



Special Committee of the Whole

October 18, 2022

4:30pm

Council Chambers, Town Hall

359 Main Street

Agenda

1. Agenda Approval

2. Public Input / Question Period

PLEASE NOTE:

- Public Participation is limited to 30 minutes
- Each Person is limited to 3 minutes and may return to speak once, for 1 minute, if time permits within the total 30-minute period
- Questions or comments are to be directed to the Chair
- Comments and questions that relate to personnel, current or potential litigation issues, or planning issues for which a public hearing has already occurred, but no decision has been made by Council, will not be answered.

3. Library/Town Hall/Parking Management

4. Public Input / Question Period

5. Regular Meeting Adjourned

REQUEST FOR DECISION 064-2022

Title: Library/Town Hall Siting Study – follow-up

Date: 2022-10-18

Departments: Planning & Economic Development



SUMMARY

Library and Town Hall Siting Study – Follow-up Report

Staff and consultants have completed further work on the siting of a new, co-located Library and Town Hall facility. This report primarily focuses on questions from Council that emerged from the April 5, 2022 Library/Town Hall meeting. Questions from Council were related to: **Flood Risk, Traffic, Parking, and Project Costing.**

It is important to review the April 5, 2022 Council package (link below) as this report builds on that and previous work to-date.

Staff continue to recommend the locating the new Town Hall/Library facility at 359 Main Street – the existing Town Hall and Fire Hall site – primarily based on site elevations above seal level and the uncertainty of future climate conditions / flood risk / hurricanes / storms / etc.

The report includes:

- Flood Risk Site Assessment by CBCL Engineers
- Transportation Analysis by Fathom Studios Traffic Engineer
- Parking Analysis
- Costing Information
- Recommendation and Next Steps

DRAFT MOTION:

That Council direct Staff to proceed with the planning of a co-located Town Hall and Library at the existing Town Hall site, 359 Main Street, and continue with next steps as outlined in this report.

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1) CAO COMMENTS

The CAO supports the recommendation of staff.

2) LEGISLATIVE AUTHORITY

The Municipal Government Act enables Municipalities to plan, build and manage facilities.

3) STAFF RECOMMENDATION

Staff recommend that Council make a decision to site the Library and Town Hall at the existing Town Hall Site – 359 Main Street – primarily based on the elevation difference between the 2 sites above sea level and future flood risk potential (see attached letter from CBCL Engineering consultants).

4) REFERENCES AND ATTACHMENTS

1. Flood Risk Site Assessment (CBCL 2022) – attached
2. Traffic Analysis (Fathom Studio 2022) – attached
3. Library Needs Assessment (Library Working Group 2020) – attached
4. Library and Town Hall Siting Study (Fathom Studios 2022)
5. Wolfville Flood Risk Study (CBCL 2021)
6. Library/Town Hall Information Report to Council (February 2022)
7. RFD 040-2018: Parking Management (parking report still largely relevant today)

5) DISCUSSION

Introduction

Coming out of our last Library/Town Hall siting session – specific pieces of information were requested from Council related to: Flood Risk, Traffic, Parking, and Costing.

The 2020 Needs Assessment (attached) speaks to both the vision of an enhanced Library in Wolfville and the potential benefits a contemporary facility could bring to the Town. The current Town Hall was also budgeted in our 10-year Capital Plan for renewal. With accessibility, service and space issues and obvious synergies between the facilities, it was decided to bring the projects together.

The Town Hall/Library process to-date:

1. The previous Council adopted a Library Needs Assessment developed by a working group appointed by Council (February 2020). Recommendations from the Needs Assessment were also supported by Council to move forward (2020). This report is attached.

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2. The Library Needs Assessment was used to inform a placeholder/estimate amount for a new Library in our 10-year Capital Budget (\$2.6 million estimate with Council looking at what year this would happen through our ongoing budget deliberations).
3. Conversations on the future of Town Hall progressed (2020-21) and consideration of a combined Town Hall and Library (co-located) continued – this option was only briefly mentioned in the Library Needs Assessment. A new or renovated Town Hall is in the Town’s 10-year Capital Budget (\$3.0 million estimate with Council looking at what year this would happen through our budget deliberations). The Fire Hall moving out of the downtown has informed discussions and is an ongoing initiative with the County. During the Needs Assessment process, this information was not known.
4. Council adopted a Flood Risk Study prepared by CBCL Consultants – that provides much more detailed flood risk information than we had previously (February 2021) and provides context for facility investment.
5. Council held a workshop with consultants to discuss a path forward on Town Hall and the Library projects on July 14, 2021. Coming out of this workshop, co-locating the facilities was desirable.
6. The Town’s Management team discussed the needs of a new or renovated Town Hall with consultants (September 8, 2021).
7. Council held a workshop with consultants to discuss precedents and examples from other locations and the pros and cons of both the Town Hall site and the existing Library site for a new combined facility (December 1, 2021). Scaled models were created on the sites to illustrate space implications.
8. Staff and consultants presented a package at the April 2022 Committee of the Whole to go through work-to-date and look to finalize a siting decision for the co-located facility. Staff also presented new population projections (prepared by Turner Drake) to inform this update.
9. Staff have worked on answering questions coming out of the April 2022 meeting – including acquiring technical siting considerations from subject matter experts for Council’s benefit.

The only immediate next step being recommended at this point – if a site is selected – is just simply a marketing document to start a fundraising campaign and to raise awareness. This would involve a basic illustrated concept on the chosen site and some high-level information – to be updated as the process moves forward. Outside of this, Staff are recommending to work on and issue a Request for Proposals – reviewed by Council so everyone is on the same page – to outline how a consulting team would work

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through the detailed library and town hall planning, public consultation, and costing so we can have a project ready to meet the 2026-27 budget timeline. It is anticipated the RFP could be issued in the late winter/spring of 2023 with an 8-12 month timeline to complete the work likely.

Flood Risk

Staff have had a letter (attached) prepared by CBCL Engineering consultants to provide a siting recommendation based on the detailed flood risk study prepared for the Town in 2021 (the full study is also included as a reference to this report).

The essence of the issue is that the existing Town Hall site is at a higher elevation above sea level than the existing library site. Given the various unknowns around our changing climate and seal level rise – it is recommended by CBCL that the existing Town Hall site be utilized, to better mitigate risk into the future. The CBCL letter states:

CBCL Siting Recommendation

Based on this context, it is considered that the Town Hall site would be a safer location to bring people together for a development that is to last into the future. Across the country, development is moving further inland to adapt to growing risks of flooding related to climate change³, and the selection of the Town Hall site would be consistent with this approach.

The image below shows the potential tidal flooding risk exposure at the 2 sites, based on the CBCL study. There is a ~3m elevation difference with the Town Hall site being above the worst-case 10m tidal flooding scenario. The April 2022 report (referenced above) provides additional summary information on flood risk.

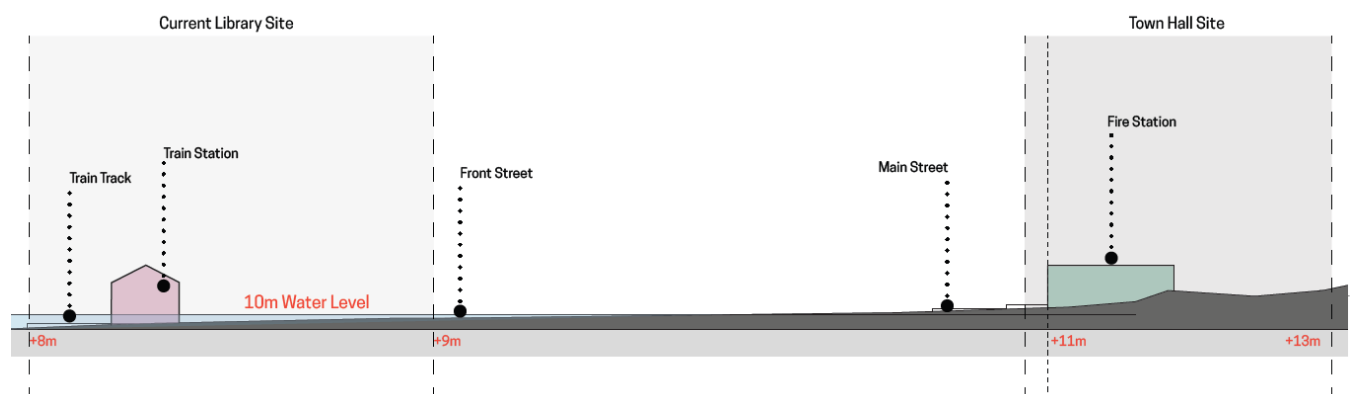


Figure 1 – Flood Risk elevation profile based on 2021 CBCL Flood Risk Study

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It should also be noted that the Province has been working on the [Coastal Protection Act](#) for a number of years, emphasizing the importance of flood risk along our coast lines. The Provincial Statement of Interest from the *Municipal Government Act* concerning flood risk should also be kept in mind:



STATEMENT 2: FLOOD RISK AREAS

GOAL: To protect public safety and property and to reduce the requirement for flood control works and flood damage restoration in Flood Risk Areas by restricting exposure to flood risk.

Our [Municipal Planning Strategy](#) (MPS) also has policies related to the siting of facilities in flood prone areas. Part 4 of the MPS contains the following policy statements:

1. To recognize climate changes jeopardize the future of our planet and creates generational inequities.
2. To prioritize Climate Change adaptation and mitigation in the Town's Capital and Operating Plans.
8. To recognize the Town's reliance on the dykes and other barriers as a means of flood protection and to study and monitor flood risk into the future.
9. To acknowledge there will always be residual risk of coastal water levels being above the design event and exceeding the top of the dykes and that future work will be required to manage those risks through mechanisms such as a flood warning system (and/or other measures) where an emergency response plan would be triggered.

Transportation Related Analysis

A letter was prepared by a Transportation Engineer from Fathom Studios (Roger Boychuk) who also provided analysis on the 4-way intersection to the Town recently. The letter is attached. The conclusion provided by the Engineer from a transportation perspective states:

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“While both sites have some minor advantages and disadvantages ... there does not appear to be a clear advantage to either site.”

Staff concur with the conclusion that the siting of this facility at either site can handle transportation related changes with appropriate design and engineering interventions. This will be an important part of the detailed design process.

Parking Analysis

The Big (PARKING) Picture

Over the last 5 years Staff have been looking to better manage the Town’s parking situation. In general, the core area of the Town needs to be looked at as a single parking system where people may not be able to park directly in front of their destination (given our historic built form and street network) and “park and walk” is a reality. In 2018, a comprehensive report and discussion was delivered to Council (see [RFD 040-2018](#) referenced above). The “level of service” as we measured at the time was summarized as follows:

- A parking stall can be found, on average, within a 2 minute walk (160m) of any Core area destination – depending on how much time is required (e.g. all day parking or not).
- A parking stall can definitely be found, on average, within a 5 minute walk of any core area destination.
- At any given time during the weekday period, from 9am to 5pm, drivers can access an average of 164 spaces anywhere within the four sections of the Core Area.

The 2018 report remains largely relevant from a macro parking perspective and should be reviewed to have a better understanding of our overall parking management situation. Staff believe there is very little difference in level of service or other issues outlined. A few updates and key take-aways are provided here.

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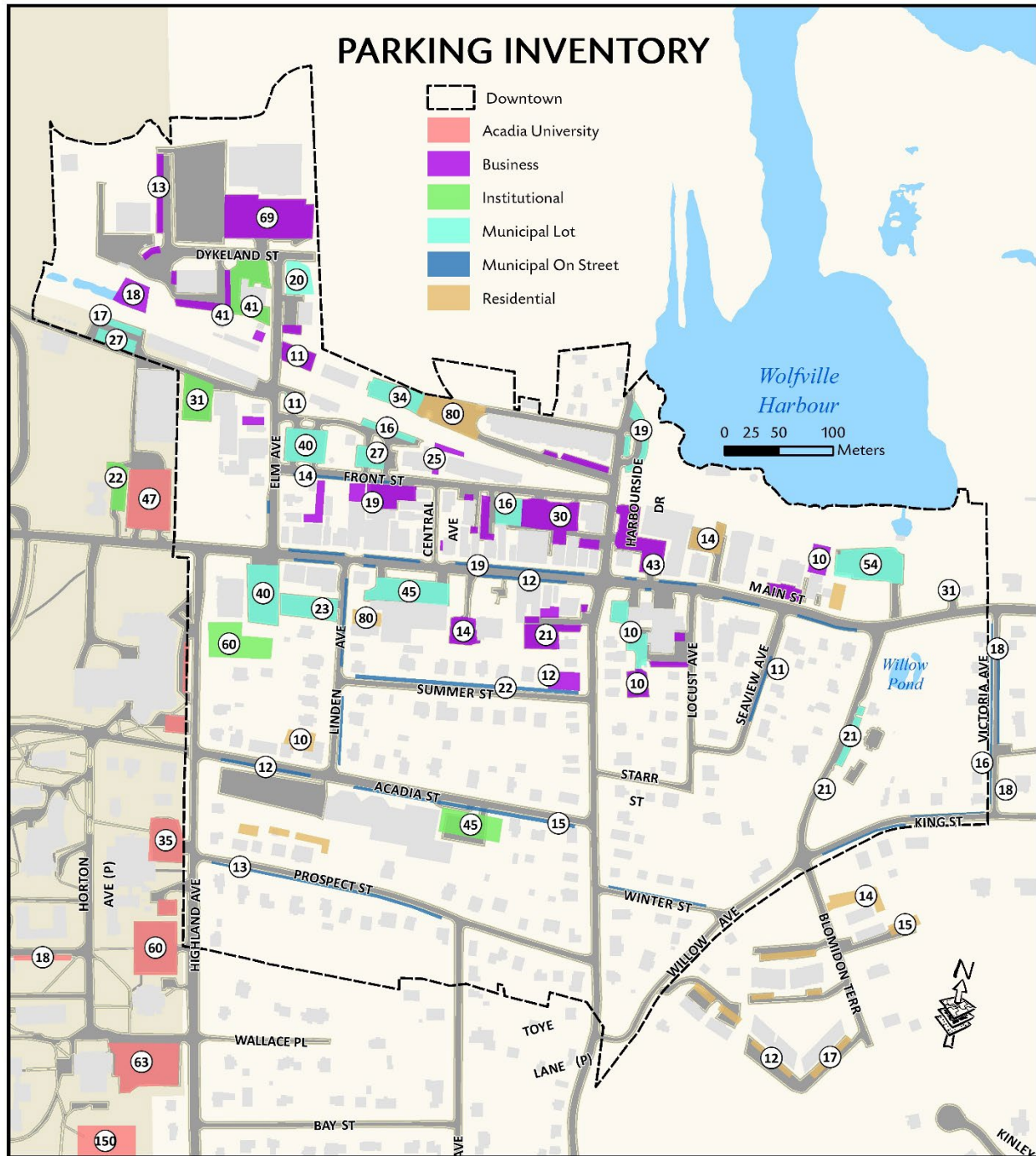


Figure 2 – Parking Inventory Map (numbers in circles represent number of parking stalls)

- There are approximately 739 private parking stalls in the Core Commercial and Neighbourhood area. 328 stalls are business, 208 institutional and 203 residential.

