



Kingston Frontenac Public Library Branch Services Review

Final Report

August 2004

Prepared by:



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August 9, 2004

Ms. Deborah Defoe
Chief Librarian
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Re. Library Branch Services Review – Final Report

Dear Ms Defoe:

We are pleased to provide our final report for the Kingston Frontenac Public Library (KFPL) Branch Services Review. The report identifies a new facility model for the KFPL and makes recommendations concerning the future development of library facilities in Kingston Frontenac. We believe the recommended facility model and the proposed library developments are consistent with the current and future needs of residents served by the KFPL and will ensure that the public library continues to meet the needs of the community.

It has been a pleasure working with the members of the KFPL Board and staff to prepare this report. I hope that it will prove a useful guide for future decision-making.

Sincerely

A handwritten signature in black ink, appearing to read 'Jim Morgenstern', with a long horizontal line extending from the end.

Jim Morgenstern, R.P.P. MCIP
Principal

Table of Contents

Executive Summary.....	i
1.0 Introduction	1
2.0 The Current KFPL System.....	2
2.1 Urban Branches	4
2.2 Rural Branches.....	5
3.0 Facility Space Requirements.....	7
3.1 Planning Assumptions.....	7
3.1.1 Population Projections.....	7
3.1.2 Geographic Areas for Analysis.....	8
3.1.3 Space Planning Guidelines.....	9
3.2 Urban Region Space Requirements.....	10
3.3 Rural Region Space Requirements.....	10
4.0 Service and Design Guidelines for KFPL Libraries.....	12
4.1 Approach to the Assessment.....	12
4.2 Library Trends and Best Practices.....	12
4.3 A Proposed Facility Hierarchy for KFPL.....	14
4.4 Urban – Rural Distinction.....	16
4.5 Preferred Library Design and Service Standards.....	16
5.0 A Facility Model for the KFPL	18
5.1 The Central Library.....	18
5.2 West Kingston	18
5.3 East Kingston.....	19
5.4 Central Kingston.....	20
5.5 South Frontenac.....	26
5.6 The Rural North.....	29
5.7 Frontenac Islands.....	35
5.8 Alternative Types of Satellite Libraries.....	36
5.9 Summary: The Recommended KFPL Facility Model.....	37
6.0 Financial Implications and Implementation.....	40
6.1 Financial Implications.....	40
6.2 Implementation.....	43
Appendix A: Summary Library User Survey	45
Appendix B: Preferred Facility and Service Standards.....	48
Appendix C: Assessment of Existing Libraries.....	53
Appendix D: Technology and the Virtual Library.....	59

Executive Summary

Introduction

The Library Branch Services Review recommends a new facility model for the Kingston Frontenac Public Library (KFPL) that describes the types of libraries that will be required to meet the needs and expectations of current and future library users.

Library Space Requirements

A space-planning standard of 0.5 gross sq.ft. per capita was applied to projected population to identify future library space requirements in seven service areas. As Table A indicates, approximately 16,700 square feet of additional library space will be required in Kingston Frontenac by 2026.

Table A: Library Space Requirements (2001-2026)

	Existing sq.ft. (2001)	Existing sq.ft. per capita (2001)	Required in 2001 (at 0.5 sq.ft per capita)	Required in 2026 (at 0.5 sq.ft per capita)	Additional Space Required by 2026
Urban Space:					
Central Kingston*	33,650	0.59	28,508	31,479	(2,171)
West Kingston	30,000	0.69	21,687	31,181	1,181
East Kingston	4,000	0.29	6,895	9,675	5,675
Urban Region Total	67,650	0.59	57,090	72,335	4,685
Rural Space:					
South Frontenac	3,025	0.18	8,213	12,627	9,602
Rural North	4,388	0.69	3,180	4,052	(336)
Frontenac Islands	2,496	1.52	820	1,245	(1,251)
Rural Region Total	9,909	0.41	12,213	17,924	8,015
System Wide (includes central Library)*	42,000			46,000	4,000
Total Kingston Frontenac	119,559	0.86		136,259	16,700

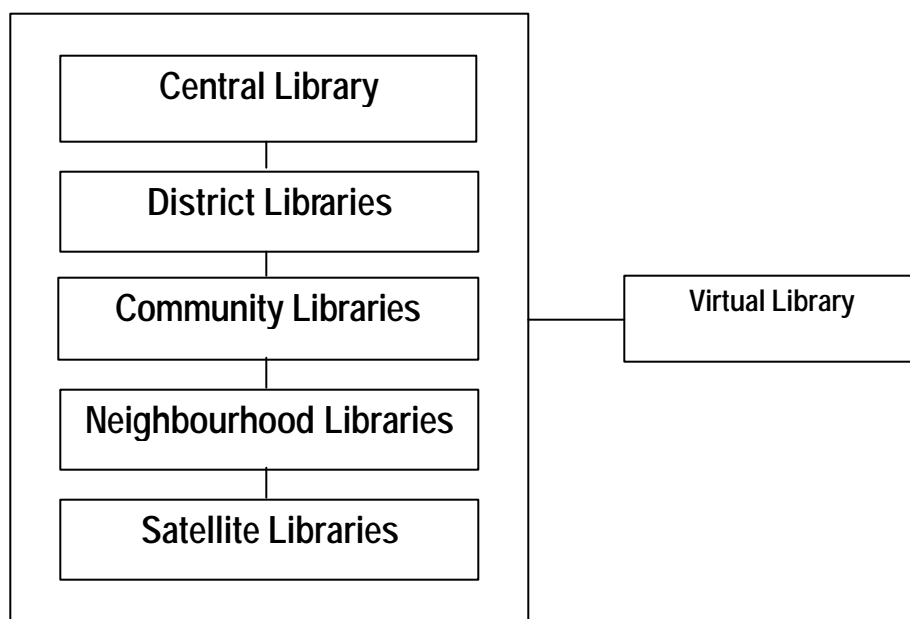
* The Central Library, located in Central Kingston, serves residents in its immediate service area as well as residents in all other service areas due to its reference, research and administrative functions for the KFPL system. For the purposes of this analysis we have assumed that 20,000 sq. ft. at the Central Library is local serving and the remaining 42,000 sq. ft. is system serving. These figures are reflected in Table B. The additional 4,000 sq. ft. required system wide is a proposed expansion to the Central Library, as discussed below.

A Facility Model

In addition to ensuring an appropriate supply of library space, KFPL must meet the needs and expectations of future library users. The role libraries play in our communities is changing in a manner that requires different types of facilities and levels of service.

To accommodate these changes, the KFPL must adopt a new model that describes the types of libraries and the levels of service that will be provided to meet the needs of future users. Figure A describes a recommended facility hierarchy for the KFPL. It identifies five types of libraries.

Figure A: Proposed KFPL Facility Hierarchy



The Central Library is provided for all library users in Kingston Frontenac. It is the major source of reference and research material and will often host other specialized services, such as local history, genealogy, government documents, high level training functions, etc.

District libraries are common in larger urban areas to provide a lower level of research and reference support than is available at the Central Library. District Libraries have larger collections, higher annual circulation, and are generally open more hours a week than libraries at lower levels in the library hierarchy.

Community libraries are smaller facilities that focus on general recreational reading and children's services.

Neighbourhood libraries provide similar services to a community library but are generally smaller. They would be provided in situations where the population to be served would not warrant the development of a community library.

Satellite libraries offer services on a very limited basis (limited hours of operation, small collections) to small and relatively self-contained settlement areas.

The Virtual library is the component of the model that is not a physical building but provides on-line access to the library's resources, such as the library catalogue and reference services.

Table B identifies preferred library service and design standards for each type of library in the facility hierarchy. They represent desirable levels of service consistent with the changing lifestyles, new technologies and trends in library design and service delivery. In many cases they describe libraries that function in a different manner than current facilities. To this end, these standards reflect a movement to modern, effective and efficient public libraries that offer a broad range of library services and access to materials that many older library facilities in KFPL do not or cannot offer.

Table B: Preferred Library Standards by Library Type

	Central	District	Community	Neighbourhood	Satellite
Population Served	100-150,000	25-35,000	15-20,000	4-5,000	500-1,000
Size (sq.ft)	60-80,000	15-20,000	8-10,000	3-4,000	500-1,000
Minimum Collection (items)	225-300,000	75-100,000	50-55,000	28-33,000	6-12,000
Annual Circulation (items)	450-550,000	200-250,000	100-150,000	50-60,000	15-20,000
Weekly Hours of Operation	70	60	45	30	15
Program/Training Space (sq. ft.)	2-2,500	750-1,000	300-350	200-250	None
Computer/Internet Workstations	50	24	14	4	1
Reading Areas and Work Stations	100	70	40	10	2

Recommendation

1. For future planning purposes, the KFPL should adopt a facility model based on five types of libraries with different roles and providing different levels of service. The five types of libraries are Central, District, Community, Neighbourhood and Satellite.

Future Library Facilities – Recommendations

Recommended adjustments to the current library system based on library space requirements, the proposed facility hierarchy, and other available information relevant to this study have been identified in this section.

THE CENTRAL LIBRARY

The space at the Central Library is sufficient for current needs; however, the facility is at the low end of the preferred size for a Central Library (60,000 to 80,000 gross sq.ft). The supply of computer workstations and reading and working areas is limited at the Central Library. This is typical for a facility of its age but not consistent with current

design standards and increasingly at odds with user expectations. As the population within the KFPL service area grows, additional public space may be required.

Recommendations:

2. Investigate options for providing an additional 3,000 to 4,000 gross sq.ft. of library space for public use at the Central Library by 2026.
3. Conduct a review of space utilization at the Central Library to determine if additional public space can be created by reducing or restructuring areas allocated to administrative functions.

WEST KINGSTON

The Isabel Turner branch provides a higher level of service than the district library in the recommended facility model. As the population of West Kingston increases, the branch has capacity to provide a high level of service without the need for additional space or other improvements.

Recommendations:

4. Maintain the existing Isabel Turner branch as a district library and the only service point in West Kingston.

EAST KINGSTON

East Kingston is relatively poorly served with less library space per capita than West and Central Kingston. East Kingston currently requires 3,000 additional sq. ft. and a further 2,800 sq. ft. to serve population growth until 2026. By 2026, East Kingston should have about 10,000 sq. ft. of library space, ideally at one community library.

Future residential development in East Kingston is expected to remain concentrated around the existing branch, though other development patterns may emerge if portions of CFB Kingston are redeveloped. In either event, the majority of current and future residents will reside within the vicinity of the existing branch or, if farther to the east, will travel by the existing branch to reach services in Central Kingston. For this reason, and to achieve operating efficiencies, the preferred approach to providing the required library space is to expand the existing branch.

