnership is a significant financial contribution from both parties. The purpose of entering into the agreement is to combine the resources of the school and public library for their mutual benefit. The Board should be providing built space as well as materials as they would in a secondary school where the library was not shared with the general community. The Board of Education therefore would need to commit capital funds as well as resources for staff and materials. Further, the most appropriate management model is one where the Public Library Board operates the library and the school board contributes funds through a purchase of service agreement. Finally, joint facilities require specialized design to create functional areas where students and the general public can use the library without conflict. To the best of our knowledge these considerations were not reflected in the proposal for a combined library in Russell.

An expansion/redevelopment of the existing Embrun branch may be a problem if there is pressure in the future to use the current library space and the surrounding property to expand municipal offices. Even if library space was not required for other purposes, opportunities to improve operating efficiencies or integrate new/enhanced technologies would be limited at this site. The reuse of the existing municipal offices for library functions would be problematic and could not achieve the operating or functional objectives of new design.

5.0 Space Program

The following space program has been developed for a Township-serving library, serving an ultimate population of 23,673, (projected population to 2023). It is based on a minimum space requirement of 14,200 gross sq. ft (applying 0.6 sq.ft. per capita), the customer service and staff needs of the TRPL, and generally accepted design guidelines for the division of spaces and resources in a rural/urban library facility. The space program presented below should be considered preliminary, to be confirmed through detailed architectural design of the proposed facility.

We would note that a library developed as a component of a joint library/recreation complex could reduce overall space needs through shared components. Sharing components with the recreation complex could result in a reduction of about 1,000 sq. ft. with no loss in service. Specifically, the space program presented below could be reduced by about of 350 sq. ft. for shared common areas, about 500 sq. ft. for shared programming space, and about 150 sq. ft. for shared mechanical/ maintenance and general storage areas. The reduction of about 1,000 sq. ft. would equate to a savings of approximately $250,000 in construction costs (2005 dollars) and over $300,000 in total project costs.

Table 5.0: Space Program for a New Township-Serving Library	
Service Areas	**Net Sq. Ft.**
A **Main Entry**	
▪ Lobby / Reception ▪ Display Space ▪ Circulation Desk ▪ Food Service	
Subtotal	**700**
B **Adult / Youth Services – Collection**	
▪ Books ▪ Video / DVD / CD ▪ Journals / Periodicals	
Subtotal	**2,700**
C **Adult / Youth Services – Other**	
▪ Seating / Seating/Working Areas ▪ Youth Lounge ▪ Training/Computer Work Stations ▪ Staff Support / Work Station	1,200 250 450 150
Subtotal	**2,050**
D **Children's Services – Collection**	
▪ Books / Display Areas ▪ Video / DVD / CD ▪ Children's Journals/Periodicals	
Subtotal	**1,475**

Table 5.0: Space Program for a New Township-Serving Library	
Service Areas	**Net Sq. Ft.**
E **Children's Services – Other**	
▪ Seating/Play Areas	250
▪ Children's Program Areas	250
▪ Computer Work Stations	100
▪ Staff Support / Work Station	125
Subtotal	**725**
F **Other Public Library Space**	
▪ Local History & Government Documents	300
▪ Meeting Room /Program Areas	500
Subtotal	**800**
G **Administration / Staff Areas**	
▪ Staff Offices	750
▪ Technical Services/Workroom	1,000
▪ Shipping/Receiving/Collection Storage	550
▪ Staff Lounge/Kitchen	300
Subtotal	**2,600**
H **Building Services / Support Areas**	
▪ Public Washrooms	300
▪ Mechanical / Electrical / Maintenance	300
▪ General Storage	200
Subtotal	**800**
Total – All Areas Net	**11,850**
	$\simeq$ **14,220 Gross sq. ft.**

The space program presented above represents significant improvements over the TRPL's existing branches. The major improvements include increased space for seating and working, dedicated program and service areas for children and youth, specialized spaces associated with a local history/government documents room, and increased space for staff functions including more office space, technical work space, and a dedicated staff lounge and kitchen.