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- There are over 1,408 parking stalls in the Core Commercial and Core Neighbourhood area.
- Total number of Public Parking spaces is 627 and consists of 430 parking lot spaces and 197 on-street parking spaces.
- Acadia University has 1,174 parking spaces on campus (almost all of this is paid/permit parking).
- Parking requirements in the Land Use By-law (LUB) were updated in 2020. In the C-1 zone, the parking requirement can be met with physical spaces, off-site parking, or cash-in-lieu.
 - As per the LUB, the co-located facility should aim for 1 stall per 30 square metres (~ 50 public parking stalls for a 1,400 sq m/15,000 square foot co-located facility as an example).
 - Town Staff and Council would require approximately 30 parking stalls.
- Staff have identified areas where future parking lots could be built – in the northern portion of the downtown expanding the Rail Town lot or the eastern edge of Dykeland (both have Marsh Body implications) or the area north of the Farmer’s Market where the Dykeland cul-de-sac stands currently (most viable in the short-term):

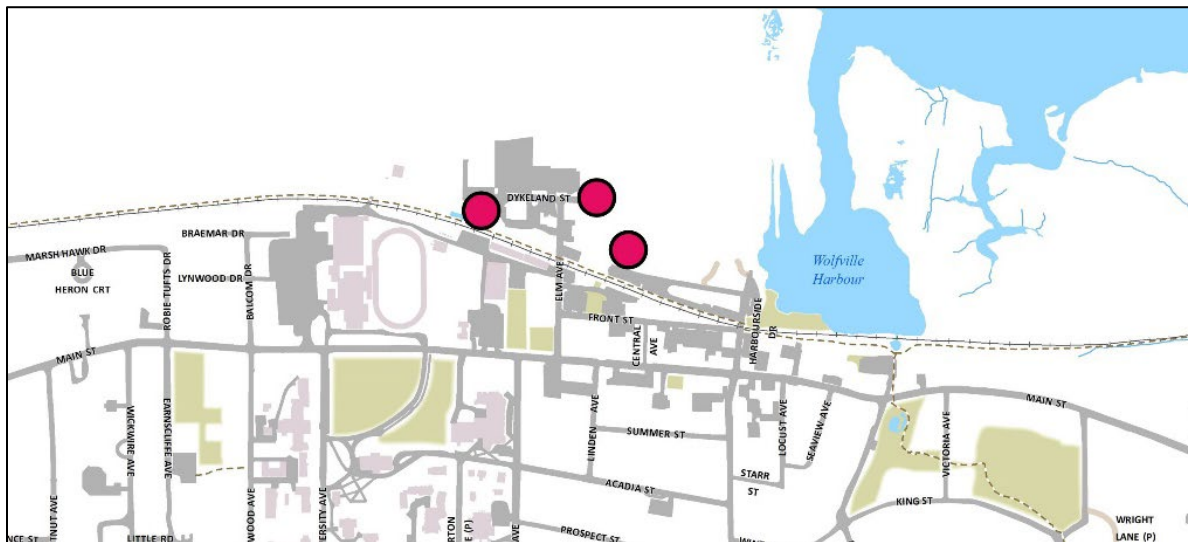


Figure 3 – Potential future parking lot locations

- Recent Parking Management Measures:
 - Staff have a parking working group consisting of the Directors of Planning, Engineering, Compliance Staff and the GIS technician (and other Staff as needed).
 - Seasonal Overnight pilot project has been successful with no major issues reported. It is expected the summer overnight pilot will continue next season. Staff are exploring a winter overnight pilot.

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- New temporary public parking supply was created this past summer at Festival Theatre and former Johnny's Service Station on Elm Avenue.
- Staff are working currently on improved signage in areas and reviewing problem areas with compliance staff.
- Staff are continuing with parking counts and building out a GIS dashboard (to be presented in the future once further along) so decision makers can have easy access to parking data.

Parking at the Existing Town Hall Site

There are over 20 parking stalls on the existing Town Hall site. If a new building was located mostly to the north of the site (closer to Main Street) and was 2 or 3 stories in height, the parking supply on the site could be substantially more than existing (70+ stalls). The number of reserved stalls we have now for RCMP and Emergency services would also be free for public or staff use given the imminent relocation of the Fire Hall.

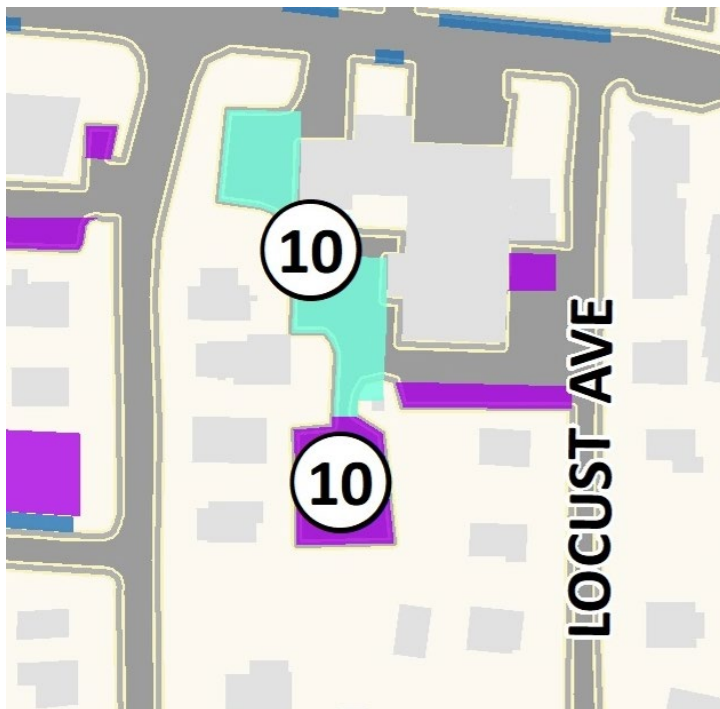


Figure 4 – Town Hall Site Existing Parking (numbers in circles = number of stalls). Excerpt from Parking Inventory Map above.

Parking at the Existing Library Site

There are currently 100+ parking stalls in and around the Library site. A limited number of these spots are dedicated to the Library at any given time (they are all general public parking) and are used by various people engaging with our downtown for different reasons / times of day / etc. Siting a building

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on this site would inevitably reduce the number of parking stalls that are there today to accommodate the building footprint and presumably some type of green space.

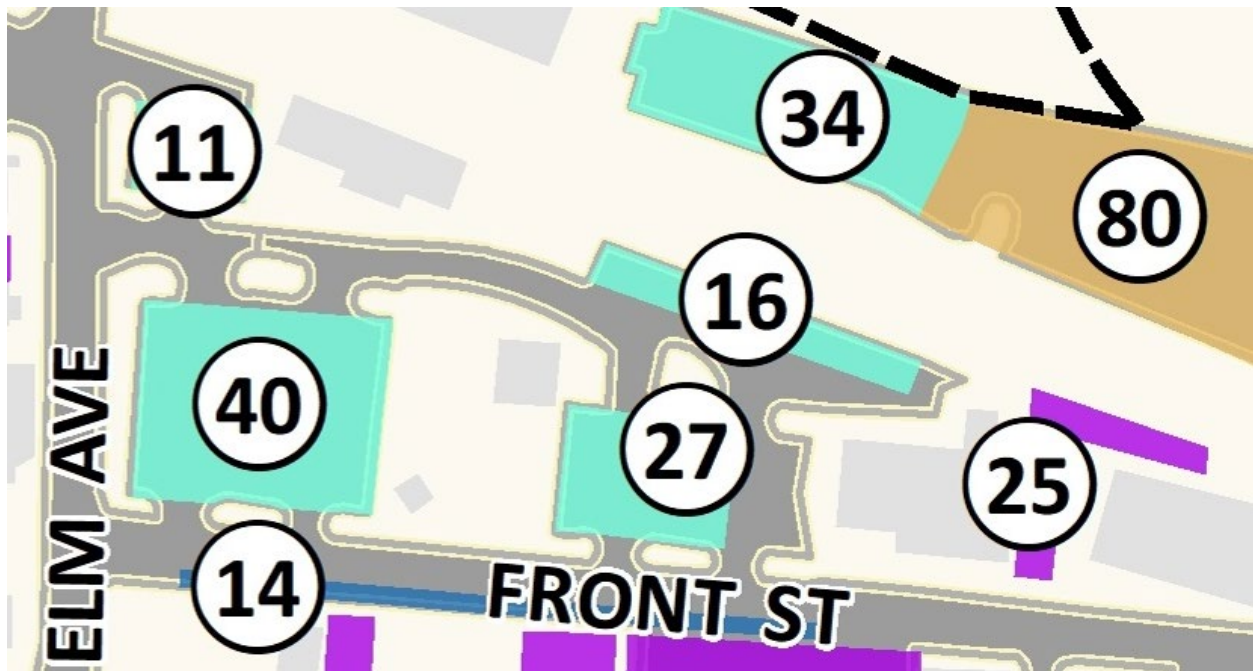


Figure 5 – Existing Library Site Parking (numbers in circles = number of stalls). Excerpt from Parking Inventory Map above.

Parking conclusion

From a parking management perspective, the existing Town Hall site would create more new parking supply. That said, more supply could also be created elsewhere (see above map) but these sites may come with their own challenges (e.g. Marsh Body requirements, working with Acadia). This analysis assumes that no underground parking will be created on either site.

In the end, either site for the co-located facility, combined with future growth will require parking management solutions from the Town. A new municipal parking lot will likely be needed at some point, particularly if the library is a regional draw and the downtown continues to grow and evolve. Detailed design of the co-located facility should look at one of these future parking sites and evaluate at that time the supply and demand, if required.

Preliminary Costing

At this stage in a project, providing detailed costing is not possible. What is provided here is what we know today (informed by discussions with building professionals). The current Capital Budget has a total

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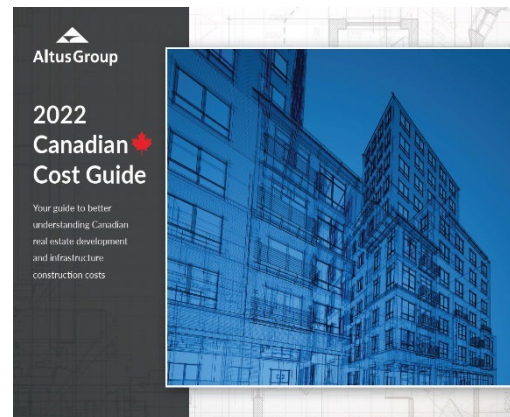


of \$5.6 million for the co-located facility. This assumes a contribution by the County of Kings and substantial fundraising efforts (~\$1 million). No grant contributions are assumed at this stage.

The 2020 Library Needs assessment assumed a 9,000 square foot library facility and there would be a need for at least 5,000-10,000 square feet for the Town Hall function – depending on the level of combined or multi-use spaces across the facilities.

It is safe to say at this stage that the overall budget that can be allocated will be a key aspect of defining the space program. There may be opportunities for revenue generation (e.g. leases for small retail) in the facility but this has not been explored in detail.

The Altus Group's 2022 Canadian Cost Guide (cover shown to the right) outlines the realities for constructing a facility of this nature. For Libraries in Nova Scotia, the guide provides a cost of \$300 to \$465 per square foot. For Municipal Office space (including fit up), the manual provides \$260 to \$320 per square foot. Purely just to illustrate cost implications (without any type of detailed program), the following table shows the magnitude at various square footages.



Cost per square foot	Total square footage	Approx. Total Cost
Scenario #1		
\$320 (municipal office)	8,000	\$2,560,000
\$450 (library)	10,000	\$4,500,000
	18,000	\$7,060,000
Scenario #2		
\$450 (both municipal office and library)	15,000	\$6,750,000
Scenario #3		
\$425 (both municipal office and library)	13,175	\$5,600,000 (current Capital Budget number)

Unknown future inflation, supply chain and labour issues are obviously not factored into this but could be inevitable. For this reason, and if one assumes costs are not going down, we are working with a ~ \$400-450/square foot at this stage (meaning with the current budget allocation a ~13,000 square foot facility). Each site has some additional costs (see below).

Potential additional costs:

- Geotechnical and likely piles on the existing Library Site (Elm Ave/Front St).

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- This would require a geotechnical investigation to get an exact number. Other buildings in similar conditions have spent ~\$1 million just on piles to achieve the required structural capacity required.
- Flood Proofing at Library site to mitigate the 10m sea level shown in Figure 1
 - Cost unknown without having a building design. Would likely impact accessibility and the relationship between elevations of the new facility and existing train station.
- Additional parking if needed given inevitable loss of parking at the Library site if the building were there and increased demand over time (either site). NOTE: this may be a separate capital budget item.
- Potential heritage integration / restoration at the existing Library site.
 - It is difficult to quantify without knowing the level of integration with the existing building.
 - This could potentially not be a cost if the building was not integrated with the Library on that site.
- Some level of demolition costs at the existing Town Hall site.
 - It is difficult to quantify without further investigation.
 - This is likely in the \$250,000+ range, depending on conditions encountered and overall scope of demolition.
- Environmental Assessment or investigation at either site. Both sites have past industrial uses on or near the sites.
- It is assumed that underground parking will not be part of this project on either site (given the immense cost escalation this would create. Underground parking is currently \$50,000 to \$75,000 per parking stall to build).

The way the project is designed, tendered, and procured will be important to managing costs. Staff have had preliminary discussions on methods that could provide better value (e.g. design-build). Council may be faced with decisions around amount of square footage driven by cost constraints or substantial long-term capital budget decisions (deleting or deferring projects). Given the inevitable planning, consultation and design horizon to get to a point where we are building this (currently planned for '26-27), Staff feel a siting decision needs to be made as soon as possible.

Other site considerations

- A very broad space allocation on the Town Hall site is shown below. This is just to show how our needs could be met with a portion of the site still offering additional, assessed space in the downtown (for lease or sale).

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Example Town Hall Site Scale and Opportunities – assuming 10,000 sq foot building footprint



- Staff understand the issue raised around potential assessment by selling a property but something may be possible to partially meet this aspiration (see example above).
- It should be noted that other uses or synergies need to be explored once we move beyond the siting exercise. Council did not want to provide housing within the project (direction from workshop); however, other partners/uses/etc may create opportunities that Council wants to consider.
- Future uses for the existing library site is an important consideration. This is a landmark registered heritage building that should be treated with great care. As the Town grows and with the investments on this site (oven, park, etc) and public parking – this may prove to be a great site for additional community recreation, town office/visitor space, or leased space to the private sector through an RFP process. It is not envisioned from Staff that this important heritage building or any

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portion of the surrounding lands would be sold. It will be important for this to be understood and communicated with the community should Council wish to proceed with the Main Street location.