Recommendations:

5. Prepare an architectural assessment of the existing Pittsburgh branch and site to identify options and costs associated with a 6,000 sq. ft. expansion conforming to the requirements of a community library.
6. Expand the Pittsburgh branch and provide services consistent with a community library.

CENTRAL KINGSTON

No additional library space is required in Central Kingston to 2026. Instead, the need to replace the aging Calvin Park branch, correct functional limitations at both Calvin Park and Kingscourt, and ensure appropriate library access for residents of northeast Kingston are the factors driving facility recommendations in Central Kingston.

Calvin Park and Kingscourt account for about 14,000 sq. ft. of library space currently and we believe this supply can be reduced to about 12,000 sq. ft. and still significantly improve the quality of library service for Central Kingston residents for the following reasons:

- there will be a slight oversupply of library space in Central Kingston at 2026, in large part due to very limited population growth relative to other areas in Kingston Frontenac;
- while 20,000 gross sq. ft. at the Central Library was assumed to serve local demand, this may underestimate its local serving function; and
- Calvin Park is an older library that is very poorly designed for effective use of public space. A well-designed library could undoubtedly provide a higher level of service and accommodate more use in less space.

In addition to the Central Library, two other library locations are required to serve Central Kingston.

Calvin Park Replacement

A community library approximately 8,000 sq.ft. in size, should be provided in the general vicinity of the existing Calvin Park branch. This new library will replace the existing facility. This location is recommended because:

- it maintains the existing facility location and distribution; the Calvin Park branch is well used suggesting the location is appropriate to serve Central Kingston residents;
- the population in the vicinity will age and not grow significantly in the future, but will still be sufficient to support a library at this location ; and
- there are opportunities for partnerships at this location that may be beneficial for the KFPL.

Opportunities to provide a community library in the Calvin Park area in partnership with the Kingston Centre and the Kingston Family YMCA should be explored further. The desirability of these options will depend on costs, timing and other factors not considered in this study. If the partnerships are not beneficial for the KFPL, the proposed branch should be rebuilt on the site of the existing Calvin Park Library.

Future Kingscourt Branch

The current Kingscourt Library does not conform to the preferred characteristics of a neighbourhood library. It is an older branch with insufficient work and program areas. While not a priority, within the term of this plan the facility should be replaced. When the branch is replaced, consideration should be given to relocating the library to the north

and east in the Rideau Heights area. While this will require further study, the following factors suggest that the relocation of this neighbourhood branch to the northeast should be investigated.

- The area to the northeast of the Kingscourt branch is projected to grow while population will decline in the immediate vicinity of the existing Kingscourt location
- The residents in the vicinity of the existing Kingscourt location have better access to other libraries in the Central Kingston area
- 2001 Census tract population data for Rideau Heights is considerably larger than the total population closest to the Kingscourt branch
- The proportion of youth 0-14 years in Rideau Heights is also greater than in Kingscourt. Average annual earnings show that while Kingscourt and Rideau Heights are below the Central Kingston average, and noticeably lower than the average for Ontario and Canada, average earnings are lowest in Rideau Heights

Recommendations:

7. Replace the Calvin Park library with a new community library of about 8,000 sq. ft.
8. Continue to investigate opportunities to develop the proposed community branch in partnership with the Kingston Centre Mall or the Kingston Family YMCA.
9. The existing Kingscourt branch should be replaced by a new 4,000 sq. ft. neighbourhood library.
10. Consideration should be given to relocating the neighbourhood library from the current Kingscourt location to a location in the Rideau Heights area.

SOUTH FRONTENAC

The existing Storrington branch in Sunbury should be maintained as a Satellite branch to serve the eastern side of South Frontenac.

The Hartington branch should be closed. The design and services do not conform to characteristics of a neighbourhood library in the preferred facility model, an indication that the facility cannot provide the range of services required by the size of the population the branch serves. With improved and upgraded libraries in Sydenham and Verona (as discussed below), Hartington area users can access these facilities.

New neighbourhood libraries should be provided in Sydenham and Verona for the following reasons:

- both areas are growing in population and will have roughly comparable populations at 2026. While Sydenham's population will be slightly larger than Verona's, a neighbourhood library is warranted in each area;
- with the closing of the Hartington branch, a library in Verona would retain a presence on Highway 38 and the direct north-south route in the western corridor; and

- locations in both Sydenham and Verona provide a better distribution of service points for the remaining rural areas of South Frontenac.

Recommendations:

11. Close the existing Hartington library when new libraries are opened in Sydenham and Verona.
12. Replace the existing Sydenham library and provide a new library in Verona. Both of these libraries should be neighbourhood libraries of about 5-6,000 sq. ft.
13. Retain the existing Storrington branch as a Satellite library.

THE RURAL NORTH

The seven branches located in the Rural North (Central and North Frontenac) provide basic library services to year-round and summer residents. Many branches do not conform to the preferred service and design standards for Satellite libraries (due to limited permanent collection, low annual circulation, and too few hours of operation) and they will increasingly meet fewer needs and expectations of users.

The Rural North requires one service point that provides the level of service associated with a neighbourhood library. The best location for a new neighbourhood library is Sharbot Lake. This library should be approximately 4,000 sq. ft. and should be open at least 30 hours per week.

Satellite libraries are included in the recommended facility model for the KFPL to reflect the rural nature of the service area and the need to serve isolated settlement areas. Satellites are recommended in situations where there is sufficient demand to support limited library service and the users served do not have reasonable access to another library or library services in the KFPL system. In our view, increasingly these criteria will not be met at Arden, Mountain Grove and Parham and consideration should be given to eliminating these Satellite branches when a new library is provided at Sharbot Lake.

The Cloyne, Plevna and Ompah branches do not have reasonable access to the proposed new library in Sharbot Lake. The Cloyne branch should be maintained due to the distance from other libraries, and the historic high levels of use. Plevna and Ompah are the remaining Satellite libraries in the Rural North. These libraries do not conform to the preferred guidelines for a Satellite library. Given the short commuting (approximately 15 kilometres) distance between the Plevna and Ompah branches and space limitations, the Ompah branch should be closed and service at the Plevna branch should be enhanced with more space, if possible, to house a larger collection and more user space. Longer hours of operation should also be provided at this branch.

Recommendations:

14. Provide one new neighbourhood library of about 4,000 sq. ft in Sharbot Lake to provide a higher level of library service in Central and North Frontenac. This library should operate at least 30 hours per week.

15. Because the proposed neighbourhood level branch at Sharbot Lake will serve both North and Central Frontenac residents, both municipalities should contribute to its construction and maintenance.
16. The Arden, Parham, and Mountain Grove branches should be closed after the new neighbourhood library in Sharbot Lake becomes available.
17. Expand the Plevna branch and provide additional operating hours and a larger collection. When these upgrades are in place, the Ompah branch should be closed.
18. Maintain the Cloyne branch as a Satellite library.

FRONTENAC ISLANDS

By virtue of island geography and travel time to branches in Kingston, library facilities and services on Wolfe Island and Howe Island should be maintained. Both branches compare favourably to the design characteristics of a preferred Satellite library. It may be appropriate to adjust the level of service (hours of operations, number of computers, etc.) in the future as population increases.

Recommendations:

19. Retain the existing libraries at Wolfe and Howe Island as Satellite branches for the period of the Plan.
20. Monitor population-based demand for library services on Howe Island and provide a higher level of service, if required.

Summary: The Recommended KFPL Facility Model

Fully implemented, KFPL library branches will be consistent with the facility service and design requirements for libraries at different levels in the facility hierarchy. This model will provide the range of services required to meet the needs and expectations of a future generation of library users with facilities that are up-to-date, accessible and affordable.

The recommended KFPL facility model in the year 2026 will differ from the existing situation as follows:

- excluding the Central Library, the number of branches are reduced from 16 to 12;
- no changes to facilities are recommended at five branches (Isabel Turner, Storrington, Cloyne, Howe Island and Wolfe Island); minor service improvements are recommended at some of the branches;
- one branch is added (Verona); five branches are expanded or redeveloped (Pittsburgh, Sydenham, Calvin Park, Sharbot Lake and Plevna) and one branch is expanded and may be re-located (Kingscourt);
- five branches are closed (Hartington, Parham, Arden, Mountain Grove and Ompah);
- total library space increases from 119,559 sq. ft. to 138,545 sq. ft. and total operating hours increase from 381 to 413;
- despite the absolute increase in square footage, the per capita supply of library space is reduced from 0.86 to 0.78; and

- branch collection sizes have been adjusted to be consistent with the facility model. When the recommendations are fully implemented, an additional 54,900 items will be required for new or upgraded branches.

Financial Implications

Estimated capital costs reflect construction and furnishing expenditures consistent with high quality public libraries in Ontario. The cost includes construction, furnishings and equipment. The total estimated capital cost of recommended facility developments is \$8,320,000. This figure does not include professional design costs, taxes, property acquisition, or moving/relocation costs. This capital cost estimate is a very preliminary figure. Actual costs will depend on site-specific design considerations that are unknown at this time. In addition, because facilities will be developed over a number of years, higher capital costs should be anticipated at the time of construction.

In addition, new material expenditures are estimated at \$2,196,000. These costs are in 2004 dollars.

The combined net impact on occupancy costs, including utilities, heat and minor maintenance is estimated to be \$104,456. Additional staff costs are estimated to be \$27,748 annually, based on the additional weekly hours of operation over a 52 week year at current hourly wages and benefits. These costs are in 2004 dollars.

We have assumed no additional administrative costs to operate the library system in 2026.

1.0 Introduction

The Branch Services Review recommends a new facility model for the Kingston Frontenac Public Library (KFPL) that describes the types of libraries that will be required in the future. The existing KFPL branches are a legacy of former township and City boundaries and do not necessarily reflect future needs of library users. This review will guide the KFPL Board and staff when deciding to upgrade, replace, eliminate, or build new libraries over the next 20 years.

This review applies to all library branches in the existing KFPL system and also considers the future role of the Central Library and technology. The study determined the space required to meet current and projected population in Kingston Frontenac, as well as preferred library design and service characteristics to recommend adjustments to the existing KFPL Facility Model. The recommended Facility Model will ensure that all KFPL branches meet the needs and expectations of current and future library users.