6.0 Implementation

As discussed in this report, the TRPL's ability to adequately serve the public is constrained by the lack of space in its existing branches. In addition, as the population of the Township grows, the existing shortfall of almost 4,000 sq. ft. of library space will increase. This report identifies the development of a new Township-serving library as part of a joint library/recreation complex at a central location between the communities of Russell and Embrun as the preferred option for meeting future library needs. Recognizing the current disparity between required and existing library space, planning for this new joint facility should proceed immediately.

A number of relevant considerations, including a detailed site evaluation, an architectural design for the joint library/recreation complex, accurate projections of capital and operating costs, and a detailed partnership agreement are not within the scope of this study. These tasks will need to be considered more fully prior to facility development. Table 6.1 identifies these tasks and proposes a general timeline for implementation. Some tasks can be undertaken immediately (2005-2006). Assuming an opening date in the Fall of 2009 to coincide with the end of the Russell Branch lease, detailed design would have to start no later than June 2007 and construction in April 2008 (assuming roughly 10 months for detailed design and 18 months for construction). Meeting this schedule will largely depend on the Board's ability to secure support for implementation, negotiate a partnership agreement, and assemble the necessary resources to proceed with construction.

Table 6.1: Implementation Strategy			
Steps	**Timing**	**Tasks**	**Discussion**
Board Approval	2005-06	- **Board review and acceptance** of report recommendation - Council approval of recommendation and agreement in principle to proceed with planning	- Implementation can proceed as soon as Board provides authorization
Detailed Library Planning Studies	2005-06	- Additional work is required to **confirm the space program and capital and operating costs** for the proposed library	- These studies could be done with the feasibility study for the recreation complex
Confirmation of Possible Involvement with Community Complex	2005-06	- **Initiate discussions surrounding a partnership agreement** for joint library/recreation complex development, and, if applicable, begin drafting an agreement	- The proposed joint development may affect priorities and timing of implementation. Should the joint development fall through, proceed with implementation of stand-alone library

Table 6.1: Implementation Strategy			
Steps	**Timing**	**Tasks**	**Discussion**
Site Selection for joint Library/Recreation Complex	2006-07	- **Implement site selection process**. Develop site selection criteria - Develop list of possible sites between Russell and Embrun - Apply site selection criteria and evaluate alternate sites - Recommend preferred site for the joint library/recreation complex	- Site selection would be concentrated on the corridor between Russell and Embrun - The site selection process should include a thorough investigation of site requirements for the joint facility
Steering Committee Development	2006-07	- **Establish steering committee** (or equivalent) to proceed with implementation. Sub committees may include coordination with the community recreation complex, siting, fundraising, communications, design and construction, staffing and operations, and others, as appropriate	- Will involve Library Board and key Library staff, may involve Councillors and other Township staff, as appropriate
Building and Finance Program, Joint Library/Recreation Complex	2007	- **Prepare funding program**. Identify funding targets and funding strategy, including anticipated commitments from the municipality and other sources. Investigate possible grants. Confirm partnership contributions of all parties contributing to the development. Prepare fund-raising strategy (may be done in consultation with a professional fund-raiser) - **Retain architects**. Prepare expression of Interest and RFP to select architects (and associated professionals) for detailed building program and facility design. Finalize operating agreement	
Construction, Joint Library/Recreation Complex	2007-08	- Depending on construction management process chosen (design/build or other) identify project manager, document construction process and **proceed with construction** - **Develop operating plan for Library** Develop staffing, management structure, operational procedures and job specifications for staffing the new library	
Transition and Decommissioning Plan	2008-09	- **Prepare transition plan** to transfer staff and resources from existing Branches to new Township-serving Library - **Prepare decommissioning plan** for Russell and Embrun Branches	- Decommissioning of Russell Branch should proceed first, given location of staff offices at Embrun Branch and considering the termination of the Russell lease. Exploration of alternative uses of Embrun Branch should be undertaken by the municipality concurrent with the Branch's decommissioning