Relocating the Fire Hall

This process is ongoing with the County of Kings and this report assumes the fire hall will be relocated in the near future. Leaving the Fire Hall in the current location is not considered an option.

Transition Plan and Business Continuity

If Council supports the Staff recommendation to locate at 359 Main Street a key component of the construction management will be business continuity through the construction process. More information would be brought back to Council on this aspect as we move forward. Given the Staff experience through the pandemic, it is not envisioned to be a major hurdle that cannot be managed.

Conclusion

A summary table is provided based on the facility siting criteria provided in the Library Needs Assessment (see Figure E1 in that study – which provides a bit of context/best practice to some of these) and the issues analyzed for Council to-date.

Consideration	Town Hall Site	Library Site	Preference
Flood Risk and Climate Change	Higher elevation above sea level.	Lower elevation above sea level. If Police services were located here, Land Use By-law amendment would be required.	Town Hall site.
Acquisition Costs	Owned by the Town	Owned by the Town	No clear preference.
Transportation related (access, AT, transit, etc)	Transportation analysis did not find any major deficiencies at either site that could not be dealt with.	Transportation analysis did not find any major deficiencies at either site that could not be dealt with.	No clear preference.
Visibility and Impact	Slightly more visible – from a vehicular perspective much more visible.	Slightly less visible – from an AT perspective slightly more visible.	Town Hall is a more prominent site in the Town overall.
Contribution to Town Objectives	No clear preference. Both contribute to broad Council and Strategic goals.	No clear preference. Both contribute to broad Council and Strategic goals.	No clear preference.

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Site Expansion Potential	Both sites provide ample expansion space, owned by the Town, if required in the future.	Both sites provide ample expansion space, owned by the Town, if required in the future.	No clear preference.
Development Costs	Driven by overall Capital Budget allocation. Our analysis to-date does not indicate major costs on either site that would sway the project to one or the other.	Driven by overall Capital Budget allocation. Our analysis to-date does not indicate major costs on either site that would sway the project to one or the other.	No clear preference at this stage and level of detail (no building program). Driven by budget. Could be argued Town Hall site is preferable given Flood Risk issues at existing Library site.
Parking	Can create more new parking (more public parking likely needed on either site in the future)	Would impact existing parking (more could be created on lands close to the site)	Town Hall (slightly) – either site could offer an appropriate level of service.
Complementary Uses and Compatibility	Both are located downtown in the core commercial zone with complementary land uses adjacent. Town Hall is closer to residential than the existing Library.	Both are located downtown in the core commercial zone with complementary land uses adjacent.	No clear preference.

Different people may weight each of these criteria differently depending on their perspective and experience. From Staff’s perspective, given that we have the choice of 2 sites, we should be weighting the Flood Risk consideration very high. A facility can be built at either site; however, it is not advised given the current and future climate and that we do not control the dykes that caution prevail and we take the advice of CBCL who prepared our flood risk study.

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6) NEXT STEPS

The only immediate next step being recommended at this point – if a site is selected – is just simply a marketing document to start a fundraising campaign and to raise awareness. This would involve a basic illustrated concept on the chosen site and some high-level information that would evolve as the project moves forward. Staff are recommending we work on and issue a Request for Proposals – reviewed by Council to ensure everyone is on the same page – to outline how a consultant would work through the detailed library and town hall planning, public consultation, and costing so we can have a project ready to meet the 2026-27 budget timeline. It is anticipated the RFP would be issued in the late winter/spring of 2023 and take 8-12 months to complete. This would inform next year’s budget deliberations.

Interim communications (Wolfville Blooms) and expectations setting would be required with a siting decision. It is not recommended we go out and consult on 2 different sites.

7) FINANCIAL IMPLICATIONS

The project planning that is ongoing has been budgeted and the outcomes will better inform the Town’s 10-year Capital Budget (inevitably leading to changes/refinement to the Capital Budget during the 23-24 budget process or future years).

8) REFERENCES TO COUNCIL STRATEGIC PLAN AND TOWN REPORTS

This policy supports the 2021-2025 Strategic Plan in the following areas:

- Economic sector growth
- Climate action
- Environmental protection

The Accessibility Plan, Climate Action Plan and Municipal Planning Strategy would all be relevant.

9) COMMUNICATION REQUIREMENTS

- Council have carefully considered 2 sites for a future Town Hall and Library co-located facility.
- Depending on the direction from Council, a full communication strategy would be developed for the different components of moving this project forward.

10) ALTERNATIVES

- Council directs Staff to consult with the public on both sites
- Council directs Staff to follow a different path to move the project forward



7th October, 2022

Devin Lake, B. Comm, M. Plan, LPP, MCIP
Director of Planning + Economic Development
Town of Wolfville

Dear Mr Lake:

RE: *Wolfville Library Siting Study – Flood Study Comments relevant to the 2 Potential Sites (Town Hall and Library)*

This letter provides some commentary about the two sites considered for the proposed new Library, specifically related to the CBCL Flood Risk Study recently completed (August 2021). The proposed development involves a building that aims to attract people and become a central area for people to walk and to meet. This heightens the vulnerability of the site when flooding risks are considered and could impact its potential use as shelter for emergency management.

The purpose of the CBCL Flood Risk Study was to evaluate flood risk within the Town boundaries, conduct a risk assessment to land, services and infrastructure and recommend measures to improve resilience. The objective was to support not only a better understanding of existing flood risk, but also to provide the necessary future flood risk information to allow safer and more resilient development from now and into the future, through land use planning. A range of flood protection measures were also identified for consideration by the Town.

According to Public Safety Canada¹, floods are the most costly natural disasters in Canada in terms of property damage. They can occur in any region, in the countryside or in cities, at virtually any time of the year. Flooding has caused approximately \$1.5 billion in damage to households, property and infrastructure in Canada annually in recent years (approximately \$700 million in insured losses and \$800 million in uninsured losses).

Flooding risks are therefore a very concerning risk, especially in coastal areas, where the risks are only growing with climate change: the Town of Wolfville has low-lying areas that are protected by a dyke system which is already close to being overtopped by high tides, and where sea level rise will only increase this risk. The CBCL study noted that elevation 8.3m reflected the expected water level (potentially saltwater) that could be reached in a 1 in 20 year event, which has 5% chance of occurring every year, and a 92% chance of occurring at least once over the next 50 years. This risk assumes that the dyke system is able to withstand the

storms that are growing in frequency. Flooding risk, damage, and risks to public safety would be dramatically increased if any part of the dyke system was to fail.

In addition, rainfall is also increasing with climate change, by an estimated 30% over the next 100 years, according to Environment and Climate Change Canada experts. This means that over time, the existing drainage system will be becoming more and more undersized, and that existing flooding risks will only grow.

A number of flood maps were prepared for the Town that identify areas at risk in today's climate, in the 2050 climate, as well as with the impact of various flood protection measures. To put some numbers to the risk, the expected 1 in 100 year tide level could reach ~8.4m (CGVD28²) in existing conditions, and ~10.0m by the year 2100. This provides some information to compare the two proposed sites in terms of exposure to potential flooding risks.

Comparing the two potential sites under consideration, the flood mapping shows that both sites have similar risks of flooding, for 1 in 20 year and 1 in 100 year storms, both in existing and 2050 conditions. The report found that the risks of flooding were primarily caused by high tides, which can overtop the dykes and block the stormwater drainage system. Looking more closely at the sources of flooding risks at both sites, it is found that the two sites are affected by slightly different mechanisms:

- The Town Hall site is impacted by a combination of a local drainage restriction (which can be easily remediated), and limited drainage capacity caused by the high tide. Being at a higher elevation (lowest points on the site at elevation ~11m), the site is safe from direct tidal flooding risks, even if the dyke was not raised or was to fail.
- The Train Station site is more directly impacted by tidal water that could overtop the dyke and directly flood the site, since its lowest points are at elevation ~8.5m. This means that the current risks are low, but that the future risks could be much greater if the dykes are not raised, or if they were to fail.

The dyke maintenance and upgrading work is not within the control of the Town, as it is owned by the Department of Agriculture. The Department of Agriculture has over 250 km of dykes to maintain and upgrade across the province, with limited resources. It is therefore not possible for the Town to guarantee that the dykes will be maintained or upgraded in time to protect against the growing risks associated with sea level rise.

CBCL Siting Recommendation

Based on this context, it is considered that the Town Hall site would be a safer location to bring people together for a development that is to last into the future. Across the country, development is moving further inland to adapt to growing risks of flooding related to climate change³, and the selection of the Town Hall site would be consistent with this approach.

Notes:

1 - Reference:

Public Safety Canada, 2022: Adapting to Rising Flood Risk. An Analysis of Insurance Solutions for Canada. A Report by Canada's Task Force on Flood Insurance and Relocation (August 2022)
<https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/dptng-rsng-flid-rsk-2022/index-en.aspx>

2 - CGVD28 is the Canadian Geodetic Vertical Datum of 1928, which is the reference for vertical elevations used in the Town of Wolfville.

3 - Reference:

IPCC, 2019: Sea Level Rise and Implications for Low-Lying Islands, Coasts and Communities. In: IPCC Special Report on the Ocean and Cryosphere in a Changing Climate
University Press, Cambridge, UK and New York, NY, USA, pp. 321-445.
<https://doi.org/10.1017/9781009157964.006>

Yours very truly,

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Wolfville Library: Transportation Review of Proposed Sites

Dear Devin,

Issued
October 11, 2022

Fathom Studio is pleased to submit our review of the transportation considerations relevant to the construction of a new co-located Town Hall and Library facility in the Town of Wolfville. Past work has identified two potential locations for the facility:

1. Existing Town Hall Site - located in the southeast corner of the 4-way stop controlled intersection of Main Street / Harbourside Drive / Gaspereau Avenue
2. Existing Library Site - located in the northeast corner of the intersection of Front Street with Elm Avenue.

This review is intended to provide guidance on the transportation related implications of co-locating the facilities at either of the two sites.

Vehicular Traffic

Future timelines used in past work has suggested population growth of up to 3,000 people over the next 15-years in the Wolfville Area. This represents about a 30% increase over the existing population, and would be expected to increase both vehicular and pedestrian traffic along the roadways in Town.

From a trip distribution perspective, there appears to be little advantage to either site as ultimately both sites require travel through the same intersections that bound the downtown core area of Wolfville.



Based on the location of the potential facilities, there is some minor advantages to the existing Town Hall site for traffic to and from the east end of Town. Similarly, the Robie Tufts site provides some benefit to people to and from the west. Given that daily volumes are typically higher at the east end of Town, there may arguably be a slight advantage to locating the facilities near the existing Town Hall, which may help reduce overall kilometers traveled associated with the facilities, though any advantage is considered minimal.

From a traffic operations perspective, most traffic to or from either site will be required to navigate the Main/Harbourside/Gaspereau intersection and/or the Main/Elm intersection. The Main/Harbourside/Gaspereau intersection was the subject of a formal intersection review prepared by Fathom Studio in February 2022. That report identified periods of longer delay during some peak periods, particularly along the sections of Main Street west of Harbourside/Gaspereau, though most times throughout the day, the intersection operates at reasonable levels of service.

The report recommended monitoring traffic growth and the associated delay and queues at the intersection, in conjunction with considering the Town/public acceptance of occasional longer delays at the intersection. Once frequency and/or magnitude of the delays and queues exceeded comfort levels, or begin to impact safety performance, then traffic control upgrades should be considered.

In considering potential growth of 3000 people in the Town, plus the addition of the new facilities, it is recommended that any development proposed for the corner of the Main/Harbourside/Gaspereau intersection be designed in the context of an upgraded intersection. The above noted intersection report suggested 3 options for intersection improvements of which the traffic signals and compact roundabout options are considered most appropriate for the intersection in the context of future traffic growth.

Fundamentally, the Town needs to determine whether a roundabout option would be acceptable as a long term solution for traffic at this intersection. If so, further work on establishing space, size and alignment requirements is needed. If not, implementation of traffic signals should be considered.

Site / Parking Access

Access to the Robie Tufts site can take place from both Elm Street and Front Street, both of which have relatively low traffic volumes. Appropriate access management practices should be applied with respect to the number of driveway intersections, spacing from adjacent intersections (Elm and Front) and access from the respective streets. It is unlikely that any roadway upgrades would be required to accommodate the driveway accesses at this location.

The existing Town Hall location can potentially have access to Main Street, Gaspereau Road and the lower volume Locust Avenue. Locating the access points outside of the functional areas of the Main / Harbourside / Gaspereau intersection (for existing and future conditions) will be important to maintain operational integrity of the intersection and to limit interaction between Library driveway traffic and intersection traffic. Some modifications to parking and potentially geometric improvements may be required.

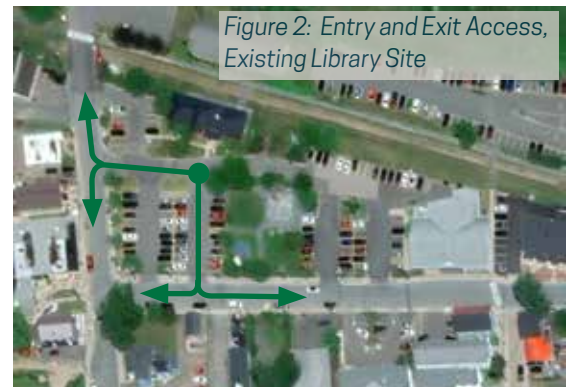


Figure 2: Entry and Exit Access, Existing Library Site

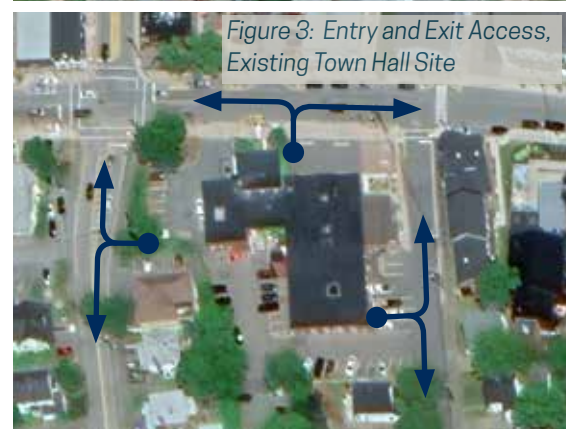


Figure 3: Entry and Exit Access, Existing Town Hall Site

Typically, longer queues on Main Street occur in the eastbound direction (west of Harbourside / Gaspereau) under current conditions, which helps limit potential blockage of a driveway access to Main Street. Overall, there are significantly lower volumes of traffic on Gaspereau Avenue than on Main Street, which is appealing from an access perspective to minimize impact to traffic entering and exiting the development. Similarly, Locust is appealing from a traffic volume perspective, and currently operates as a primary access point for both Town Hall, guest parking and emergency services.