This study involved numerous information gathering activities including interviews and workshops with library staff, Board members, political leaders, community agency representatives and members of the public, branch visits, and a survey of six hundred and twenty-five library users. Kingston Frontenac's demographic profile and literature pertaining to trends in library service provision and facility design were also reviewed.

The report is organized as follows:

- 2.0 The Current KFPL System
- 3.0 Facility Space Requirements
- 4.0 Guidelines for Future Library Facilities and a Proposed Facility Hierarchy
- 5.0 A Facility Model for the KFPL
- 6.0 Implementation

This report includes 4 appendices:

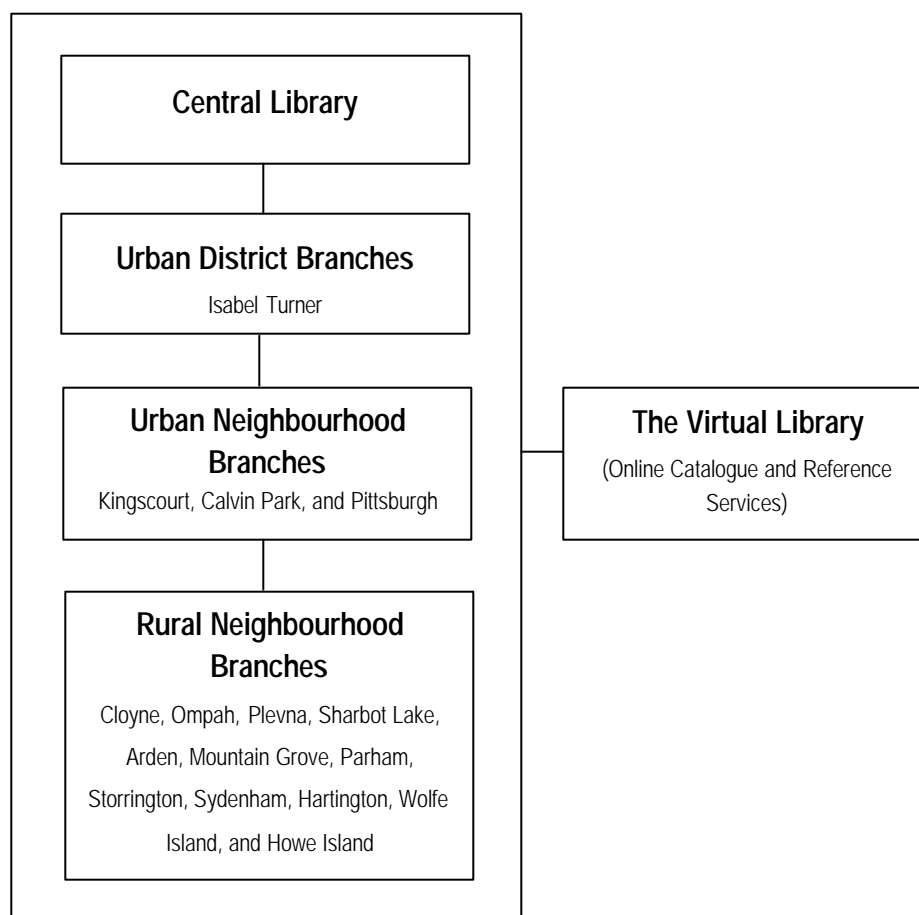
- A: Summary Library User Survey
- B: Preferred Facility and Service Standards
- C: Assessment of Existing Libraries
- D: Technology and the Virtual Library

2.0 The Current KFPL System

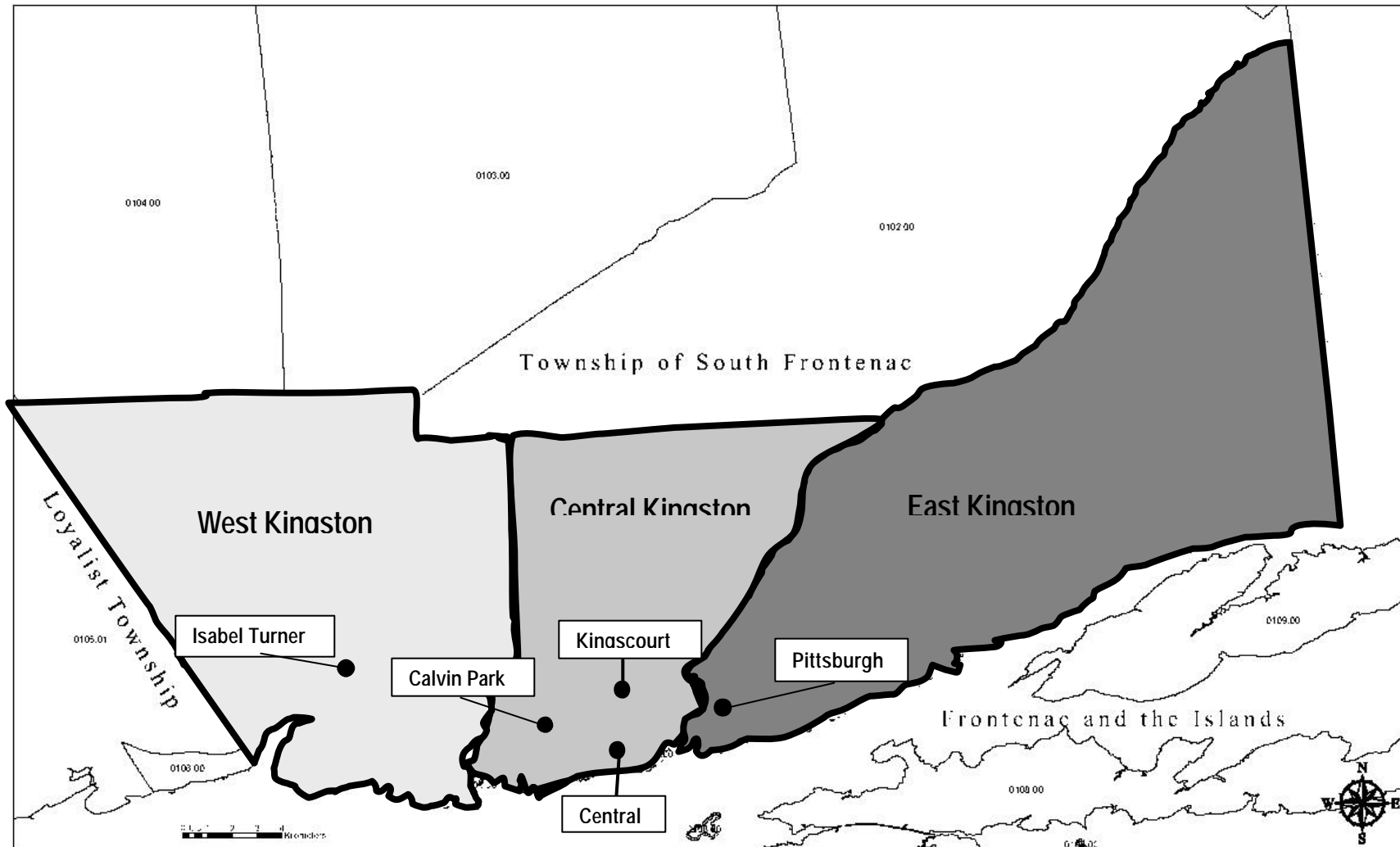
The KFPL represents the amalgamation of the former City of Kingston Public Library and the Frontenac County Public Library. Of the 17 libraries in the amalgamated library system, 5 are currently designated as urban branches and the remaining 12 as rural branches. Urban facilities (as identified in Map 2.1) are owned by the City of Kingston and operated and maintained by the KFPL. Rural facilities (as identified in Map 2.2) are owned and maintained by the Townships of North, Central and South Frontenac and Frontenac Islands Township, but operated by the KFPL. In addition to the 17 branches, the KFPL operates an online library service to cardholders, referred to as the “Virtual Library” in this report.

Figure 2.1 illustrates the existing facility model for the KFPL, which places the Central Library at the top of the branch hierarchy, followed by urban district, urban neighbourhood, and rural neighbourhood level branches. Inherited through amalgamation, the existing facility model retains a distinction between urban and rural branches and it does not define or describe the characteristics of branches at the same level in the hierarchy in sufficient detail for library planning purposes. This study proposes a facility model that reflects all types of KFPL branches and the types of libraries required to meet future needs. The proposed facility model is discussed in detail in Chapter 4.

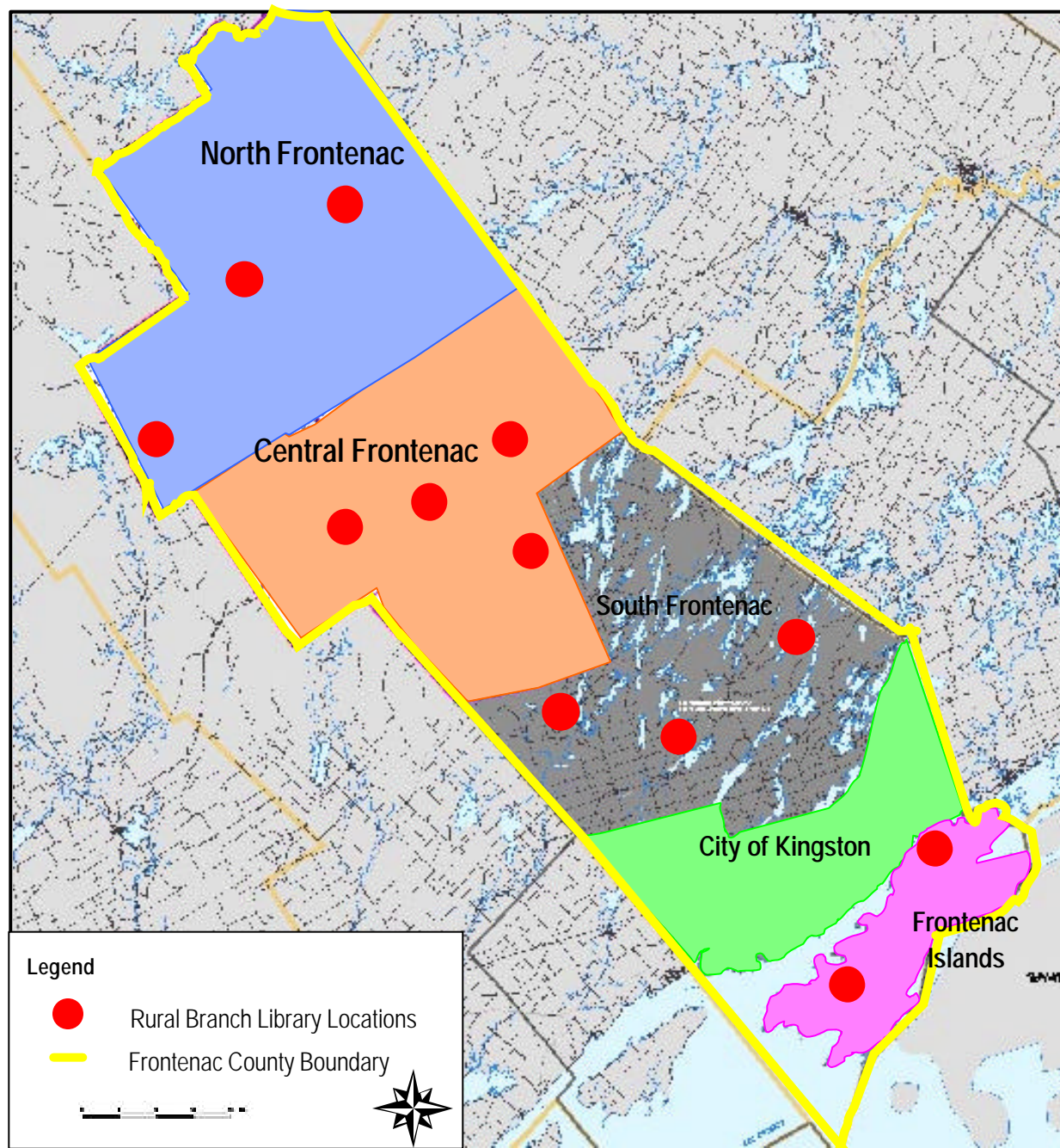
Figure 2.1: KFPL's Existing Facility Model



Map 2.1: City of Kingston Library Locations, Service Districts and Population Projections



Map 2.2: Frontenac County Library Locations



2.1 URBAN BRANCHES

The Central Library is the largest facility in the current system (62,000 sq.ft.). It fulfills research and reference functions and provides other specialized services, such as local history, genealogy, government documents, etc. It

also serves as the administrative headquarters for the KFPL. The Central Library also acts as a district branch for residents in the immediate vicinity.

The Isabel Turner branch is the only urban district branch. It is the second largest facility in the system and provides many high-level library services. It has sufficient space to provide a large collection and offer library programs. The Isabel Turner branch serves residents of West Kingston (formerly Kingston Township).

Urban neighbourhood branches include Calvin Park, Kingscourt and Pittsburgh. Calvin Park is the largest urban neighbourhood branch. It has not been upgraded or renovated since it opened in 1966 to serve the western sector of former City of Kingston. The age and current condition of the facility suggests that a major upgrade or a replacement facility is necessary. Options for replacing the Calvin Park branch are discussed in Chapter 5.

Kingscourt and Pittsburgh are smaller urban neighbourhood branches. Built in 1959, Kingscourt was originally intended to serve the northeast sector of the former City of Kingston and was renovated in 1996. The Pittsburgh branch, constructed in 1999 replaced a smaller branch in the former Pittsburgh Township.

2.2 RURAL BRANCHES

Rural neighbourhood branches are located in all but one of the former townships of Frontenac County. The twelve branches are owned and maintained by the amalgamated townships but operated by the KFPL. By Township, rural neighbourhood branches include:

- ◆ South Frontenac - Storrington, Sydenham and Hartington
- ◆ Central Frontenac - Sharbot Lake, Mountain Grove, Arden and Parham
- ◆ North Frontenac - Cloyne, Ompah and Plevna
- ◆ Frontenac Islands - Wolfe Island and Howe Island

There is considerable variation among rural neighbourhood branch facilities and services. For example, branch sizes range from 1,896 sq.ft (Wolfe Island branch) to 225 sq.ft. (Ompah branch). The average rural neighbourhood branch size is 767 sq.ft. Generally, branches below the average branch size have smaller collections, lower annual circulations and are open fewer hours than larger branches.

In response to the amalgamation of townships by an Order of the Provincial Minister of Municipal Affairs and Housing (January 1, 1998) the Townships of North Frontenac, Central Frontenac, South Frontenac and the Frontenac Islands were created.

The Ministerial Order directed the merger of the Frontenac County Public Library and the Kingston Public Library. Since the establishment of the KFPL, rural branch users have access to a significantly larger library collection and a number of rural branch facilities have been improved.

The challenge for this study is to develop a library facility model that reflects current political and geographical realities in Kingston Frontenac, while ensuring that library facilities meet the needs of a future generation of library users.

3.0 Facility Space Requirements

This chapter identifies future library space requirements in the City of Kingston and Frontenac County by applying a per capita library space planning standard to both the current and the projected population. This exercise provides an estimate of future library space requirements appropriate for this long-range plan.

3.1 PLANNING ASSUMPTIONS

3.1.1 Population Projections

The medium growth population projection for the Kingston Census Metropolitan Area (CMA), which includes the amalgamated City of Kingston, the Township of South Frontenac and Frontenac Islands Township, was used in this analysis.¹

Population growth in the Kingston CMA is determined partly by the community's "natural" growth rate and partly by the number of available jobs². The medium growth projection assumes a job creation rate of 600 per year. Unforeseen factors that may affect job creation and the natural population rate may have implications for future library space requirements. Population growth is largely expected to be concentrated in areas planned for redevelopment in East and West Kingston.

Recent long-range population projections that are being used for planning purposes are not available for the Townships of North and Central Frontenac³. Consequently, we considered historical rates of growth between 1981 and 2001. During this period, the populations of amalgamated Townships of North and Central Frontenac increased by 26.8% and 19.9% respectively. As we have no other basis for estimating future population growth in these Townships, we have adopted historical rates of population growth as a means of estimating future population. These do not take into account variables typically used to forecast population. While reasonable for the purposes of this general analysis, the projections are less accurate than those for the Kingston CMA. Of course, this is a long-range plan and all population projections should be monitored and our recommendations reconsidered if warranted by actual growth or new projections.

Table 3.1 identifies population projections for the KFPL system service area.

¹ Stevens Associates, a demographic consulting firm retained by the City of Kingston to update the Greater Kingston Area 2041 population model, prepared the population projection figures (current as of March 20, 2003) used in this analysis.

² J.L. Richards & Associates. (April 2003). City of Kingston Urban Growth Strategy – revised Draft Interim Report No. 2, Evaluating Growth Alternatives. Pg. 8.

³ Personal communication with the Planning Coordinators for North Frontenac and Central Frontenac, August 9-10, 2004. There are no documented or approved long-range population projections that could be provided to the consultants for the purposes of this study. In Central Frontenac, a projection to 2020 is available in a background report prepared in 2000. The projection is based on 1996 census data and has not been updated on more recent information.

Table 3.1: Population Projections for the KFPL System Service Area

	2001	2011	2026
Urban Region:			
Central Kingston (former City of Kingston)	57,016	59,566	62,958
West Kingston (former Kingston Township)	43,373	48,013	62,362
East Kingston (former Pittsburgh Township)	13,791	15,909	19,350
Urban Region Total	114,180	123,488	144,670
Rural Region:			
Township of South Frontenac	16,427	19,324	25,255
Township of Frontenac Islands	1,640	1,944	2,489
Township of North Frontenac	1,801	2,021	2,548
Township of Central Frontenac	4,557	4,861	5,555
Rural Region Total	24,425	28,150	35,847
KFPL System – Total Population	138,605	151,638	180,517

Notes: 2001 figures are based on aggregated Census Tracts using 2001 Statistics Canada Census data for the Kingston CMA and the former townships of Frontenac County. The Kingston CMA population projections reported in this table are based on medium growth population projections from data provided by the City of Kingston Planning and Development Department. Future population estimates for the Townships of Central and North Frontenac are based solely on each Township's 20-year historical rate of growth of 19.9% and 26.8% respectively.

Available population statistics do not reflect seasonal fluctuations in population. In Central and North Frontenac, and to a more limited extent in South Frontenac and the Frontenac Islands, library circulation increases during the summer. The implications of seasonal population changes will be considered in more detail in Chapter 5.

3.1.2 Geographic Areas for Analysis

We selected six geographical areas for analysis. In the City of Kingston, the former Kingston and Pittsburgh Townships (West and East Kingston) and the former City of Kingston (Central Kingston) represent three separate geographic study areas and combined, represent the "urban" region referred to in this report. The Townships of South Frontenac and Frontenac Island Township are separate study areas. The Townships of North and Central Frontenac, were assessed together to create the "Rural North" study area.

It is important to note that while future space requirements have been calculated by geographical area and by region, the variation between the existing supply and future space requirements are not the only factors affecting our analysis. The extent of inter-library use, geography, trends in library service delivery in urban, rural and remote areas, and available resources have also been taken into consideration in our analysis.

3.1.3 Space Planning Guidelines

Future library space requirements were projected based on 0.5 gross square foot per capita. This figure reflects a number of assumptions about the Central Library relative to the role it plays in the library system.

We have assumed that only 20,000 gross sq.ft. of the Central Library is included in the calculation of existing library space in Central Kingston. This adjustment recognizes that the Central Library serves a local residential population in downtown Kingston. The remaining 42,000 gross sq.ft. of the Central Library is allocated to functions typically provided by a Central Library, including: reference, research and special collections, administration offices, purchasing and material processing and distribution areas, technical services, and meeting space. This space supports system-wide functions.

It was necessary to reflect these assumptions in the library space planning standard adopted for the purpose of projecting future library space requirements. The 0.5 gross sq.ft. per capita planning standard reflects only the proportion of per capita space to be allocated to KFPL branches; it does not include per capita space allocated to the Central Library. The existing per capita supply of library space is indicated in Table 3.2.

Table 3.2: Existing Supply of Library Space (Per Capita)

	Population (2001)	Gross Sq.Ft.	Sq.Ft./Capita
Urban Region:			
Central Kingston (counting the Central Library as a District Library only – 20,000 sq.ft.)	57,016	33,650	0.59
West Kingston (former Kingston Township)	43,373	30,000	0.69
East Kingston (former Pittsburgh Township)	13,791	4,000	0.29
Urban Region Total	114,180	67,650	0.59
(with Central Library as a district library serving local area)			
Rural Region:			
South Frontenac	16,427	3,025	0.18
Rural North	6,358	4,388	0.69
Frontenac Islands	1,640	2,496	1.52
Rural Region Total	24,425	9,909	0.41
KFPL System Service Area Total	138,605	77,559	0.56

3.2 URBAN REGION SPACE REQUIREMENTS

Table 3.3 indicates library space required in the City of Kingston to 2026 based on the planning standard of 0.5 gross sq.ft. per capita.