Parking Considerations

Town staff has recently completed a variety of studies and analyses related to parking within the Town of Wolfville, and are therefore in the best position to provide recommendations with respect to existing and future parking accommodation. From the perspective of this transportation review, it appears both sites have access to a number of public parking opportunities that are in relative close proximity to the future facilities. It is anticipated that the on-site parking opportunities in combination with other public parking facilities in the downtown of Wolfville should provide for appropriate level of service for the new facilities at either site.

Active Transportation

Both locations have advantages with respect to active transportation though the advantages are distinctly different.

The Robie Tufts location has direct access to the Harvest Trail immediately north of the site as well as some local sidewalk infrastructure along Elm Avenue and Front Street. It has significantly lower vehicular traffic volumes (i.e. 275 AM peak and 560 PM peak vehicles through the Elm / Front intersection based on the 2015 Downtown Core Study) and pedestrian volumes (about 30 AM peak and 120 PM peak pedestrians) than the Main / Harbourside / Gaspereau intersection.



In contrast, the Main / Harbourside / Gaspereau intersection sees about 950 vehicles during the AM peak and over 1100 PM peak vehicles through the intersection during typical weekday peak hour traffic. Pedestrian volumes of up to 300-350 pedestrians per hour are common during the weekday and up to 750 pedestrians per hour have been counted during peak weekend traffic. It is also notable that the Main Street location often sees its highest weekday pedestrian volumes during the weekday noon hour, which is considered a potential draw to the Main Street site as the noon peaking characteristics are much less pronounced at the Robie Tufts site.

With respect to safety, the higher traffic and pedestrian volumes at the Main Street site can result in increased exposure between pedestrians and vehicular traffic. Therefore, careful design, signage and guidance, and safety evaluation should be incorporated into the design process should this site be selected.

Public Transit

Core public transit services in Wolfville are provided by Kings Transit and runs between Greenwood and Wolfville along Main Street. Existing bus stops are located just west of Highland Avenue, near Central Avenue and at Willow Avenue. This results in the nearest bus stop to the Robie Tufts location being about 250-300 meters away and the nearest stop to the Main Street location being about 200 meters.

Given the magnitude of the proposed development, the Main Street location provides the greatest advantage with respect to direct transit service. As the route runs directly past the site, there is likely opportunity to modify bus stop locations to directly serve the new Library site. Further, the new development could be an opportunity to incorporate a more defined transit hub within the downtown core area of Wolfville. Any such consideration will have to bear in mind the future configuration of the Main / Harbourside / Gaspereau intersection as well as the operations at the driveway to the Main Street site.

Conclusions

This review looked at a number of the key transportation considerations of constructing a new co-located Town Hall and Library facility in the Town of Wolfville. While both sites have some minor advantages and disadvantages related to impact on the local and network transportation system, there does not appear to be a clear advantage to either site.

Further, it appears that any potential issues at either site could be mitigated through common interventions that can improve the network level of service (e.g. the upgrade of the Gaspereau/Main intersection), or through minor local improvements (e.g. driveway location, active transportation integration, adjacent parking modifications, etc.).

The one item that suggests an advantage to the existing Town Hall site is the ability to better integrate existing and future transit service with the new facilities. There are a number of factors that impact the effectiveness of such integration and it appears prudent to explore those opportunities as the site selection and design process proceeds.

Please let us know if you have any questions or comments on the commentary included in this letter addressing transportation related impacts of the two potential Library sites. We look forward to advancing this important project with you.

Sincerely,



Roger N. Boychuk, P. Eng.

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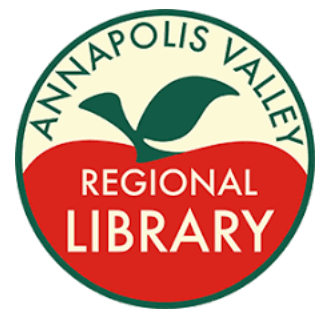
Wolfville Memorial Public Library

NEEDS ASSESSMENT

FINAL REPORT



wolfville



Prepared by:
Wolfville Memorial Public Library Working Group

February 2020

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EXECUTIVE SUMMARY

Public libraries are in the midst of a renaissance. Some refer to public libraries as Palaces for the People, others as a Community Hub and Community Living Room. What these descriptions have in common is the recognition that today's public library is at the core of innovative, accessible, supportive, knowledgeable and sustainable communities.

Public libraries are achieving success by bringing together traditional resources, digital and technological advancements and people's need to connect with others in their community in an open, free and accessible environment. Librarians, staff, and boards have joined citizens in recognizing that, for a community to flourish, all people, regardless of income, literacy, or social connections need the opportunity to participate in their future.

There are eleven branches in the Annapolis Valley Regional Library system. In the last 5 years, six branches have been renovated or relocated to newer, bigger spaces to meet the changing needs of their communities. One more is underway and will be opened in 2020. While the Wolfville Memorial Public Library contributes to the enhancement of the community well above what its size should allow for, much more could be achieved if the functional space was available for programs that are offered in other AVRL branches.

The existing 2,900 sq. ft. building is no longer adequate, or accessible, to meet the growing needs and innovation possible at the Wolfville Memorial Public Library. This report defines the need for a building of 8,750 sq. ft. with the functional areas necessary to serve Wolfville and the surrounding area.

This report identifies 3 possible options for achieving a larger library. These are: (1) renovation and full addition to the existing library building (the Heritage Train Station); (2) a new build annex connected to the existing library building; and (3) a stand-alone new build. An architectural assessment to fully investigate the financial, design, and service implications of these options is recommended.

An improved and expanded library will require capital funding from multiple levels of government and a significant community fundraising initiative. Based on current generally accepted building costs, a preliminary budget has been estimated in the range of \$2.7 million. These costs will be confirmed in the recommended architectural assessment.

Working Group Recommendations

- Recommendation 1:** The library space planning guideline of 0.7 gross square feet per capita be used to determine library space requirements in the Wolfville Memorial Public Library service area.
- Recommendation 2:** A library of 8,750 gross square feet be developed to serve a projected 2036 service area population of 12,500 in Wolfville and adjoining areas of Kings County.
- Recommendation 3:** A detailed architectural assessment be undertaken to address the relative merits of three development options: (1) a renovation and expansion of the existing library; (2) a new building annex connected to the existing library, and (3) a new, stand-alone library. The assessment to identify site planning, design, service, and cost implications of each option.
- Recommendation 4:** Provide the Library Needs Assessment Report as a background document for the Architectural Assessment.
- Recommendation 5:** The functional space program for the recommended library include a number of areas not currently available in the Wolfville branch but essential to offering acceptable library services, including dedicated program space for children, teens and the general public, space for reading and working in the library, social space, and accessible, high quality technology, media and innovation resources.
- Recommendation 6:** The new/improved library be in the same location as the existing library.
- Recommendation 7:** A community consultation program be undertaken to review the project.
- Recommendation 8:** The project be reflected in the Town's capital budget for implementation within the next five years.
- Recommendation 9:** The Town prepare an implementation strategy to identify key tasks, timelines, and responsibilities to allow the project to move forward in a timely manner.
- Recommendation 10:** AVRL and the Town facilitate the establishment of a Friends of the Library group to generate community awareness and support for the library project and to manage a community capital campaign.

1.0 INTRODUCTION

1.1 Report Background and Purpose

In late 2017, at the request of the Town of Wolfville, Annapolis Valley Regional Library (AVRL) completed an initial study of library requirements in Wolfville and invited the community to comment on existing facilities. These activities were documented in two reports¹ which were presented to Wolfville Town Council. Based on this work, AVRL identified new or improved library facilities in Wolfville as its next capital project priority.

In July 2018, Town Council established a Working Group² comprised of Town and AVRL staff and volunteers to determine future library requirements. This report describes the Working Group's findings and recommendations.

1.2 Roles and Responsibilities

In Nova Scotia, library services are provided by regional library systems through a shared funding formula between the Province (71%), Municipalities (26%), and Regional Library Boards (3%). Providing library facilities to house these services is the responsibility of municipal units. Consequently, expanding and improving library facilities in Wolfville will be a joint project of the Town and AVRL. The Town will own and maintain the building and ensure the development is consistent with other Town objectives, capital priorities, and financing plans. AVRL will staff, operate, and provide resources and services that meet the needs and interests of current and future users.

1.3 Process

Council directed the Working Group to investigate the need for additional and improved library space, recommend a location, identify a preliminary functional space program, and capital cost. These issues were investigated with reference to the literature, research in other jurisdictions, and the experience of the AVRL.

To date, the community has been involved in the study in three ways. At the beginning of the process, AVRL hosted a community meeting and on-line survey to investigate library branch requirements. Members from the extended community, including Kings

¹ Wolfville Community Consultation 2017. Report to Town of Wolfville. Ann-Marie Mathieu and Angela Reynolds, AVRL. Dec. 11, 2017

Wolfville Library Needs Assessment 2017. Report to Town of Wolfville. Ann-Marie Mathieu and Angela Reynolds, AVRL. March 1, 2017

² Working Group members were: Devin Lake, Director of Planning and Development, Town of Wolfville; Ann-Marie Mathieu, CEO, AVRL; Janet Ness, Wolfville's representative and Vice-Chair of the AVRL Board; Jennifer Richard, a professional librarian at Acadia; and Jim Morgenstern, a planner with relevant expertise in the library sector.

County and Acadia University, were recruited to participate as members of a Review Group and play a peer review function during the planning process. The two meetings held with the Review Group assisted the Working Group in refining the work program. Meetings were also held with Wolfville Memorial Public Library staff.

1.4 Scope of the Investigation

Detailed analysis and recommendations are included in this report on the size of the library, functional requirements, service enhancements, and location. Preliminary capital and operating costs are also identified. The Needs Assessment provides sufficient information for Council to determine a path forward for the project. However, there are a number of critical issues that are not addressed in this report but will be pursued early in the implementation process. These include:

- **Development options.** Whether an improved and expanded library in Wolfville will be a renovation and expansion of the existing library or a new stand-alone building is a critical question. It will be of considerable interest to the community and will have implications for the cost of the project. An in-depth architectural assessment of development options and related capital costs is recommended to address this issue.
- **Facility based partnerships.** A facility-based partnership³, where another public or private entity shares the library building, may be possible in Wolfville. The partners would share common areas, such as the lobby, public washrooms and, mechanical areas, and might share program and service areas, such as meeting rooms. Many libraries have entered into facility-based partnerships to take advantage of lower capital costs; capacity use of available space; and access to specialized areas not justified based on the use of a single partner. This report does not address potential partnerships but these could be pursued during implementation.
- **Project financing.** Capital costs will be confirmed as part of the recommended architectural assessment of development options. Once costs are confirmed, additional work will be done to identify funding sources including senior levels of government, municipal partners, and the community. The Town will also assess the financial implications of the project to establish an approach and timetable for implementation.

³ It is important to distinguish facility-based partnerships from service partnerships. Service partnerships involve library staff working with staff from other agencies to offer programs, presentations or events. Library facilities are sometimes used for these activities and they sometimes occur in spaces controlled by others. These partnerships will continue and undoubtedly be enhanced with an improved and expanded library in Wolfville.

2.0 VISION FOR THE WOLFVILLE MEMORIAL PUBLIC LIBRARY

2.1 An Enhanced Public Library

The Working Group prepared the following [Vision](#) for an enhanced library to meet the needs of Wolfville and area residents.⁴

The existing Wolfville library opened in 1993 as a wonderful new and expanded facility in the much-loved historic train station. The community has used it and loved it and now we need to grow it.

Today we often hear about the changing role of the library. But the role of the library has not changed as much as many think. Libraries today, as in the past, inform, educate, excite the imagination, foster creativity, and contribute to literacy and learning. What has changed is the way libraries fulfill these roles. Now, in addition to borrowing a book on how to play a guitar, you can borrow the guitar, take lessons, and record your first song in a library. These expanded services are reflected in the design of modern libraries.

People still come to the library to borrow materials but now they come to the library to stay, seated comfortably in reading and work areas or a café, enjoying tea or coffee. They come to use technology; to meet and interact with people who share their interests; to establish networks, to participate in programs and events with their neighbours; to learn about their community, and to access the expertise of librarians in a digital world. This is why modern libraries need new and expanded spaces for technology equipped conference and training facilities, media labs, informal social space, and assembly and presentation areas.

Libraries are a Community Hub: the new town living room. They are major civic buildings contributing to the community's image and offering important public spaces for community events.

Libraries are partnering with other community groups and agencies to offer expanded programs and accessible activities. A newly designed library can provide an opportunity for sharing physical space and staff resources to jointly deliver services and specialized programs. Expanded areas for joint programming and specialized facilities are possible when they are supported by multiple service providers.

⁴ This Vision is reflected in the Working Group's recommendations. A video of the Vision can be viewed at <https://www.youtube.com/watch?v=UxBEUSV0GXk>.

The public library's service space no longer begins inside the front door. Wolfville patrons already enjoy concerts and programs just outside the library. A new expanded library would allow for increased external spaces, designed and built for even greater use.

With a larger, more comfortable, and accessible physical space, housing additional resources:

- We will create community by being welcoming and open to all, promoting social equity and intergenerational activity.*
- We will directly contribute to the Town's planning and economic development goals as a vibrant part of the downtown, a destination for visitors, and a resource to local business and entrepreneurs.*
- We will contribute to the Town's reputation as a leader among Nova Scotia municipalities with modern facilities offering residents and visitors unparalleled access to technology and online services.*
- We will contribute to the community's image and offer accessible public spaces for community events.*

An enhanced Wolfville Library will be everyone's space. All Aboard.

2.2 A New Library's Contribution to the Community

The Annapolis Valley Regional Library "builds strong communities through the sharing of places for collections and connections."⁵ An enhanced Wolfville Memorial Public Library will greatly increase AVRL's capacity to fulfill its mandate of literacy, community engagement, and resource sharing by providing spaces for children and adult learning opportunities, community meeting rooms for small and large events and programs, and a dedicated innovation lab for fostering creativity. Additionally, more seating and work areas will create a welcoming atmosphere of inclusion and community for all ages and abilities. With these improvements, AVRL will be in a better position to deliver the benefits associated with public library service. (See Appendix B for a further discussion of AVRL's view on the value of its library services).

The Town's investment in a new library building will immediately be returned in the most meaningful way possible – services to residents, including many who do not currently use the public library. We expect 650 additional visits to the library every week and an additional 44,700 items borrowed in the library each year. Over 1,680 more people will attend library programs, and many more will attend programs offered by the Recreation Department and other community groups using facilities in the library.⁶

More specifically, the benefits of an enhanced Wolfville Memorial Public Library can be tied directly to the six community priorities identified in the Town's 2019 Municipal Planning Strategy

⁵ AVRL Mission Statement. <https://www.valleylibrary.ca/about-library>

⁶ These estimates are based on increases experienced at the Berwick branch when the new library opened.