Table 3.3: Urban KFPL Space Requirements (at 0.5 sq.ft. per capita)

	Existing Sq. Ft.	Total Sq Ft. Needed in 2001	Total Sq Ft. Needed in 2011	Total Sq Ft. Needed in 2026	Total Additional Sq. Ft. Required by 2026
Central Kingston*	33,650	28,508	29,783	31,479	(2,171)
East Kingston	4,000	6,895	7,955	9,675	5,675
West Kingston	30,000	21,687	24,006	31,181	1,181
Urban Region	67,650	57,090	61,744	72,335	4,685

* Only 20,000 gross sq.ft at the Central Library is included in this calculation.

An additional 3,000 sq.ft is currently required in East Kingston. Space provided at the Isabel Turner Library in West Kingston is well above the standard level of space required. The current level of space provision in Central Kingston is appropriate relative to current population.

In addition to the space currently needed in East Kingston, an additional 2,800 sq.ft will be required by 2026, for a total of 5,675 additional gross sq.ft. Additional library space will not be required in Central Kingston to 2026 and less than 1,200 gross sq.ft. will be required in West Kingston.

3.3 RURAL REGION SPACE REQUIREMENTS

Table 3.4 indicates library space required in South Frontenac, the Islands and the Rural North to 2026 based on the planning standard of 0.5 gross sq.ft. per capita. Currently, the KFPL provides 0.39 gross sq.ft. of library space per capita in the rural region, but this level ranges from 0.18 gross sq.ft per capita in the Township of South Frontenac to 1.52 gross sq.ft. in the Township of Frontenac Islands. The Rural North provides 0.69 gross sq.ft. of library space per capita.

Table 3.4: Rural KFPL Space Requirements (at 0.5 sq.ft. per capita)

	Existing Sq. Ft.	Total Sq Ft. Needed in 2001	Total Sq Ft. Needed in 2011	Total Sq Ft. Needed in 2026	Total Additional Sq. Ft. Required by 2026
South Frontenac	3,025	8,213	9,662	12,627	9,602
The Rural North	4,388	3,180	3,442	4,052	(336)
Frontenac Islands	2,496	820	972	1,245	(1,251)
Rural Region	9,909	12,212	14,075	17,924	8,015

All areas except the Township of South Frontenac are currently oversupplied or have an appropriate supply of library space. Considering projected population growth, an additional 9,600 gross sq.ft. of library space will be required in South Frontenac to the end of the study period.

4.0 Service and Design Guidelines for KFPL Libraries

This chapter identifies components of a preferred library hierarchy for the KFPL. Adjustments will be made to the existing facility hierarchy to fulfill four primary objectives.

- To ensure available resources are distributed appropriately throughout the library system
- To ensure the libraries have the physical features that will allow them to deliver a full range of services that will be demanded by future library users
- To ensure each library conforms to the greatest extent possible with the preferred characteristics of a library at their level in the facility hierarchy
- To ensure the new facility model supports the strategic directions of the KFPL's 2004-2007 Administration Strategic Plan

4.1 APPROACH TO THE ASSESSMENT

Changes to the existing facility model will be driven largely by population growth and the need to provide public libraries that meet the needs of future library users. The KFPL must consider making improvements to existing facilities, replace those that are at the end of their "useful" service life, or build new ones to remain relevant and continue to play an effective role in the economic and social life of the community. This chapter establishes the characteristics of different types of libraries in a preferred facility model. Limitations of existing libraries were identified based on:

- research on library trends and best practices, and library planning guidelines and standards;
- preferred characteristics of libraries at levels in the library hierarchy, based on the planning guidelines and best practices; and
- comparisons of the current libraries to preferred libraries.

The results of this assessment are documented in Appendix B and C of the report.

4.2 LIBRARY TRENDS AND BEST PRACTICES

Phase One of this study included a review of library trends and best practices that are relevant to KFPL and the facility focus of this study. This review described the characteristics and physical features of libraries that will be needed in the future. The KFPL has made a commitment to ensure the services that it provides best meet the needs of library users – library services that are consistent with trends and best practices identified in Phase One of this study. The 2004-2007 Administration Strategic Plan identifies a number of goals relevant to the scope of this study, including:

- to provide attractive, functional libraries with high visibility;
- to ensure that all branches are welcoming, safe, and clean;
- to continue to develop our branches through a building and renovation program;
- using new technology and an improved web site, introducing self-check-out systems, developing the virtual library and expanding digital content;
- expanding services, particularly to selected sectors of the community, particularly children and youth;
- removing barriers that may limit access to library facilities or services;
- turning the public library into a community hub that encourages and supports interaction among residents; and
- improving collections and increasing marketing efforts.

The goals identified in the 2004-2007 Administration Strategic Plan can only be achieved if the appropriate library facilities are in place. In the discussion that follows, we describe the characteristics of a proposed facility model for the KFPL that will result in higher standards for different types of libraries. These standards will support the implementation of the KFPL Administration Strategic Plan.

Library Trends and Best Practices

The following six themes describe library facilities and roles that are consistent with future trends and best practices.

An Environment conducive to working and reading in the library, which will increasingly be complemented by positioning the library as a *community information and education centre* – a facility designed to accommodate researchers, information-seekers, book browsers, and the curious. This requires large, comfortable reading and working areas, an ample supply of Internet workstations, and wiring the library for personal computer use or installing wireless Internet connections. In addition, more in-library use, food service areas, additional washrooms – all of which are fully accessible – and other customer services such as telephones, ATMs, and lockers should be provided for library users.

Convenient, “7 day a week”, service to maximize residents’ access at times that fit their schedules and their requirements for information. Seven day a week service and extended hours of operation at library facilities will be the norm. This will be complemented by the *Virtual Library* to provide off-site service at the user’s convenience.

Self-serve features and sustainable design to maximize operating efficiencies and customer service. Increasingly staff will not perform functions that the users can do for themselves. Self-check-out, drive through book returns, on-line book reserves and payment of fines, and interior design and signage that directs users to desired resources will be convenient features that free staff time to work directly with users and reduce overall operating costs. Similarly, the design of facilities will be both more cost effective and more pleasant for the library user. Natural light will reduce

energy costs, interior landscaping and design will control noise and contribute to air quality, and single floor designs with clear sight lines will allow fewer staff to supervise facilities.

Welcoming, attractive facilities that are extensively promoted to maximize use by all sectors of the community. Marketing will be a central feature of the library – and libraries will be evaluated based on their ability to provide more and better service to an increasing number of residents.

A focal point for community activities and involvement. The library will be a *Civic Centre* that provides resources, information, programs and space for the residents to be actively engaged in the affairs of their community. The library should have meeting rooms that allow for out of hours access.

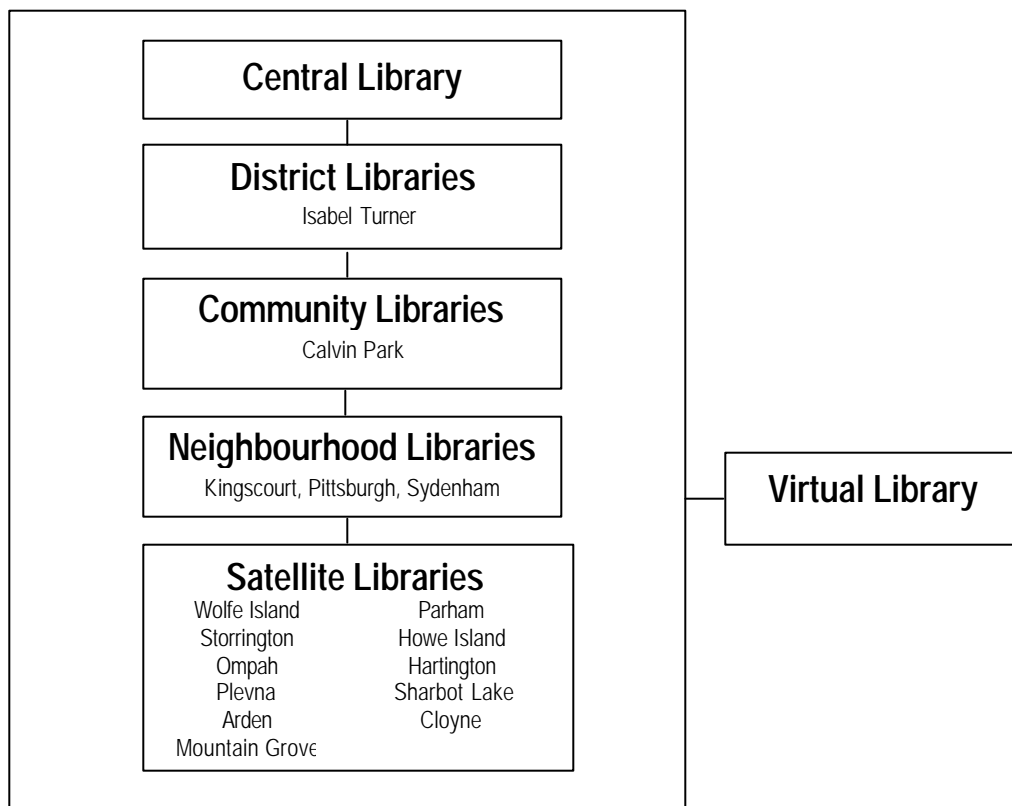
Training and support for business development (in cooperation with other economic development agencies) will be core functions of the library in an information economy that is characterized by rapid change. Skilled staff with the time to train or to arrange training and the facilities to host training courses will be available. The library will increasingly play a role in support of small business, home based business, the self-employed and individuals who must continually upgrade skills and search for new careers in a changing marketplace.

As noted, these are general library facility trends that reflect changes in the way people are currently using libraries and can be expected to use them in the future. Of course, not all of these library characteristics will be fully reflected in every library. Even in urban system, it is not realistic to invest in a full range of amenities in smaller libraries. In the KFPL system, where the average size of the rural branches is less than 800 sq. ft., a number of these design features could obviously not be provided. However, these trends reflect demand and accommodate new or expanding functions for public libraries. While these characteristics are not feasible in all KFPL Facilities, it is clearly desirable to the extent possible to provide all KFPL residents with access to a library with design and services consistent with the emerging role of public libraries. To not do so will increasingly restrict the library's ability to meet future needs.

4.3 A PROPOSED FACILITY HIERARCHY FOR KFPL

Figure 4.1 describes a possible facility hierarchy for the KFPL. Existing libraries have been placed in the various tiers of the facility model based on their current characteristics.

Figure 4.1: Proposed Facility Hierarchy for the KFPL



Virtual Library – the Virtual Library will increasingly be a major component of all library systems in Ontario. It is the component of the model that is not a physical building but provides on-line access to the library's resources, such as the library catalogue and reference services. Like the Central Library, it serves a specialized function and all library users may use the Virtual Library to complement other parts of the facility model. The Virtual Library will increasingly be an essential component of all future library systems.

The Virtual Library presents new opportunities to deliver library services in rural communities, but is constrained by limited broadband capacity to rural households in Ontario, limited access to digital technology and the high cost of developing and offering virtual library services. These constraints will be less significant in the future and we expect the Virtual Library will have particular significance in the KFPL system due to the large, rural service area.

Central Library – the Central Library serves a specialized function for all library users and is the main administrative building for the library system. It is the major source of reference and research material and will often host other specialized services, such as local history, genealogy, government documents, high level training functions, etc. The Central Library will also serve as a District Library for residents in the immediate vicinity.

District Libraries – district libraries are common in larger urban areas to provide a lower level of research and reference support than is available at the Central Library. District Libraries have larger collections, higher annual

circulation, and are generally open more hours a week than libraries at lower levels in the library hierarchy. The Isabel Turner branch is the only library in the KFPL system capable of providing District Library functions.

Community Libraries – community libraries are smaller facilities that focus on general recreational reading and children's services. They ensure the most popular services are immediately accessible to residents. The Calvin Park branch would be considered a community library.

Neighbourhood Libraries– These libraries provide similar services to a community library but are generally smaller. They would be provided in situations where the population would not warrant the development of a community library. The Pittsburgh, Kingscourt, and Sydenham branches have been classified as neighbourhood libraries for the purpose of this analysis.

Satellite Libraries – are the final tier in the facility hierarchy. Satellite libraries offer services on a very limited basis (limited hours of operation, small collections) to small and relatively self-contained settlement areas throughout Frontenac County, including branches on Wolfe Island and Howe Island and in Sunbury (Storrington), Hartington, Parham, Arden, Mountain Grove, Sharbot Lake, Ompah, Plevna, and Cloyne. In some other library systems, venues other than physical facilities, such as bookmobiles, books by mail, or book depositories supported by on-line access, are used in place of satellite libraries.

4.4 URBAN – RURAL DISTINCTION

The proposed model abandons the distinction made between urban and rural branches – a legacy of the former county and city library systems. While the urban rural character of Kingston Frontenac will be reflected in the services and programmes at each branch to meet the needs of local users, the distinction between rural and urban is not meaningful for planning a library system that, even at this time, is integrated and functions as one system.

4.5 PREFERRED LIBRARY DESIGN AND SERVICE STANDARDS

The proposed facility hierarchy identifies five types of libraries for KFPL. Table 4.1 identifies preferred library service and design standards for each type. The rationale for these standards is provided in Appendix B. These standards are based on the types of facilities and services that will be expected by future library users. They represent desirable levels of service consistent with changing lifestyles and new technologies. In many cases they describe libraries that function in a different manner than current facilities. To this end, these standards reflect a movement to modern, effective and efficient public libraries that offer a broad range of library services and access to materials that many older library facilities in KFPL do not or cannot offer. Appendix C offers a detailed comparison of these standards to existing branches to identify gaps in service.

Because of the unique geography the KFPL service area, no classification system will be entirely appropriate. While we believe a facility model is a useful planning tool for the KFPL, a good deal of flexibility is required when applying

this model to the KFPL context. For this reason, the preferred library characteristics should be used as guidelines only. This is an appropriate way to manage library resources.

Table 4.1: Summary – Preferred Library Standards by Library Type

	Central	District	Community	Neighbourhood	Satellite
Population Served	100-150,000	25-35,000	15-20,000	4-5,000	500-1,000
Size (sq.ft/)	60-80,000	15-20,000	8-10,000	3-4,000	500-1,000
Minimum Collection (items)	225-300,000	75-100,000	50-55,000	28-33,000	6-12,000
Annual Circulation (items)	450-550,000	200-250,000	100-150,000	50-60,000	15-20,000
Weekly Hours of Operation	70	60	45	30	15
Program/Training Space (sq. ft.)	2-2,500	750-1,000	300-350	200-250	No requirement
Computer/Internet Workstations	50	24	14	4	1
Reading Areas and Work Stations	175	70	40	20	10

Recommendation

1. For future planning purposes, the KFPL should adopt a facility model based on five types of libraries with different roles and providing different levels of service. The five types of libraries are Central, District, Community, Neighbourhood and Satellite.

5.0 A Facility Model for the KFPL

This chapter identifies options for building a preferred library system in Kingston Frontenac based on library space requirements, the recommended facility hierarchy, and other available information relevant to this study. The following discussion identifies recommendations that will guide KFPL staff and Board Members when making decisions about facilities in the KFPL system.

5.1 THE CENTRAL LIBRARY

The Central Library largely conforms to the characteristics of our preferred facility model. It appropriately fulfills the functions of a Central Library and supports branches throughout the system. The Central Library will continue to serve these functions at its existing location for the period of this plan. As discussed further below, there will be no need for additional library space in central Kingston due to population growth.

The space at the Central Library is sufficient for current needs; however, the facility is at the low end of the preferred size for a Central library (between 60,000 to 80,000 gross sq.ft). The supply of computer work stations and reading and working areas is limited at the Central Library. This is typical for a facility of its age but not consistent with current design standards and increasingly at odds with user expectations. As the population within the KFPL service area grows, additional public space may be required. It is possible to add a small amount of space (3-4,000 sq. ft.) to the existing library and this opportunity should be explored in the future. It may also be possible to restructure existing space at the Library or reassign some administrative duties if demands for additional public space cannot be otherwise accommodated.

Recommendations:

2. Investigate options for providing an additional 3,000 to 4,000 gross sq.ft. of library space for public use at the Central Library by 2026.
3. Conduct a review of space utilization at the Central Library to determine if additional public space can be created by reducing or restructuring areas allocated to administrative functions.

5.2 WEST KINGSTON

The Isabel Turner branch provides a higher level of service than the District Library in the recommended facility model. In addition, at 30,000 sq. ft. this library provides sufficient space to meet the needs of the West Kingston population until 2026, despite considerable population growth. Findings from the user survey indicate high levels of satisfaction and that few library users from outside of West Kingston use the Isabel Turner branch. As the population

of West Kingston increases, the branch has capacity to provide a high level of service without the need for additional space or improvements to the existing library.

The decision to provide one large facility in West Kingston was made prior to amalgamation of the former library systems; as a result, the KFPL inherited a new library that largely defined how library facilities would be provided in this part of the community. It is a highly centralized approach to providing library space, and other systems might have opted for two community libraries rather than one district library. However, assuming that population growth is distributed as currently predicted, the library will be centrally located. Its proximity to the major shopping centre is also an advantage. If population growth in West Kingston follows a different pattern, with future growth concentrated in the south, Isabel Turner will not be as accessible, but this is unavoidable.

The existing District Library level of service (i.e. hours of operation, collection, etc.) at the Isabel Turner branch should be maintained.

Recommendation:

4. Maintain the existing Isabel Turner branch as a district library and the only service point in West Kingston.

5.3 EAST KINGSTON

Prior to amalgamation, the former Pittsburgh Township provided space for one Frontenac County Public Library branch. This branch was in the former township hall and was considerably smaller than the new Pittsburgh branch. Residents did not have free borrowing privileges at the Kingston Public Library and were therefore required to travel through Kingston to the former Kingston Township to use higher-level services provided at the Centre 70 branch (the former Main Library of the Frontenac County Public Library).

The new Pittsburgh branch has had a positive impact on library use. Annual circulation at the Pittsburgh branch increased from 26,246 items in 1999 (old branch) to 52,808 items in 2000 (new branch). Annual circulation has hovered above 52,000 items since 2000. Residents can also use larger KFPL branches in Central and West Kingston; however, the library user survey indicated that few Pittsburgh library users use other KFPL branches. The survey also confirmed that while users feel library services have improved significantly over the past five years, a major irritant remains the limited weekly hours of operation. Of library users surveyed at the Pittsburgh branch, 50% of respondents indicated they were somewhat satisfied or dissatisfied with the existing hours of operation, compared to a system wide response that found the majority were satisfied. The current and future population of East Kingston will support a larger library. Indeed, East Kingston is relatively poorly served currently with 0.29 sq. ft. of library space per capita, considerably less than the 0.59 of local library space in other urban areas (see Table 3.2). To meet our planning standard of 0.5 sq. ft. per capita, East Kingston requires 3,000 additional sq. ft. immediately and a further 2,800 sq. ft. to serve population growth until 2026. In total, by 2026, East Kingston should have about 10,000 sq. ft. of library space.

At 10,000 sq. ft., a community library could be supported. In addition to the required space, this library should offer a higher level of service with extended hours of operation, a larger collection and improved working areas, computer access, and meeting and program space.

Future residential development in East Kingston is expected to remain concentrated around the existing branch, though other development patterns may emerge if portions of CFB Kingston are redeveloped. In either event, the majority of current and future residents will reside within the vicinity of the existing branch or, if farther to the east, will travel by the existing branch to reach services in central Kingston.

The only reasonable option for meeting future library needs in East Kingston is to expand the existing Pittsburgh branch by about 6,000 sq. ft. to create a community library branch. Unfortunately, the Pittsburgh branch was not initially designed to accommodate an expansion and because it is associated with a heritage structure, creating functional community library space at this location may be a challenge. While the implications of expanding the existing Pittsburgh branch must be confirmed with an architectural assessment, the City owned property adjacent to the existing building is likely large enough to accommodate an expansion. This option is the only cost effective approach to providing needed library space and a higher level of service in East Kingston.

Recommendations:

5. Prepare an architectural assessment of the existing Pittsburgh branch and site to identify options and costs associated with a 6,000 sq. ft. expansion conforming to the requirements of a community library.
6. Expand the Pittsburgh branch and provide services consistent with a community library.

5.4 CENTRAL KINGSTON

Based on the 0.5 sq. ft. per capita planning guideline adopted for this study, no additional library space is required in Central Kingston to 2026. Indeed, if the existing supply is retained, this area will have a slight surplus (2,171 sq. ft.) in 2026.

Consequently, the need for additional library space is not the issue in this area. Instead, the need to replace the aging Calvin Park branch, correct functional limitations at both Calvin Park and Kingscourt, and ensure appropriate library access for residents of northeast Kingston are the factors driving facility recommendations in Central Kingston. The following analysis discusses how much library space should be provided in Central Kingston in the future and how it should be allocated using the recommended KFPL facility model as a guide for providing new libraries.