(MPS). The priorities are Economic Prosperity, Social Equity, Environmental Sustainability, Land Use and Design, Partnership, and Future Work. A new library will deliver the following benefits:

1. **Economic Prosperity** – *supporting creative entrepreneurship and home-based business endeavours that further the Town’s position as a regional cultural, tourism, and educational centre.*
 - Equip and staff an accessible Innovation Lab - The introduction of new technology and processes moves us beyond our boundaries and barriers to engaging communities while making a lasting and positive social and economic impact. An Innovation Lab will drive awareness and foster economic growth with the community’s culture sector. New and upcoming artists, creators and entrepreneurs will thrive in the social and technical environment created by the combination of the resources provided by this project and the open public access fostered through public libraries. The fostering of social connections makes our communities a more vibrant place to live and create. The Lab will feature a 3D printer, serger, sewing machines, circuit maker, heat press, Robotics kits, sound recording/editing devices, to name but a few.
 - Serve as a year-round, downtown resource for visitors by actively promoting local destinations; augmenting information from the Visitors Information Centre, acting as the primary source of visitor information in the off-season; and welcoming visitors with internet access, comfortable accessible surroundings and a wealth of information on our community.
 - Be a powerful new marketing and promotional asset. Research demonstrates that good public libraries attract residents and businesses to the community. The Economic Development Department will be able to legitimately claim that Wolfville’s library is far superior to those found in comparable communities in Nova Scotia. Indeed, the proposed library could be a model for small rural communities, just as the new Halifax Central Library was recognized as a trend setter among major Canadian cities.
 - Teach STEM [Science, Technology, Engineering, Math] skills to ensure all citizens can access new technology.
 - Act as a catalyst for local startups, creative business ideas.
 - Help people with job searches, government forms, immigration requirements.
 - Display local artists work on gallery walls in public seating areas.
 - Host cultural events for musicians, indigenous and cultural groups, local authors.
 - Facilitate public lectures in community meeting rooms.

2. **Social Equity** – *to ensure that all public facilities and infrastructure provide access to all potential users*

- An enhanced library will meet new accessibility standards in all areas. As a Prescribed Sector under the Nova Scotia Accessibility Act, AVRIL will partner with the Town of Wolfville to achieve the desired Rick Hansen Accessibility standard.
- New resources will enable access for print challenged users. These resources include digital and physical audiobooks, and services under CELA (Centre for Equitable Library Access) and NNELS (National Network for Equitable Library Service).
- The social impact of the Innovation Lab will be multi-faceted. The two major focuses of the equipment are textiles/crafts and coding/technology. The Lab will develop and foster an environment where inter-generational activities will become routine. Youth will be encouraged to provide their expertise with technology and coding to groups of all ages. Seniors with skills in a specific area will share their skills in a workshop environment. As well groups with similar interests will be targeted to use the resources provided by this initiative and gather at the library.

3. **Environmental Sustainability** – *To promote clean energy and reduce greenhouse gasses...use of sustainable infrastructure.*

- An enhanced library can be a demonstration building promoting energy conservation and environmental sustainability.

To support active transportation

- Loans of regular and e-bikes and a bike 'fix-it' station on site will encourage people to explore active transportation.

To collaborate with residents and stakeholders towards ... public transit

- Create opportunity to partner with Kings Transit for central bus stop.
- Partner with Kings Transit on promotional opportunities such as Library Card ride days.

4. **Land Use and Design** – *To preserve and enhance our architectural and cultural heritage.*

- An enhanced public library incorporating the Heritage Railway Station would showcase the railway history of the Town of Wolfville.
- Art and cultural events in an enhanced library will anchor the Cultural Area in Wolfville's downtown.

5. **Partnership** - *To strengthen partnerships with Acadia, Kings County, Towns, WBDC*

To strengthen partnerships with Acadia, Kings County, Towns, WBDC

- AVRIL is in partnerships with all municipalities in the Annapolis Valley and an

enhanced library in Wolfville will increase opportunities for co-operative programs and services.

To strengthen partnership with Department of Seniors

- User spaces and multipurpose rooms will be used to disseminate and run programs for the Department of Seniors.
- Comfortable, free and accessible seating areas in an enhanced user space, a café, and meeting rooms will lessen social isolation for vulnerable populations.
- The Innovation Lab will educate seniors on use of social media and open opportunities for volunteer mentorship of skills.
- Resources such as collections/services to print disabled will keep seniors engaged.

Supportive partnerships with business

- An enhanced Innovation Lab will support small business with new technology.
- Access to these resources will enhance our role in the communities by offering a gathering place for groups, while providing the necessary tools to expand the awareness and economic opportunities provided by a creative culture.
- Sound recording equipment, and training in social media will advance businesses in the marketing of local businesses and performers.

6. **Future Work** – The Wolfville MPS weaves Future Work throughout the document as it strives to be a leader in creating a vibrant, energetic, contemplative, sustainable future for all our citizens.

An enhanced public library will provide the setting, resources and services to facilitate:

- Indigenous knowledge and programming.
- Opportunities for regional co-ordination.
- To the values of the Nested Circle of Sustainability.
- Cultural, heritage and economic success.
- Discussion on the issues of our time.
- Community engagement and connectedness.
- Partnerships in active transportation and public transit.
- A cross-generational interaction and communication.
- Central municipal asset for the delivery of community services and information.
- A venue for future Council meetings.

These contributions to the future of Wolfville and area are possible with expanded and improved functional space in an enhanced public library. Many of the benefits outlined here are currently being delivered throughout the AVRIL and will continue to grow and develop as new innovations are incorporated into the service model and resources that are today's modern public library. With improved facilities, the Wolfville branch will continue to be a leader amongst rural public libraries that have embraced the future.

3.0 THE PLANNING CONTEXT

3.1 Introduction

This section describes factors affecting the planning for expanded and improved library facilities in Wolfville. The existing library building and services are described and a service area population for the study identified. Policies and other planning documents affecting the study are identified. The results of community consultation to this point in the study are also briefly noted.

3.2 Profile of the Existing Wolfville Library

3.2.1 The Library Facility

The Wolfville Memorial Public Library is one of eleven branches in the regional library system. It is a regional branch that serves residents in the Town of Wolfville and the surrounding areas of Kings County. Roughly half of the users of the Wolfville location are Kings County residents and this will continue to be the case with an expanded and improved facility.

Located in the former train station, the library occupies approximately 2,900 gross square feet⁷ (GSF) on two floors. The main service area is 2,100GSF on the ground floor, augmented by an Innovation Centre on the second floor. While structurally sound, the building has no elevator, and is not fully accessible to the second floor which houses the current Innovation Centre. The current space does not allow visual or audio privacy, has inadequate seating areas, no meeting rooms, and overcrowded staff work areas. The Innovation Centre currently houses state of the art electronic equipment but is only accessible by a steep narrow set of stairs and is therefore unavailable to many. These functional deficiencies limit the library services that can be offered to users and are the primary reason for developing a larger library. They are the focus of this report.

3.2.2 Library Services.

Figure 3.1 describes a number of customary indicators of library service for the period April 1, 2018 to March 31, 2019 and compare the Wolfville branch to the average for all other branches in the AVRL system.

⁷ Library planners generally refer to gross square feet (GSF). Net square feet is assignable space (that generally used by staff and the public) while gross square feet also includes non-assignable space (such things as mechanical rooms, elevator shafts, stairwells, corridors and wall thicknesses). GSF can be 15-30% greater than net square feet but is the best indicator of total library size and necessary for estimating capital costs.

Figure 3.1 Wolfville Performance Compared to All Other AVRL Branches Selected Indicators 2018-19				
Indicator ⁸	Wolfville Branch	All Other AVRL Branches	Wolfville as % of Other Branches	Wolfville Rank
Items Borrowed	82,787	408,884	20.2	2 nd
Active Membership	3,627	19,384	18.7	3 rd
Hours of Public Computer Use	4,614.5	36,875	12.5	3 rd
Information Questions Answered	3,325	15,718	21.1	3 rd
Number of Programs	655	1,732	37.8	1 st
Program Attendance	3,113	14,278	26.1	1 st

Figure 3.1 demonstrates high demand for library services in the Wolfville area. The Wolfville branch serves roughly 10% of AVRL’s total service area population yet exceeds that proportion of AVRL activity on all performance indicators; in many cases by a considerable margin. The Wolfville branch consistently ranks among the top 3 branches in all performance measures. It ranks 1st among AVRL libraries with respect to programs offered and program attendance. The program performance is particularly noteworthy given the absence of dedicated program space at the library. These numbers are achievable, in part, by the use of outdoor space for programs, which is not a long-term solution given Nova Scotia’s weather.

3.3 Service Area Population

The current service area population of the Wolfville branch is 9,500 comprised of 4,300 and 5,200 residents in Wolfville and the adjoining areas of Kings County respectively. This is predicted to increase to 12,500 by 2036⁹, which is the service area population used in this study.

⁸ Indicators only include activity at the branch. Circulation excludes bookmobile, mail, and electronic borrowing. Membership, questions answered and program data excludes activity originating with bookmobiles or administration.

⁹ Based on information from the Town of Wolfville Municipal Planning Strategy. (<https://www.wolfville.ca/draft-documents.html>). In Wolfville, the projection assumes a 2% cumulative annual growth rate until 2036 resulting in 1,950 additional residents, or an increase of about 45%. The Kings County portion of the service area is anticipated to grow at a much-reduced rate, adding 1,050 residents, an increase of about 20% over current levels.

This is likely a conservative figure for two reasons: (1) AVRL's experience indicates that a new or expanded high-quality library will draw users from a much larger area, thereby increasing the number of Kings County users, and (2) it does not include on-campus Acadia students. Acadia students have a university library on campus for academic use but as community members they also use the public library. AVRL currently offers some programming in partnership with Acadia's Vaughan Memorial Library and it is reasonable to expect more opportunities for collaboration and partnership will occur in an enhanced public library with study, presentation space, and an Innovation Centre. However, there is little guidance on how to reflect a student population in planning guidelines for public libraries. For this reason, the student population was not used in planning the enhanced Wolfville Memorial Public Library.

3.4 Relevant Plans and Policies.

Where applicable, the study has incorporated existing plans and policies of the Town of Wolfville, the AVRL and the Province.

The following Town plans and policies have a bearing on the planning for a new public library in Wolfville.

- Capital Budget: Funding for a new or expanded library is included in the Town's long-range capital budget.
- Council Strategic Plan: Expanded library facilities and services are consistent with the plan's Strategic Directions.
- Municipal Planning Strategy (MPS). An enhanced public library will facilitate the objectives and priorities of the new MPS.
- "Imagine Wolfville" is a conceptual plan and design for the downtown created in 2015. An expanded library at the current location is consistent with the plan's recommendations.
- Accessibility Plan. The Town has been selected by the Province to be the first town to create an Accessibility Plan. That plan will include an accessibility audit of Town owned buildings. The current library will be part of that audit. In addition, the AVRL and all regional library boards, are Prescribed Sector organizations required to have their own Accessibility Plan prepared by 2021. Therefore, AVRL and the Town of Wolfville will need to work co-operatively to ensure the library meets the new Provincial Accessibility standards.

The following Provincial documents have a bearing on the planning for a new public library in Wolfville.

- Standards for Nova Scotia Regional Libraries (2001)⁶
- NSPL Core Services Report (2018). Department of Communities, Culture & Heritage [release pending]
- Nova Scotia's Culture Action Plan-Creativity and Community (2017). Department of Communities, Culture & Heritage

Neither the Province or AVRIL have adopted specific policies, guidelines, or standards dealing with such things as the size, quality, functional features, or accessibility of libraries. While these are not available to guide planning for an improved Wolfville branch, research and documentation from other jurisdictions is available and has been used in this needs assessment.

3.6 Community Input

The following opportunities for input were part of this report's preparation.

3.6.1 AVRIL Community Consultation Program

In November 2017, AVRIL invited community input concerning the need for an improved and expanded library in Wolfville. Approximately 20 people attended an open community meeting and about 50 completed an on-line survey. A report with full results is included as Appendix A. Strong support was indicated for the following:

- A larger library with improved/enlarged areas for programs.
- Quiet and comfortable reading and working areas.
- Opportunities for social gatherings and networking.
- Full accessibility.
- The existing location.
- Improved noise control.

3.6.2 Review Group Input

Twelve residents in the library's service area were invited to form a peer review group to discuss work in progress. The Review Group met twice and provided the following input.

⁶ Municipal partners in the AVRIL system provide library facilities for their residents. However, there are no provincial standard requirements for library facilities and the size, quality, and features of these buildings vary considerably across the Province. While considerably dated, Library Boards and Associations in conjunction with the Province prepared "Standards for Nova Scotia Regional Public Libraries" as guidelines in 2001. Regional library systems and municipalities are not required to use these when planning facilities or services. While the Provincial standards are dated and there is no requirement to use them, this does not indicate that new library development in Nova Scotia is lacking. For the last decade Libraries throughout the Province have moved to incorporate contemporary functional space requirements into the design of new and renovated libraries. We see examples of this in the Halifax Central Library, Truro Public Library and in the AVRIL, the Annapolis Royal Branch.

Library Planning – Assumptions and Directions

- There was support for a regional service model. The current service area population of 9,500 Wolfville and Kings County residents was seen as reasonable, as was incorporating future growth.
- Collaboration with Acadia was supported however most questioned the extent to which Acadia students would be library users, especially if Acadia develops a new library on campus.
- A downtown location in the immediate vicinity of the existing library was supported.
- Integrating the train station building into a new Wolfville library was not seen as essential but could be desirable depending on feasibility and cost.

Vision and Key Principles of Service Delivery

The Review Group largely agreed with the Working Group's Vision for the new library (see Section 2) and felt this Vision was not fully realized at the existing library.

A number of service delivery principles were identified that were not explicitly referenced in the Vision. The Review Group felt these must be reflected in the new library's operations and the services provided to the community. They included:

- Reconciliation with the Indigenous community.
- Social equity.
- Community connections.
- Literacy.
- Healthy lifestyles.
- Diversity.
- Partnerships.
 - There was considerable support for partnerships. These included both facility-based partnerships (where another party shares space in the building) and programming partnerships. A wide range of possible partners were discussed.
 - While partnerships were strongly supported in principle, it was agreed that the feasibility of specific arrangements would depend on further research and negotiations

3.6.3 Library Staff Input

Wolfville branch staff were consulted on a new library on two occasions. Their suggestions were based on working with the community and the conditions present in the current facility. Their feedback on the library facility was consistent with the community consultation and include:

- More space.
- Cozy, bright, comfortable furniture.

- Accessible.
- Quiet reading/study areas.
- "Living Room" space (sofas and a fireplace).
- Retain the current location.
- Spaces to encourage opportunities for partnerships, such as tourism.
- Outdoor space for programming opportunities and quiet reading.
- Easy to clean work surfaces (flooring, furniture, countertops).
- Adequate space for staff to work and enjoy breaks.

4.0 NEEDS ASSESSMENT

4.1 Introduction

The needs assessment addresses three issues:

- the size of library.
- the necessary functional areas within the library as well as the anticipated size of these areas.
- the preferred location for the library.

4.2 The Size of the Library

Library planners use per capita levels of provision to estimate the overall size of the library. Per capita space planning guidelines used by library planners share a number of limitations with similar planning tools used for parks, recreation, and other municipal services because they don't necessarily reflect unique social, demographic, or economic characteristics of the community or the library system (e.g. single or multiple branch, rural or urban, etc.). Despite these limitations, they are widely used and appropriate for an initial planning study of this type.

The Wolfville branch is one of eleven libraries in the AVRl regional library system. As part of this regional system, it serves residents in Wolfville and the surrounding area of Kings County. In 2036, the Wolfville branch will serve a population of 12,500, comprised of 6,250 residents in each of Wolfville and the surrounding areas of Kings County. The branch currently provides 2,900GSF of library space for a service area population of 9,500 or 0.31GSF/capita which will drop to 0.23GSF/capita in 2036 if the service area population grows as anticipated and there is no change in the size of the Wolfville branch.

The size of the Wolfville branch should be determined using the space planning guideline of 0.7GSF/capita. As discussed further in Appendix C, this guideline is widely supported and frequently used by library planners in North America. Based on this guideline, a library of approximately 8,750GSF is required to serve the anticipated population of 12,500 in 2036. (Figure 4.1). This represents an increase of almost 6,000GSF and overall a library that is almost three times larger than the existing branch.

Figure 4.1 – Current and Future Library Space Requirements – Wolfville Branch

Date	Population Served	Total Library Space Required (GSF)	Available Space (GSF) (assuming no change)	Space Deficiency without an Expanded Library (GSF)
2019	9,500	6,650	2,900	(3,750)
2036	12,500	8,750	2,900	(5,850)

It is important to note that 0.7GSF/capita is a widely used and accepted planning tool for determining the overall size of public libraries. Furthermore, it is generally understood as the minimum requirement for acceptable library service. It is therefore not a target; but the minimum requirement to offer contemporary library service in Wolfville and the surrounding area. The guideline provides a reasonable estimate of the total size of the building that is required to house the functional areas necessary to accommodate the programs, services, and activities that should be offered by a public library. In Wolfville's case, the guideline results in a library of 8,750GSF. This is enough space to accommodate the meeting and program rooms, the social space, the media and technology labs, and the materials described in the recommended functional space program (Figure 4.2 following) which in turn are the spaces required to offer the expanded and enhanced community services and accompanying benefits outlined in Chapter Two of this report. The connection is critical. If a lower space planning guideline is adopted, resulting in a library that is smaller than 8,750GSF, some of the specific spaces described in Figure 4.2 must be sacrificed and consequently, some of the programs and activities will not be available in a future library (just as they are not available in the current library).

The recommended space planning guideline of 0.7GSF/capita represents a significant increase. While Nova Scotia does not compile data on library space provision per capita, with the exception of Halifax Public Libraries¹⁰, it is unlikely that any public library system in Nova Scotia achieves this level of provision. AVRIL currently provides 0.35GSF/capita system wide but is attempting to achieve higher levels of provision as new branches, such as Berwick, are constructed. For a variety of reasons, achieving adequate levels of provision has been difficult in Nova Scotia and many libraries don't meet the needs of the contemporary library user. This is currently the case with the Wolfville branch, but will not be with a new library.

Given the substantial increase in the recommended size of the Wolfville library, a solid rationale for using the 0.7GSF/capita guideline is necessary. The validity of the planning guideline is discussed in detail in Appendix C with respect to (1) its use by Canadian libraries and endorsement by provincial library authorities; (2) support for the guideline in current planning literature; (3) documentation describing space related deficiencies in the existing library; and (4) evidence from the new Berwick and Kentville branches demonstrating how community use drastically improves when the 0.7GSF guideline is met.

¹⁰ HPL's current level of provision is 0.7GSF/capita and they have adopted this as their guideline for planning future branches.

Recommendation 1: The library space planning guideline of 0.7 gross square feet per capita be used to determine library space requirements in the Wolfville Memorial Library service area.

Recommendation 2: A library of 8,750 gross square feet be developed to serve a projected 2036 service area population of 12,500 in Wolfville and adjoining areas of Kings County.

4.3 Preliminary Functional Space Program

Figure 4.2 describes a preliminary functional space program for the recommended Wolfville branch based on the required size of 8,750GSF. This space program will be refined as the project proceeds but illustrates how physical elements of the library achieve the Vision. The recommended library can accommodate the services and deliver the benefits described in Chapter Two.

As noted earlier, this study has not addressed the relative merits of renovating and expanding the existing library versus building a new stand-alone building. This is an important issue and a detailed study to address design, service, and financial implications of these development options is recommended. A suggested scope of work is outlined in Appendix D. However, regardless of which development option is chosen, the functional areas and their size, as outlined in Figure 4.2, must be provided in the future library branch to meet the needs of the community.

Recommendation 3: A detailed architectural assessment be undertaken to address the relative merits of three development options: (1) a renovation and expansion of the existing library; (2) a new building annex connected to the existing library, and (3) a new, stand-alone library. The assessment should identify site planning, design, service, and cost implications of each option.

Recommendation 4: Provide the Library Needs Assessment Report as a background document for the Architectural Assessment.

Recommended space is compared to what is currently available at the Wolfville branch in Figure 4.2. This comparison is difficult because areas in the existing Wolfville branch are not well differentiated. Space is so limited that desks and chairs are often placed wherever possible and

some areas serve multiple functions. Nonetheless, the size of the areas indicated in Figure 4.2 are a good approximation of the functional space currently available in the Wolfville branch.

Figure 4.2: Recommended Library Space Program (sq. ft.)			
Recommended New Wolfville Branch			Comparable Space – Existing Wolfville Branch
Collection and Services	Circulation Desk, Adult, Youth and Children Collections; Information Services; Periodicals/Audio/Video	2,600	1,200
User Space	Study Areas; General Seating; Computer Workstations	1,500	225
	Lounge/Social Space; Food Service Area	300	Not Available
Program/Activity Areas	Multipurpose Program Room	600	Not Available
	Meeting Room(s)	300	Not Available
	Dedicated Children’s Activity Area	150	Not Available
	Dedicated Teen Lounge	150	Not Available
	Private Group Study Room(s)	350	Not Available
	Creative Space/Innovation Centre (media lab; maker space; recording studio, etc.)	300	695
Staff Areas	Workroom/Technical Services/Receiving; Office and Administration Storage; Staff Room/Washrooms; Private Office Space	750	230
NET FLOOR AREA (sq. ft.)		7,000	2,350
Unassigned Space (25% of net)	Lobby; Public Washrooms; Building Services; Custodial; Storage; Corridors; Exterior/Interior Walls	1,750	550
GROSS FLOOR AREA (sq. ft.)		8,750	2,900

In almost all cases, the areas available in the proposed library significantly exceed those in the existing branch. The considerable increase in the user space committed to study areas, general seating and computer workstations is noteworthy. However, it is the areas that are not currently available in the existing branch but will be provided in a new library that are most significant. The

proposed library includes 900 sq. ft. for a meeting room and multipurpose program area. High quality, accessible, and affordable space of this type is needed in Wolfville and the surrounding area. These areas would be used by the Library but also by the Town Recreation Department and other community groups. They are also areas that could be used by Council to host community meetings.

Essential features such as children and teen space, and private group study rooms are included in the new library. This expanded space supports core library services and the Vision and benefits described in Section Two of the report.

Somewhat less creative space is shown in the new library compared to the existing. This is misleading however because some of the activities on the second floor of the existing library would be located elsewhere in the new library.

Outdoor space is not represented in the functional space program but is now and will continue to be an important part of the Wolfville branch. When the weather cooperates, the Library currently operates programs in the outdoor areas adjacent to the building. These opportunities will be enhanced with the new building. In addition, the library development is an excellent opportunity to refresh Robie Tufts Park and create an exciting public open space. This opportunity should be explored as part of the recommended architectural assessment.

Recommendation 5: The functional space program for the recommended library include a number of areas not currently available in the Wolfville branch but essential to offering acceptable library services, including dedicated program space for children, teens, and the general public, space for reading and working within the library, social space, and accessible, high quality technology, media and innovation resources.

4.4 Library Location

Previous Town planning studies¹¹ identified the area around the existing library as a “Cultural Precinct” which would accommodate land uses that support arts, cultural, and heritage events and programs; opportunities for community gathering and networking; and public buildings consistent with these themes. The library is an anchor for this precinct.



In addition to Town planning documents that support maintaining the library at this location, the following considerations are relevant:

- In consultations to date, the community and library staff have strongly supported the existing location.
- a downtown library location is generally preferred in communities served by a single branch.
- library staff and users report no significant problems with the current location.
- municipally owned land is available at this location, so land acquisition costs can be avoided.

For these reasons, rather than initiating a Town wide search for potential sites, the Working Group first evaluated the adequacy of the existing location. This assessment only deals with the general location within the Town. To what extent, if at all, a future library incorporates the existing library building will be assessed separately.

¹¹ Imagine Our Downtown. May 2017. This concept is supported in the new Municipal Planning Strategy.

The Cultural Precinct encompasses municipally owned lands bordered by Front St to the south, Elm St. to the west, the parking lot on the east, and the trail system to the north. In addition to the parking lots in this area, existing uses include the library and Robie Tufts park. The municipality also owns a substantial tract of land north of the trail between the existing parking lot for the Railside development and the law office. This area is separated from the Cultural Precinct by the trail right of way (which is privately owned) but would be immediately accessible and could be used for parking. The Town is also considering expanded parking at the end of the cul-de-sac on Dykeland Road.



A municipally owned, serviced site of adequate size to accommodate the library and parking could be assembled in the Cultural Precinct; however, this may require changes to the use of Robie Tufts park and/or the reconfiguration of parking. These are essential requirements. A location in this area would also meet all other desirable siting criteria, including visibility, contribution to Town objectives, access, site expansion potential, site development costs, active transportation and public transit availability, and complementary and compatible land uses. (See Appendix E) In many cases, it would be difficult to find another site in Wolfville that better fulfils these criteria.

In addition to fulfilling customary siting criteria for a public library, the existing location reflects many important Town values which library programs and services will enhance. The Town's commitment to food and healthy and sustainable lifestyles is reflected in the proximity to the Market and the Community Oven; community cohesion, social interaction and learning are a part of the public open space; and, appreciation of nature and the environment are key features of

this location with the Nature Centre and proximity to the Dykelands and the Minas Basin. An improved and expanded library will complement and strengthen all of these relationships. The Wolfville Branch should continue to be located in the general area of the existing library.

Recommendation 6: The new/improved library be in the same location as the existing library.

5.0 FINANCIAL CONSIDERATIONS

5.1 Capital Cost Estimate

The architectural assessment of development options (see Appendix D) will confirm the capital cost of the library. The following is a very preliminary estimate based on a number of general assumptions that will be further developed in the architectural assessment. This estimate is based on a stand-alone, single floor building of 8,750GSF.

Assuming a base construction cost¹² of \$200/GSF and customary allowances for sustainable design, site development, contingencies and soft costs, equipment and fitments, permits, landscaping, and engineering and design fees a project cost in the order of \$2.7 million is indicated. This cost projection excludes (as applicable) land acquisition, additional library materials, temporary relocation costs, moving and storage; financing charges; legal and administrative costs, HST, and cost escalation to the time of tender. The estimated cost is before any partner contributions, grant monies, fundraising, or other funding sources.

5.2 Operating Cost Implications

Expenditures covered by the Town for the maintenance, upkeep, and day to day functioning of the library building are the major operating cost implication of an improved and expanded library in Wolfville. While no impacts associated with a new library are anticipated, this section also addresses the Town's annual contribution to the regional library system and service costs covered by the AVRL for staff, library material, library equipment, furnishings, programs, and publicity.

5.2.1 Town Expenditures for the Library Building

The 2019/2020 Town of Wolfville operating budget for the existing library building¹³ and estimates for a new building are summarized in Figure 5.1.

¹² Base construction costs will vary considerably depending on the type of building constructed. A recent report assessing Wolfville facilities used a base construction cost of about \$150/GSF for new library construction. (Town of Wolfville. Municipal Facilities Condition Assessment. Hatch Mott MacDonald, March 2016). This appears to be a conservative estimate for a relatively basic building. At the other end of the scale, Halifax Public Libraries uses a base construction cost of over \$300 for estimating the cost of new branches. The base construction cost used in this projection attempts to strike a reasonable balance between economy and investment in an important civic building consistent with contemporary library design.

¹³ The existing budget excludes debenture interest of \$3,300.00 related to the recent roof replacement.

Figure 5.1 – Existing and New Library Facility Operating Budgets		
Expense Items	Existing Library 2019/20 Budget	New Library Estimate (2019\$)
Salary Wages and Benefits	\$6,300.00	\$25,200.00
Telecommunications	\$700.00	\$1,000.00
Office Expenses	\$100.00	\$200.00
Utilities	\$8,100.00	\$12,250.00
Repairs and Maintenance	\$4,300.00	\$2,000.00
Operational Equipment/Supplies	\$800.00	\$1,000.00
TOTAL (excluding debt)	\$20,300.00	\$41,650.00

Since 2016/17 the County of Kings has contributed an annual conditional grant of \$5,000.00 to help cover these building costs.

Figure 5.1 provides a very high-level estimate of the increased costs in a new building based on assumptions that require further investigation.

The total size of the building will increase from 2,900GSF to 8,750GSF with implications for utilities. Given this will be a new energy efficient building, costs will not increase proportionate to size. Utility costs at the existing library are \$8,100 annually, or \$2.80/GSF. If square foot costs are cut in half at a new building the utilities budget will be \$12,250.00 (8,750GSF @ \$1.40).

The \$6,300.00 budget for salaries and benefits is primarily for cleaning and building maintenance staff. A full-time municipal employee is responsible for cleaning at the library and other municipal building such as the Town Hall and Public Works building. Given the size, limited use, and absence of dedicated program areas at the current library, it is estimated that an average of about an hour per day is committed to cleaning. These costs will increase significantly at a new library.

The new library includes spaces that are not currently available at the Wolfville branch whose primary purpose is to bring more people into the library for much longer periods of time. These include 1,800 sq. ft. for in-library socializing, working and reading and 1,050 sf. ft. for programs, meetings and teen socializing. Food service will be available in the new library. Dedicated program space will be used by different groups for different purposes on a single day. It is estimated that an additional 650 people would visit the library each week and an additional 1,680 people would attend library programs each year. The increase in program attendance does not include

additional use from programs offered by the Town Recreation Department or other community groups.

The new library will be a very busy building. Current maintenance staff could not accommodate the demand. In addition, staff currently only clean the building; they are not available to assist with setting up or breaking down rooms for programs and events. If these areas are used as extensively as anticipated, this may be a concern. Operational staff requirements at the new library should be confirmed when better information is available on programming and use. The opening of the new library may also trigger a review of the Town's overall approach to this activity. For the purposes of this initial estimate, the budget has been increased by a factor of four.