Future Requirements for Library Space in Central Kingston

Calvin Park and Kingscourt account for about 14,000 sq. ft. of library space currently and we believe this supply can be reduced to about 12,000 while still significantly improving the quality of library service for Central Kingston residents. We believe the total supply of library space can be reduced for the following reasons:

- as noted above, there will be a slight oversupply of library space in Central Kingston at 2026, in large part due to very limited population growth relative to other areas in Kingston Frontenac;
- while 20,000 sq. ft. at the Central Library was assumed to serve local demand, this may underestimate its local serving function. Eight percent of urban library user survey respondents indicated they use the Central Library most frequently despite living closer to Calvin Park or Kingscourt. Comparatively, a much smaller proportion of respondents from West or East Kingston indicated they used another branch in the urban area; and
- Calvin Park is an older library that is very poorly designed for effective use of public space. A well designed library could undoubtedly provide a higher level of service and accommodate more use in less space.

For these reasons, 12,000 sq. ft. of library space is recommended to serve Central Kingston. By 2026, this would yield approximately 0.51 sq. ft. per capita in Central Kingston, which compares favourably to the 0.5 sq. ft. per capita planning guideline and the supply in East and West Kingston by 2026 (0.5 and 0.48 sq. ft. per capita respectively).

Options for Providing Future Libraries

There are two options for providing 12,000 gross sq. ft of library space in Central Kingston in a manner that is consistent with the recommended facility model:

- Option 1:** Retain the existing approach by providing one community library (of about 8,000 sq.ft.) and one neighbourhood library (of about 4,000 sq.ft)
- Option 2:** Provide one large community library (of about 12,000 sq. ft.)

Option One is preferred for Central Kingston. This option retains the existing model in Central Kingston – a neighbourhood library to serve residential areas northeast of downtown Kingston and a community library in the heart of Central Kingston. This would maximize accessibility and allow the libraries to better reflect local needs. Given our understanding of the neighbourhood structure, this area of Kingston would best be served from two locations. Providing two new branches in Central Kingston will be more costly than consolidating resources into large community branch; however geography and local population characteristics suggest that it is necessary to provide two lower level branches, in addition to the Central Library.

Recommended Library Locations

A community library should be provided in the general vicinity of the existing Calvin Park branch. This new library will replace the existing facility. This location is recommended because:

- it maintains the existing facility location and distribution; the Calvin Park branch is well used suggesting the location is appropriate to serve Central Kingston residents;
- the population in the vicinity will age and not grow significantly in the future, but will still be sufficient to support a library at this location;
- the Calvin Park users reported no difficulties with the location of the branch; and
- there are opportunities for partnerships at this location that may be beneficial for the KFPL.

There are two opportunities to provide a community library in the Calvin Park area in partnership with other developments. While not investigated in detail as part of this assignment, both of these opportunities could provide financial and service advantages for the KFPL, and as such should be explored further.

The Kingston Family YMCA Proposal

The Kingston Family YMCA is interested in acquiring the Calvin Park site to accommodate their expansion facility. While still in the planning stage, the YMCA has proposed providing approximately 5,000 sq. ft. of library space in a redeveloped Y. A number of Ontario municipalities have successfully co-located public library branches with recreation facilities. Joint developments are often less expensive to build and operate; more convenient for the public; and better used. Assuming the joint facility was appropriately designed (e.g. a separate entrance, one-floor to reduce operating costs and increase accessibility, outdoor signage, etc.) this option may have advantages for the KFPL.

The Proposed Kingston Centre Redevelopment

Another option is to locate a community library in the proposed Kingston Centre redevelopment. The benefits of locating a library in a retail setting can include:

- supporting retail businesses. The stability and different cycle of library popularity (busier and more active in summer and not so busy at Christmas) complements the cycle of the mall;
- added user convenience. A study for the Greater Victoria Public Library reported that almost 80 percent of library patrons did other business while visiting the Library; and
- retail settings are typically highly visible, accessible, and well supplied with parking. These locations may represent unique opportunities to reach target groups who are drawn to retail settings but may not be library users, (e.g., teenagers, new residents).

The feasibility of this option will depend on the space available in the redeveloped mall, leasing costs relative to new construction, and the timeline for completion. The option should be pursued to determine the possible benefits for the KFPL.

If the partnership opportunities are not feasible for the KFPL, a new library at the current Calvin Park site should be developed.

Recommendations:

7. Replace the Calvin Park library with a new community library of about 8,000 sq. ft.
8. Continue to investigate opportunities to develop the proposed community branch in partnership with the Kingston Centre or the Kingston Family YMCA.

The current Kingscourt Library does not conform to the preferred characteristics of a neighbourhood library. It is an older branch and insufficient space is committed to work and program areas and the general design is not inviting. However, unlike Calvin Park, the facility is in good physical condition and the roof and mechanical systems were recently upgraded. Consequently, there is no compelling reason to replace or redevelop this library in the short term. However, within the term of this plan, the facility should be replaced and consideration should be given to relocating the library to the north and east in the Rideau Heights area. The following considerations support the relocation of this neighbourhood branch to the northeast.

- As noted in Map 5.1, the area to the northeast is projected to grow while population will decline in the immediate vicinity of the existing Kingscourt location;
- 2001 Census tract population data for areas A, B, and C (see Map 5.2) indicates that the combined 2001 residential population in areas A and B (Rideau Heights) is considerably larger than the total population in area C (Kingscourt); and
- the proportion of youth 0-14 years in areas A and B is also greater than in Area C. As indicated in Table 5.2, average annual earnings show that while all three areas are below the Central Kingston average, and noticeably lower than the average for Ontario and Canada, average earnings are lowest in area A.

Table 5.2: Socio-demographic Characteristics of Areas A, B, and C

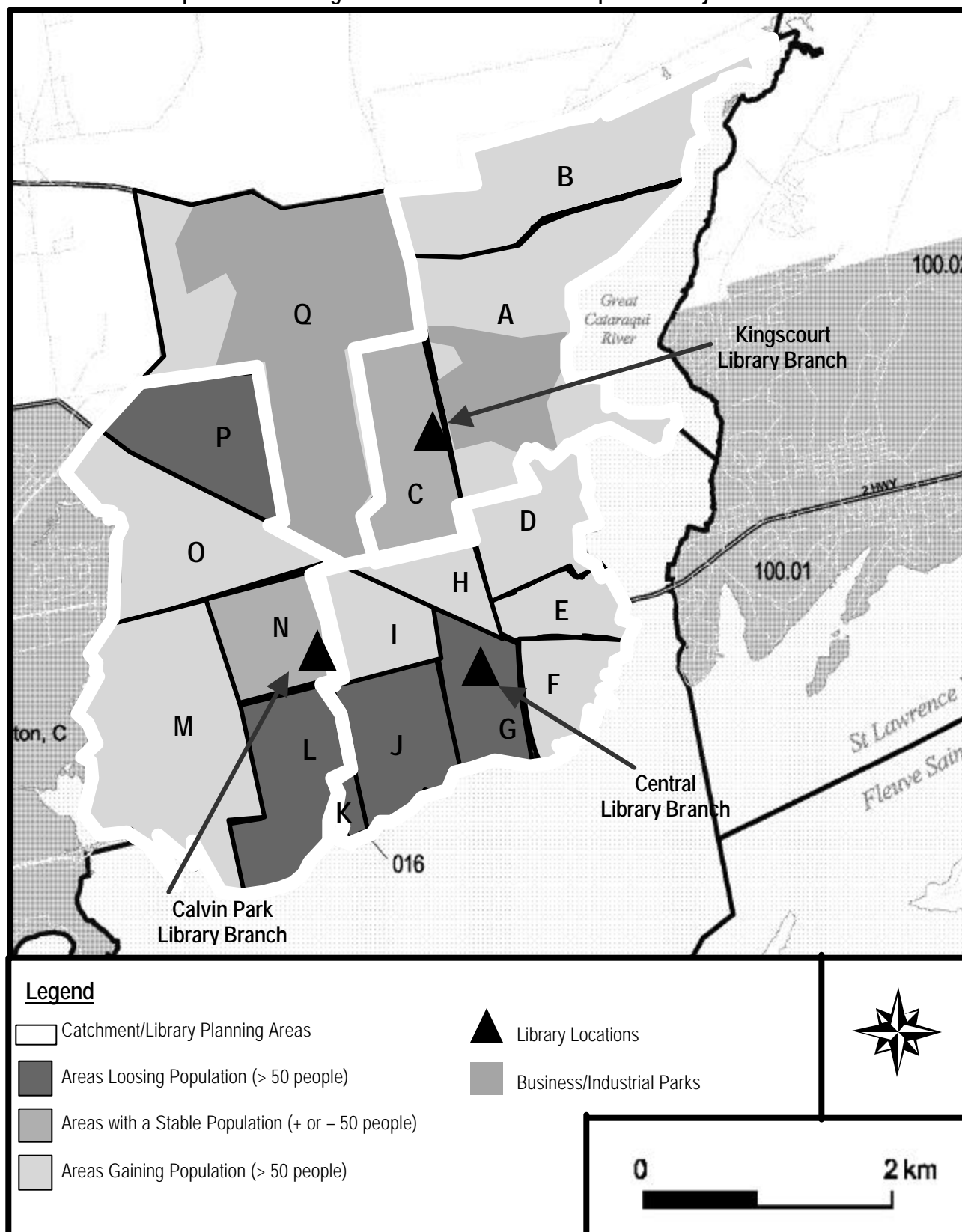
	Area A	Area B	Area C
Total Population	6,534	2,409	4,312
% 0-14 years	25%	19%	18%
% 15-29 years	22%	23%	19%
% 30-34 years	22%	23%	26%
Average Earnings (\$)	19,368	22,454	22,721
Central Kingston Average (\$)	30,497		
Ontario Average (\$)	35,185		
Canadian Average (\$)	31,757		