The other budgets are less likely to change significantly in a new building. The budgets for telecommunications, office supplies, and operational equipment/supplies were increased marginally to reflect a larger building with more users. Given the library will be new construction, the budget for repairs and maintenance was reduced.

Based on these very preliminary estimates, the Town's library budget would increase by \$21,350.00 to a total of \$41,650.00 (excluding any capital costs and debt requirements). Some portion of this would presumably continue to be paid by Kings County.

5.2.2 Town Contribution to AVRL

The Town's annual contribution to the AVRL's budget is based on a Provincial formula and will not change if a new or improved library is built in Wolfville.

5.2.3 AVRL Service Costs

All non-facility related library service delivery costs at the Wolfville branch are AVRL's responsibility.

AVRL does not maintain operating budgets on a branch basis so it is not possible to determine what proportion of AVRL's costs in Wolfville are covered by municipal contributions, but system wide it is in the order of 25%. Most operating costs, therefore, are covered by the Province. If a new library is built in Wolfville, the Province will not provide additional funds to help operate it. However, AVRL is confident that the budget is available to operate a new and improved library in Wolfville.

The Wolfville branch currently has the highest number of operating hours (48) within the AVRL system of 11 locations. Additionally, it is open 6 out of 7 days per week to the public (as are the

Kentville and Windsor libraries). These hours will not change. AVRL believes that the current staffing complement is sufficient to operate an enhanced/enlarged facility - including the supervision of an enlarged space and additional programming opportunities.

AVRL's normal course of action for expanded facilities is to utilize resources from capital reserves to purchase an "opening day collection", to ensure the collection meets the linear footage of the available shelving. AVRL is confident that ongoing acquisitions will be sufficient to maintain an appropriate number of items in an expanded Wolfville branch.

5.3 Capital Financing and Funding Sources

5.3.1 Municipal Funding

In Nova Scotia, library buildings are owned and therefore financed by the municipal units they serve.

Currently, roughly 60% of Wolfville branch users are residents of Kings County. This is projected to decline to about 50% in 2036 due to a more rapid rate of growth in Wolfville. However, we anticipate that a new branch in Wolfville will attract users (and current non-users) from a much larger service area in Kings County. Consequently, more than half of Wolfville branch users will be County residents. There is no formula for cost sharing capital projects such as a new library branch. Recent experience indicates a willingness on the part of the County to contribute to capital projects in other municipalities that serve their residents. The manner in which Kings County will contribute to capital costs will be determined during the implementation process.

5.3.2 Community Fundraising

AVRL and the Town of Wolfville will facilitate the creation of a Friends group and coordinate a community fundraising program in a manner similar to the successful fundraising campaign of 1992 that gave us the current building.

5.3.3 Other Funding

Typically, major projects of this type would be eligible for funding from senior levels of government. These funding sources will be investigated during the implementation process.

6.0 NEXT STEPS

The Needs Assessment is the first step in the process of developing an expanded and improved library to serve residents in Wolfville and the surrounding areas of Kings County. This report provides detailed recommendations on the size and type of library that should be developed, the preferred location, and an initial indication of cost. It is a solid basis for community input and ultimately Council's decision and project implementation. The immediate next steps include:

1. Complete the Architectural Assessment of development options.
2. Engage the public, community groups, and agencies in a discussion of the project.
3. Confirm that planning for the project should proceed and its place in the capital budget forecast. Council has been regularly updated on the Working Group's efforts and have indicated their support for moving forward with the project. They have also tentatively supported moving the library project from year 9 to year 5 in the capital budget. However, Council cannot finalize these decisions until they receive the Needs Assessment Report, the results of the Architectural Assessment with a firmer indication of capital costs, and the community's input.
4. Prepare a detailed implementation strategy for the project. With the submission of this report the Working Group has completed the task requested by Council. Overall responsibility for the project will now rest with Town staff, supported by AVRL and a Friends of the Library group. The Town should outline a detailed implementation strategy indicating roles, responsibilities, and timelines. The implementation strategy should address all tasks to be completed up to and including the supervision of construction of the library. This will involve additional planning studies, a financing strategy including the role played by municipal partners and senior levels of government, investigation of possible partnerships, and preparation of documents and retention of consultants and contractors for design and construction.
5. Establish a Friends of the Library to generate community support and raise funds for the project. AVRL in conjunction with the Town should support the establishment of an effective community-based organization to support project implementation.

Recommendation 7: A community consultation program be undertaken to review the project.

Recommendation 8: The project be reflected in the Town's capital budget for implementation within the next five years.

Recommendation 9: The Town prepare an implementation strategy to identify key tasks, timelines, and responsibilities to allow the project to move forward in a timely manner.

Recommendation 10: AVRL and the Town facilitate the establishment of a Friends of the Library group to generate community awareness and support for the library project and to manage a community capital campaign.

Appendices

Appendix A – Wolfville Library Community Consultation. 2017 (Summary)

Appendix B – The Value of Public Libraries

Appendix C – Rationale for Library Space Planning Guideline of 0.7GSF/Capita

Appendix D – Scope of Work – Architectural Study of Development Options for the New Library

Appendix E - Library Site Selection Criteria

APPENDIX A: WOLFVILLE LIBRARY COMMUNITY CONSULTATION – 2017 (SUMMARY)

To: Town of Wolfville
From: Ann-Marie Mathieu, CEO
Angela Reynolds, Community Engagement Coordinator
Date: December 11, 2017
Re: Wolfville Library Community Consultation 2017

Wolfville Community Consultation: Introduction

An in-person consultation was held at the Wolfville Market on November 4, 2017. Approximately 20 people were attending. An online survey with the same questions was made available until November 24. Just under 50 people responded online. Many responses were similar; below we have captured the most common responses. A full document with all raw data has been compiled.

As you will see, in general, most agree that a larger library is needed. Many respondents are concerned about the building: they want the library to stay in the current building. The community is looking for a social gathering space, but also wants to use the library in a traditional manner.

It is heartening that many people responded favourably with support—at least 30 people gave their names and contact information, and quite a few others said they might help if they knew what they would be asked to do. The community supports the expansion of the library, and there appears to be willing to help make it happen.

SPACES: How will the space be used?

Summary of Responses:

- ❖ Community/social gathering space
- ❖ Borrow books
- ❖ More space: for programs, more books (and more space between shelves)
- ❖ Family friendly
- ❖ Café
- ❖ Quiet reading Room
- ❖ Meeting place, meeting rooms
- ❖ Place to bring children
- ❖ Centrally located in town
- ❖ Accessible; mobility considerations a MUST
- ❖ Program room separate from main part of library (noise, etc)
- ❖ Comfy seating and research seating
- ❖ Programming for seniors

FURNISHINGS: What is needed for comfort and use?

Summary of Responses:

- ❖ Comfy chairs
- ❖ Bright, modern furniture that can be rearranged as needed
- ❖ Study/research seating and tables
- ❖ Quiet Reading Room
- ❖ Computer use area
- ❖ Natural light, windows
- ❖ Collaboration/study areas
- ❖ Good lighting
- ❖ Accessible

YOUTH SPACES:

Summary of Responses:

- ❖ Media area, computer stations
- ❖ Separate space for kids, separate space for teens/tweens
- ❖ More space
- ❖ More books
- ❖ Interactive play
- ❖ Keep noise in children's area
- ❖ Study spaces, table/chairs
- ❖ Programming room
- ❖ Comfy chairs
- ❖ Parent space/mom& baby space
- ❖ Outdoor space

TOP FIVE: What are the top 5 things you want in your library?

Summary of responses:

- ❖ More Space
- ❖ Accessible
- ❖ Comfortable
- ❖ More books
- ❖ Computer area/more computers
- ❖ Children's area
- ❖ Programming/meeting rooms
- ❖ Art gallery
- ❖ Café
- ❖ Wired study spaces
- ❖ Location: Keep it where it is
- ❖ Parking
- ❖ Collaborate with Acadia

- ❖ Outdoor space
- ❖ Quiet space
- ❖ Engagement with Indigenous community

WILD CARD: Tell us anything else you want!

Summary of responses:

- ❖ Include present building in whatever is done with library/build extension, perhaps modern
- ❖ A place to hang my coat
- ❖ Central to town
- ❖ Maintain the character in a larger space (many comments on the important heritage of the building)
- ❖ Be innovative- capture what is loved about current library, but dream big. Does not have to be this space
- ❖ Many comments that the library does what it needs to do—loaning books as core service
- ❖ Clean bathrooms
- ❖ Interactive items: train tracks, fish
- ❖ Add train cars on tracks outside as part of library
- ❖ Involvement from Acadia students
- ❖ Opportunity for major change – think different
- ❖ Accessible, bright, technologically that is current
- ❖ Public venue
- ❖ Elevator to upstairs room

APPENDIX B: THE VALUE OF PUBLIC LIBRARIES TO THE COMMUNITY

Public Libraries are recognized as valuable contributors to social, economic, cultural, and environmental sustainability of a community.¹⁴

1. *Public libraries support children and students* through our online homework-help resource, Tutor.com, research assistance, and materials. Early literacy is taught in story and art classes and play-based discovery. In partnership with formal education systems, libraries play a crucial role in ensuring that we have well educated students ready to face the 21st century.

2. *Public libraries support and promote reading and literacy.* Public libraries help develop an informed and literate population, essential to our economic growth. An illiterate and uninformed workforce does not meet the needs of workplaces that depend on the knowledge and skills of their workers for success in the marketplace.

3. *Public libraries increase profits for nearby businesses, which* in turn increases the economic success of the local community. Studies reveal that libraries directly increase retail sales at businesses in close proximity to the library. Libraries offer job search assistance, access to career information, resume writing workshops, and computer workstations for employment seekers - all economic benefits to the community.

4. *Public libraries support and promote information literacy.* Despite widespread digitization of the world's information and knowledge, the majority of people are in need of assistance in navigating this source of information - libraries facilitate this.

5. *Public libraries support a democratic society.* One test of a democracy is whether it grants equal access to the tools that make knowledge and understanding possible. Libraries make democracy work by providing access to information so that citizens can make the decisions necessary to govern themselves - across the entire societal spectrum.

6. *Public libraries level the playing field* by making all its resources equally available to all members of the community, regardless of income, or position in society. Access to computers and the internet are but two examples.

7. *Public libraries break down barriers.* Libraries provide free family literacy classes for low-literate, illiterate, and non-English speaking people, often in cooperation with other organizations. We provide transformative experiences that teach citizenship; we develop multilingual and multicultural materials for our patrons. Libraries serve the homebound, elderly, institutionalized

¹⁴ Annapolis Valley Regional Library mission statement. <https://www.valleylibrary.ca/about-library>

individuals, the homeless, and people with physical challenges. Libraries help all equally, and in doing so break down the social boundaries and barriers to learning.

8. *Public libraries are the primary site for government information* as all levels of government are increasingly making information available in electronic format only, and directing people to libraries.

Public Libraries also develop and deliver services and programs that respond to the unique characteristics and priorities of a community.

APPENDIX C - RATIONALE FOR LIBRARY SPACE PLANNING GUIDELINE OF 0.7GSF/CAPITA

Introduction

The purpose of this discussion is to offer a solid rationale for the use of 0.7GSF/capita as a basis for determining the size of the proposed Wolfville Branch based on three considerations:

- a brief discussion of the history and current use of library space planning guidelines in North America.
- evidence of program and service constraints at the existing Wolfville branch that can be attributed to space limitations.
- evidence from the new Berwick and Kentville branches demonstrating how community use drastically improves when the 0.7GSF guideline is met.

Per Capita Space Planning Guidelines

For decades the library space planning guideline of 0.6GSF/capita was used to estimate library space needs in a number of North American jurisdictions. While the Nova Scotia Provincial Library has not updated space planning guidelines since 2001, at that time the recommended level of provision for communities with populations in the 8 -10,000 range was between 0.5 and 0.8 sq. ft. per capita¹⁵. This would have been consistent with other provincial and state library associations in North America at that time.

Today few library planners would consider 0.6GSF/capita acceptable. For example, a 2010 report from the Southern Ontario Library Service¹⁶ recommended much higher levels of provision and in 2012 the professional association dealing with rural and county library systems in Ontario (Administrators of Rural and Urban Public Libraries in Ontario) recommended a minimum guideline for branches serving populations of 1-10,000 of 1.0 sq. ft. per capita.¹⁷ This guideline refers to assignable space so the recommendation is actually for something in the order of 1.25GSF/capita. Facility space planning guidelines of 0.7GSF per capita, or higher, are routinely used in needs assessments and feasibility studies for new libraries in Canada.¹⁸

¹⁵ A number of jurisdictions, including Nova Scotia, expressed these guidelines as a range from minimum to preferred.

¹⁶ Southern Ontario Library Service "Making the Case for Your Library Building Project". Library Development Guide #5. March 2010.

¹⁷ Administrators of Rural and Urban Public Libraries in Ontario. "Guidelines for Rural/Urban Public Library Systems. (2nd Edition). 2012.

¹⁸ The use of the guideline is apparent in library planning reports available on-line.

Higher per capita space planning guidelines are being adopted because of changes in how people use libraries. The changes result in the need for more space generally as well as a number of specialized areas that were generally not provided in community libraries in the past. Key considerations include:

- Increasingly, libraries are being thought of as a “centre” or “focal point” of a community. They are spacious, welcoming, highly visible, accessible places where people come together to gather information, exchange ideas, and explore their creativity.
- Through elements of design, programming, and partnerships, libraries are increasingly fostering dialogue and exchange with users. Interior and exterior spaces are the ideal locations for civic events, celebrations, fairs, festivals, political debates, and concerts. Public art installations, temporary exhibits, and local history displays help libraries establish a setting for social interaction, encouraging people to gather, talk, and learn.
- The library as a space for community knowledge exchange remains paramount and, for such users, the library’s digital services are less about computer terminals than about space to have their ‘way of knowing and creating’ expressed and included.
- Increasingly, support for community social and economic development is becoming a core function of the library in an information economy characterized by rapid change. Libraries are providing workshops and training in computer literacy, e-technology, and navigation through the information age. The library increasingly plays a role in supporting small businesses, home-based business, the self-employed, and individuals who must continually upgrade skills or search for new careers in a changing marketplace.
- To complement the increasing range of library activities and services, users have expressed the desire for a more diverse mix of spaces. New spaces are being considered for both user type (children, seniors, level of technical skill, etc.) and activity type (quiet study, group work and collaboration, social interaction and conversation, etc.).

These trends indicate a shift from print to digital resources accompanied by much greater levels of in-library use and in-library programming, training, and patron service. They require specialized physical spaces not found in traditional libraries (such as media labs, specialized training facilities, spontaneous social space; and group study areas). They foster significantly expanded partnerships with implications for the size, building program, and design of library buildings. These trends support larger libraries and higher square feet per capita provision levels. They also are a major reason why library systems increasingly have fewer but larger library branches.

The Existing Wolfville Branch

Anyone familiar with the Wolfville branch will appreciate it is too small to provide the functional areas described in the Needs Assessment. The following images illustrate the problems.



The few working areas available in the library are positioned amongst the stacks in a cramped, inconvenient and uncomfortable arrangement. Lighting is poor and the working areas constrained. When the desks are used, it is not possible for patrons to walk down the aisles between the stacks.



The need to tightly position stacks and furnishings in the adult section of the library is not only uninviting, it is inaccessible. The current configuration would not meet accessibility guidelines and present a challenge for anyone with mobility issues.



The only social space in the Wolfville branch are four chairs located adjacent to the main entrance and circulation desk. Libraries that hope to act as “community hubs” and “community living rooms” must provide opportunities for informal social interaction, networking, and community engagement. This demands social space with a good supply of comfortable furniture, a welcoming atmosphere, food service, and a large enough area to accommodate group interaction. The Wolfville branch is much too small to accommodate this type of social space.



The absence of separate, dedicated program rooms is a major limitation of the current library. However, this would be less serious if there was sufficient space in the library, and particularly in the children's section, for informal activities, play, and exploration. As the above photo indicates, these opportunities are severely limited due to lack of space.



Staff work space is much too small to effectively accommodate the technical activities of the library. Appropriate office space and a proper staff room are not available.



The Innovation Centre located on the second floor of the library is the one space that is spacious enough to accommodate users in an attractive and comfortable setting. Unfortunately, as shown below, the only access is via a narrow, steep and dark staircase making it inaccessible for many residents.



As these images demonstrate, the Wolfville branch is much too small to accommodate the functional areas required in a contemporary library. This further support a minimum allocation of space in the order of the 0.7GSF/capita when planning the new library

The space limitations at the Wolfville branch are also apparent from library planning guidelines for other facility and service indicators. Figure C1 compares actual figures for the existing Wolfville branch to guidelines for two hypothetical libraries serving populations of up to 10,000 (Library A) and up to 4,000 (Library B). The guidelines are adapted from various provincial library organizations and address size, physical features, and selected service indicators.

Figure C1			
Key Characteristics	Wolfville Branch (Actual)	Library A (As per guidelines)	Library B (As per guidelines)
Population Served	9,500	Up to 10,000	Up to 4,000
Size GSF	2,900	6,000-8,000	2,500-3,000
Space Dependent Characteristics			
Collection (minimum items)	13,475	25,000	7,500
Dedicated Program/Meeting Space (sq. ft.)	None	300-500	None
Internet Workstations	5	5-10	3-4
Reading Areas/ Workstations (Seats)	9	20-35	5-8
Service Indicators			
Operating Hours (per week minimum)	48	25-30	15-20
Circulation (annual)	83,000	35-65,000	10,000 – 12,000

Figure C1 shows that the Wolfville Branch is providing a high level of service from a very sub-standard and under-sized facility. The size and the space dependent characteristics of the Wolfville branch are consistent with a library serving a population of less than 4,000. However, the two service indicators – circulation and hours of operation – exceed the guidelines for a library serving a population 10,000. Similar guidelines are not available for other services, such as program attendance or weekly visits, but as noted in Section 3, the Wolfville branch compares very favourably to other AVRL libraries on these indicators. This assessment indicates library staff are doing their best to meet a high demand for services with an inadequate facility. In this respect they support a library of 6-8,000GSF for a service area population of 9,500, or a per capita level of provision in the order of 0.7GSF.

The Relationship Between Library Space and Use – Berwick and Kentville Branches

Comparing use before and after a library expansion is another method for assessing space requirements. If libraries are under-sized, greater use should occur when they are enlarged and improved. Provincial Library Statistics were used to investigate this at the branches recently opened in Berwick and Kentville. Four key indicators of use related to the size and quality of library space were examined: (1) active registered users¹⁹ (2) circulation²⁰ (3) in-person visits per week²¹, and (4) program attendance²². Figure C2 shows average measures for before and after the opening of the new library branch.²³

Library		Prior to Opening New Branch	New Branch	Percentage Change
Berwick Branch	Active Registered Users	2,060	2,407	16.8
	In Library Circulation	40,215	65,119	61.9
	In Person Visits/Week	368	654	77.7
	Program Attendance	2,017	3,170	57.2
Kentville Branch	Active Registered Users	5,736	4,741	(17.3)
	In Library Circulation	82,796	87,074	5.2
	In Person Visits/Week	1,099	1,333	21.3
	Program Attendance	1,303	3,177	143.8

¹⁹ An active registered user is defined as a user borrowing an item at the library within a period of 3 years.

²⁰ Circulation excludes all forms of electronic circulation (e.g. e books, Overdrive, e-magazines, etc.) It is therefore a good measure of in-library activity and most relevant to this discussion.

²¹ All libraries in Nova Scotia monitor actual visits during a “typical week” to provide this statistic to the Province.

²² Attendance is for programs offered by library staff or sponsored by the library and includes one-on-one computer training. Attendance in programs offered by another organization, such as a recreation department, in library facilities are not included in these counts.

²³ Provincial statistics are compiled for the period April 1- March 31. For both libraries, the “prior to opening” data is for the 5-year period April 1, 2010 to March 31, 2015. In both cases, the libraries operated out of temporary locations prior to the opening of the new branch. We did not include any year where some part of it was spent at a temporary location. Berwick opened in January 2017 and operated from temporary quarters for 12 months. Consequently, we excluded data from 2016 and 2017. The new branch data is the average of 2018 and 2019 and for all indicators except active registered users, the first nine months of the year ending March 31, 2020 prorated for a 12-month period. (Active registered user data is not available for a partial year). In Kentville’s case, the library operated from temporary quarters for 18 months prior to its opening in November 2017. Consequently, it was necessary to exclude data from 2016-2018. The new branch data is the average of 2019 and prorated data for the first nine months of the period ending March 31, 2020.

In January 2017, AVRL replaced a very small library (approximately 1,300GSF) with a new branch in Berwick. The library is part of a new municipal administration building and a number of public and staff areas are shared. The library proper is approximately 2,000GSF but with shared space the total area available to the library is estimated at 4,500GSF. Given a service area population of about 6,500, this yields a per capita level of provision of 0.7GSF/capita, in line with recommended guidelines²⁴.

Berwick's experience is instructive for the Wolfville case. The per capita provision of library space was increased from about 0.2GSF to 0.7GSF. The recommended increase at the Wolfville branch is from 0.3GSF to 0.7GSF per capita. When Berwick provided a facility that met size guidelines, in-person visits increased by over 75% and program attendance and in-library circulation by over 50%. These indicators are closely tied to the size and the quality of the physical space. More and better space resulted in significantly increased use. The overall increase in active users is also noteworthy because it suggests the new library succeeded in attracting former non-users.

The new Kentville branch's performance tells a similar story. The significantly increased program attendance can be attributed to a move from virtually no program space to a dedicated program area. In-library circulation and in-person visits also increased. The active registered user data only reflects the first year of operation and month over month increases are occurring. It is anticipated when two full years of data are available, this measure will also show a sizeable increase.

The experience at Berwick and Kentville is persuasive evidence of unmet demand for library services prior to the provision of the new branch. The new branch's performance indicates that physical facilities of an appropriate size and design will capture this demand and further substantiates a provision level in the order of 0.7GSF/capita.

Conclusion – Wolfville Library Space Requirements

The guideline of 0.7GSF/capita should be used to determine the minimum size of a new or expanded public library. A library of approximately 8,750GSF will be required to serve the anticipated 2036 population of 12,500 in Wolfville and the surrounding areas of Kings County.

²⁴ The recommended guidelines do not envision shared space. While counting these as part of the library likely overstates its size, areas such as the building lobby and mechanical service areas are not included in the 4,500 sq. feet. In addition, some of the measurements are likely net instead of gross sq. ft. On balance therefore, 4,500GSF is a reasonable estimate of the size of the Berwick library.

APPENDIX D. SCOPE OF WORK – ARCHITECTURAL ASSESSMENT OF DEVELOPMENT OPTIONS FOR THE NEW LIBRARY

Introduction

The assessment will investigate the relative merits of three development options for the library project. The options are:

Full Integration: A renovation and expansion that fully integrates required additional and improved functional areas with the existing library.

Linked: The development of a new building with additional and improved functional areas that is physically linked to the existing library. In this option the existing library continues to be used for library purposes.

New Build. The development of a new stand-alone library. In this option the existing library would be retained for public and community use but would no longer be used as a library.

The existing library is housed in the Town's former train station. The former train station is a heritage building in excellent condition that is held in high regard by Wolfville residents. An expansion of the existing library is therefore a desirable opportunity. There is strong support for retaining the library at its current location in the downtown area. Preliminary investigations suggest a new stand-alone building could be accommodated in this area. An assessment of the financial, service, and design implications of the development options is required to contribute to a constructive community dialogue and an informed decision by Council.

Purpose

To provide sufficient information to allow the community to offer informed comment and Council to make a decision on whether the new library should be a stand-alone building or integrated with the existing library.

Objectives

The study will compare stand alone and integrated options to answer three questions:

1. What are the impacts on the site with respect to parking, open space, existing and planned uses, etc.?
2. What will the library look like?
3. What will it cost?

There are likely other considerations that will enter into the final decision on whether the library is stand-alone or integrated. For example, alternative uses for the train station if it is not the library or the value of show casing a unique building. While these may be considerations in the final decision, they are not part of the architectural assessment.

Assumptions

The following assumptions will guide the architectural assessment.

- The specific program and service areas outlined in the recommended functional space program will be represented in all of the development options. While the total size of the building in the development options that incorporate the existing library may vary depending on how existing spaces can be used, the development option must incorporate all functional areas at the size indicated in the recommended space program.
- The study will only deal with the building required to accommodate the library. While opportunities to partner with the library in a building that accommodates other agencies or organizations may be identified in the future, these possibilities will not be considered in this study.
- The Town will provide as built drawing and previous building assessments to describe physical, mechanical and structural characteristics of the existing library. The architectural assessment will be based on this existing documentation and visual inspection.
- The primary purpose of this study is to compare the development options to allow a decision on a preferred option. A consistent, comparable baseline for decision-making is therefore required. This will be defined as the minimum acceptable level of construction for public buildings customary in similar municipalities in Nova Scotia. For the stand-alone development option, a building that fully accommodates the space program and is reasonably attractive and fully functional is anticipated. For the integrated options, the same principle would apply but the parameters may be somewhat different to ensure the new construction complements the existing building with respect to design features, selection of materials, etc.

Scope of Work

It is anticipated that the following tasks would be completed for each of the three building development options: However, if in the course of the analysis it became clear that an option is not feasible, it would be dropped from further consideration and the work program adjusted accordingly.

1. Site plan
 - Show the proposed building footprint on the site, consistent with planning requirements
 - Identify any existing or planned features that would have to be removed or relocated to accommodate the building
 - Identify parking, both existing and proposed
2. Floor plans
 - Identify the interior configuration of spaces to accommodate all areas in the recommended functional space program

- As warranted for the integrated options, identify any changes in the space program necessitated by the existing building and provide a revised space program indicating net and gross square feet by functional area.
- 3. Renderings
 - Provide exterior elevations to illustrate design features and exterior materials and finishes
- 4. Existing Building Assessment
 - Identify required upgrades to accommodate changes in use, code requirements or desired building or design requirements
- 5. Capital Cost Estimates
 - Provide a Class C capital cost estimate, itemized in sufficient detail to illustrate the major differences between the options
- 6. Town Operating Cost Estimate
 - As warranted, estimate any differences among options in basic occupancy costs that would be the Town's responsibility, including utilities, heat, mechanical systems, etc. Operating costs associated with the delivery of library services are not the architect's responsibility. As warranted, these will be identified by AVRL.
- 7. Project Management
 - Hold a minimum of three meetings with the client: (1) project orientation, (2) review of options (3) review of draft report.
 - Present final report to Council
 - Provide electronic copies of all draft and final reports, drawings, and supporting materials.

Community Consultation

The consultant will provide opportunities for all interested parties to provide input to the study at appropriate points in the analysis. Interested parties include, but are not limited to, library users and non-users, library staff, community groups and agencies, the Friends of the Library, etc.

A general community meeting will be held to present and receive comment on the findings and recommendations of the study.

APPENDIX E – LIBRARY LOCATION CRITERIA

Sites considered for the library would initially be screened to eliminate those that do not meet essential requirement (e.g. sites that are not large enough to accommodate the development; with inadequate servicing; with land use planning restrictions, etc.). Figure E1 describes criteria for comparing sites that meet minimum requirements for the library.

Priorities are suggested for each criterion with 5 indicating the highest priority. The priorities reflect the role of the library and the manner in which the library is used. For example, a high priority is assigned to visibility in keeping with unique role the library can play as a place-maker and public space. On the other hand, active transportation and public transit are assigned somewhat lower priorities because these are not anticipated to be principal means of accessing a branch in Wolfville for most users.

Figure E1: - Comparative Site Selection Criteria

Criterion	Priority Weight	Description/General Considerations
Site Acquisition Cost	5	Cost per hectare to acquire site, if applicable.
Access - arterial road	4	Sites where boundaries front on major arterial roads that could provide direct access to the site are preferred.
Visibility	4	Site are preferred that enhance the visibility of the library with a prominent location that contributes to familiarity and use, creates a strong community focal point and reflects the library's role as a major civic building and place-maker in the community.
Contribution to Town Objectives	4	Preference will be given to sites where the development of the library can contribute to other Town objectives for the site or the surrounding area (e.g. acting as a catalyst for the revitalization of a local business area; creating a cultural precinct). To qualify the objectives must be stated in an approved municipal planning document and the library's contribution to the objective must be defensible
Site Expansion Potential	3	Sufficient land to accommodate possible future facility expansion will be preferred. Generally, a minimum expansion footprint would be adopted to qualify, with additional points assigned based on the extent to which the minimum is exceeded.

Figure E1: - Comparative Site Selection Criteria

Criterion	Priority Weight	Description/General Considerations
Site Development Costs	3	Attributes that would likely result in higher site development costs are undesirable (e.g., poor drainage, less than ideal topography, interference with existing infrastructure such as hydro lines, flood plain, existing buildings that requires removal, etc.). In the initial site assessment process, the identification of site development constraints is based on existing documents and visual inspection.
Public Transportation	3	Sites are preferred with public transit access or where it is reasonable to assume that public transit authorities would extend access to serve a new library.
Active Transportation	2	Sites that are directly accessible from existing or planned pedestrian or cycleways are preferred.
Access - centrality to population	2	Sites that are centrally located within the library's service area are preferred. Centrality is best measured in estimated driving time rather than distance.
Complementary Uses/Services	2	Sites are preferred where other land uses complement the library and contribute to an enhanced level of service or enjoyment for users of the library. (e.g., locations adjacent to or in the immediate vicinity of shopping, banking, educational or recreational facilities).
Compatibility with Surrounding Uses/Built Form	1	Sites where the facility is compatible with surrounding land uses and built form are preferred. (e.g., sufficient separation from adjacent residential areas to limit any impacts associated with parking etc.).