Source: Statistics Canada, 2001

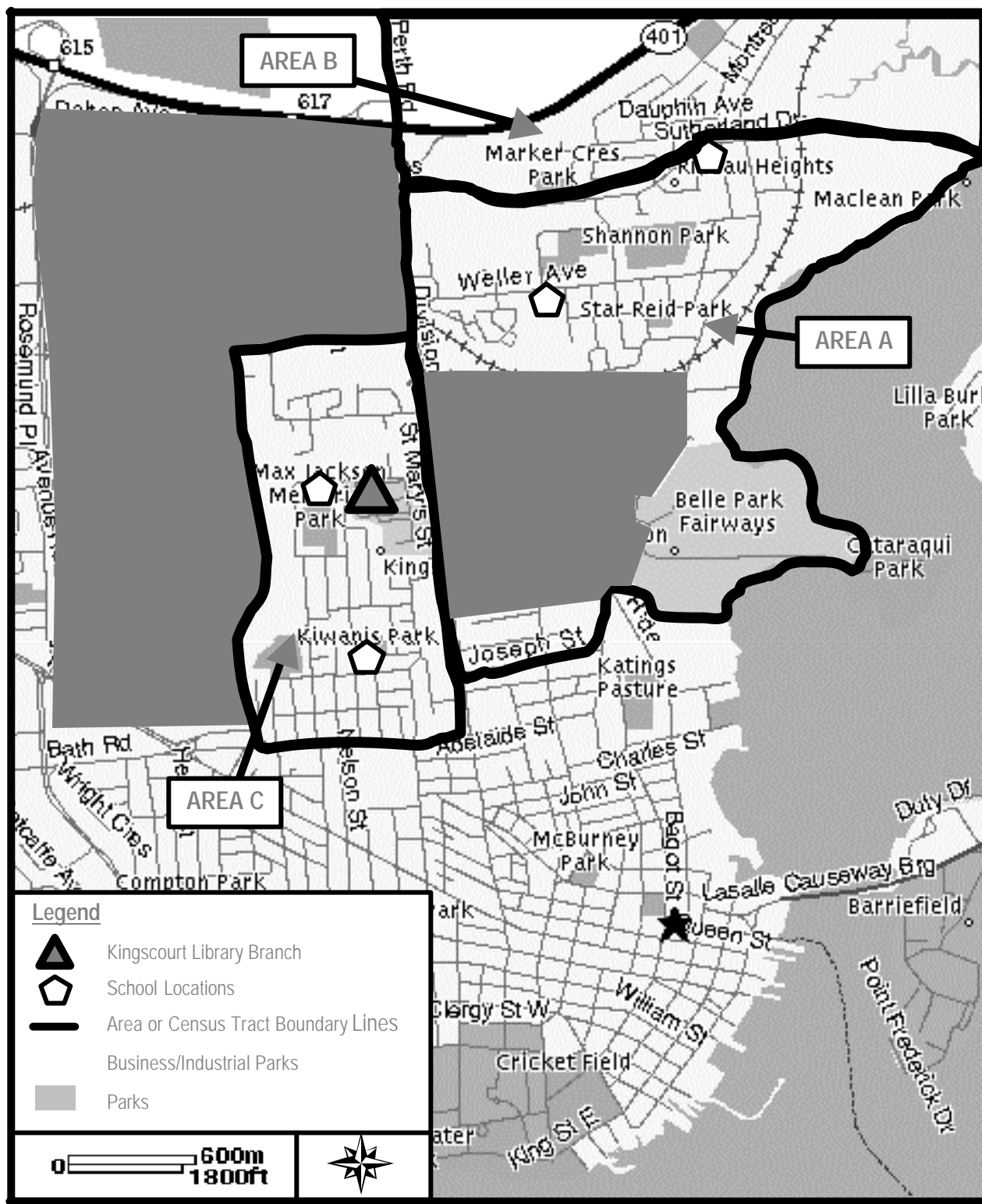
Notes: Refer to Map 5.2 for the location of each Area in Central Kingston.

Average earnings are the average annual earnings of those that reported income in 2001.

Map 5.1: Central Kingston Catchment Areas and Population Projections



Map 5.2: Areas in the Kingscourt Catchment Area



The proposed neighbourhood library should be located at a site north of Elliot Av., between Division St. and Montreal St. Ideally, the proposed library should be co-located with other community facilities, such as a community hall, a recreation facility or a community park.

Recommendations:

9. The existing Kingscourt branch should be replaced by a new 4,000 sq. ft. neighbourhood library.
10. Consideration should be given to relocating the neighbourhood library from the current Kingscourt location to a location in the Rideau Heights area.

5.5 SOUTH FRONTENAC

Three key factors – population growth, geography, and the use of existing branches - were considered to identify the most desirable options for providing new library space in South Frontenac.

Population Growth and Current Library Supply

South Frontenac will experience significant population growth during the period of this plan. By 2026, the former Loughborough Township will have the largest population of the four former townships. Population growth will be concentrated in the communities of Verona, Harrowsmith, and Sydenham, with the greatest concentration of residential development expected in South Storrington, just north of the 401⁴. Table 5.3 indicates the extent to which population is expected to increase in each former township.

Table 5.3: Population Growth and Growth Areas

Former Townships	2001	2026	Growth Areas:
Bedford	1,229	2,001	Lakeshore Development
Loughborough	5,254	8,297	Sydenham
Portland	5,057	7,153	Verona/Hartington
Storrington	4,887	7,803	South Storrington
South Frontenac Total	16,427	25,255	

Source: Population figure: Statistics Canada, 2001; Growth Areas: Official Town Coordinator, TSF

South Frontenac currently provides the lowest level of library space per capita of all areas in the KFPL system. At 0.18 sq. ft. per capita of local library space, South Frontenac is far below the planning guidelines of 0.5 sq. ft. per capita and the KFPL system wide average of 0.56. The deficiency of library space will become more pronounced with the projected population growth. By 2026, the existing library space (roughly 3,000 sq. ft.) must be increased by almost 9,600 sq. ft. for a total supply of 12,627 sq. ft. This is by far the greatest increase required in the KFPL system.

⁴ Personal communication. Official Plan Coordinator for the Township of South Frontenac,

Geography

The location of existing (and future) libraries in South Frontenac is and will be influenced by the geography and established commuting patterns. The main service centres in South Frontenac (Sydenham, Verona, and to an extent Sunbury because of its central location in the Storrington area) are located on major north-south transportation corridors that connect to the 401 and the City of Kingston - Sydenham and Verona on Highway 38 in the west and Battersea, Sunbury, Glenburnie, and Inverary on Highway 11 in the east. East-west routes linking these north-south corridors are less convenient. Residents of the western corridor use the Sydenham or Hartington branches and residents of the eastern corridor use the Storrington branch.

On the basis of these north-south geographical corridors, two general service areas in South Frontenac emerge. The first consists of those communities that rely on services in Verona and Sydenham. The second area consists of the villages of Battersea, Glenburnie, and Inverary, with Sunbury being the most central. The distances and approximate travel times to Sydenham or Sunbury from communities in their respective corridors are indicated in Table 5.4. These travel times conform to the guideline suggesting that residents should be within 30 minutes of a branch.

Table 5.4: Distance and Travel Time to/between Sydenham and Sunbury

Community	Distance (Km.)	Time (minutes)
Distance To Sydenham		
Verona	17	16
Hartington	12	11
Harrowsmith	6	6
Godfrey	25	23
Distance To Sunbury		
Battersea	6	6
Perth Road	14	13

(Source: KFPL Staff)

Eastern Corridor:

In the eastern corridor, the Storrington branch provides the smallest collection and the least amount of library space of all South Frontenac libraries, but has an annual circulation comparable to Hartington. However, there's been a trend towards declining circulation at the Storrington branch over the past 5 years.

The existing Storrington branch in Sunbury should be maintained as a satellite branch to service the eastern corridor of South Frontenac, as the natural commuting patterns of residents in this corridor would not be through Sydenham. The existing branch is central to many surrounding rural communities and has access to good program space in the adjacent hall. The level of service provided at this branch should be monitored to ensure it meets the needs of the residents in this area.

While maintaining a satellite branch on the east side of South Frontenac, it is anticipated that residents desiring a higher level of service will travel to Sydenham. An improved library at this location will be within commuting distance of Eastern Corridor residents and can serve higher level needs not accommodated at the Storrington branch.

Western Corridor

While Hartington and Sydenham were intended to serve similar sized populations (approximately 5,000 persons), Sydenham's annual circulation in 2003 was nearly three-times that of Hartington's. Compared to Hartington, Sydenham provides a considerably higher level of service and therefore is used more. But such a significant difference must also be the result of Sydenham branch use by residents from Harrowsmith, Hartington, Verona and other smaller communities west of Sydenham.

The Hartington branch should be closed. Circulation has not increased with population growth over the past four years and the design and services do not conform to the characteristics of a neighbourhood library in the preferred facility model. With improved and upgraded libraries in Sydenham and Verona (as discussed below), Hartington area users can easily travel to alternate facilities.

Assuming Storrington is maintained and Hartington is closed, approximately 12,600 sq. ft. of library space will be required in South Frontenac by 2026. Two options for the required library space in the western corridor could be considered:

Option One: Provide a community library (about 10,000 sq. ft) in Sydenham.

Option Two: Provide two neighbourhood libraries (about 5-6,000 sq.ft. each) in Sydenham and in Verona.

Sydenham and Verona are both logical communities for library facilities. Verona has a number of retail outlets and an elementary school. The range of retail and public services provided in Sydenham are more extensive, including the municipal office and a secondary school. Sydenham is also the location of the major South Frontenac branch, while Verona does not currently have library service. For these reasons, if only one library was provided, it should be located in Sydenham. The primary advantage of a single community library (Option One) is lower costs. The facility could be open fewer hours than two neighbourhood libraries without compromising the quality of service. It is also possible that less overall library space could be provided in one building due to a more efficient design, resulting in somewhat lower capital costs.

Option Two has the advantage of providing localized access in Sydenham and Verona and, in combination, offering a level of service that would be comparable to a single community library. As noted above, cost is the most significant drawback of this option. On balance, however, we believe the additional investment is warranted for the following reasons:

- both areas are growing and will have roughly comparable populations at 2026. While Sydenham's population will be slightly larger, a neighbourhood library could still adequately serve this area;
- with the closing of the Hartington branch, a library in Verona would retain a presence on Highway 38 and the direct north-south route in the western corridor;
- a location in Verona would provide another access point for Central Frontenac residents, particularly if Parham is closed at some point in the future, as recommended elsewhere in this report; and
- locations in both Sydenham and Verona provide a better distribution of service points for the remaining rural areas of South Frontenac.

Recommendations:

11. Close the existing Hartington library when new libraries are opened in Sydenham and Verona.
12. Replace the existing Sydenham library and provide a new library in Verona. Both of these libraries should be neighbourhood libraries of about 5-6,000 sq. ft.
13. Retain the existing Storrington branch as a satellite library.

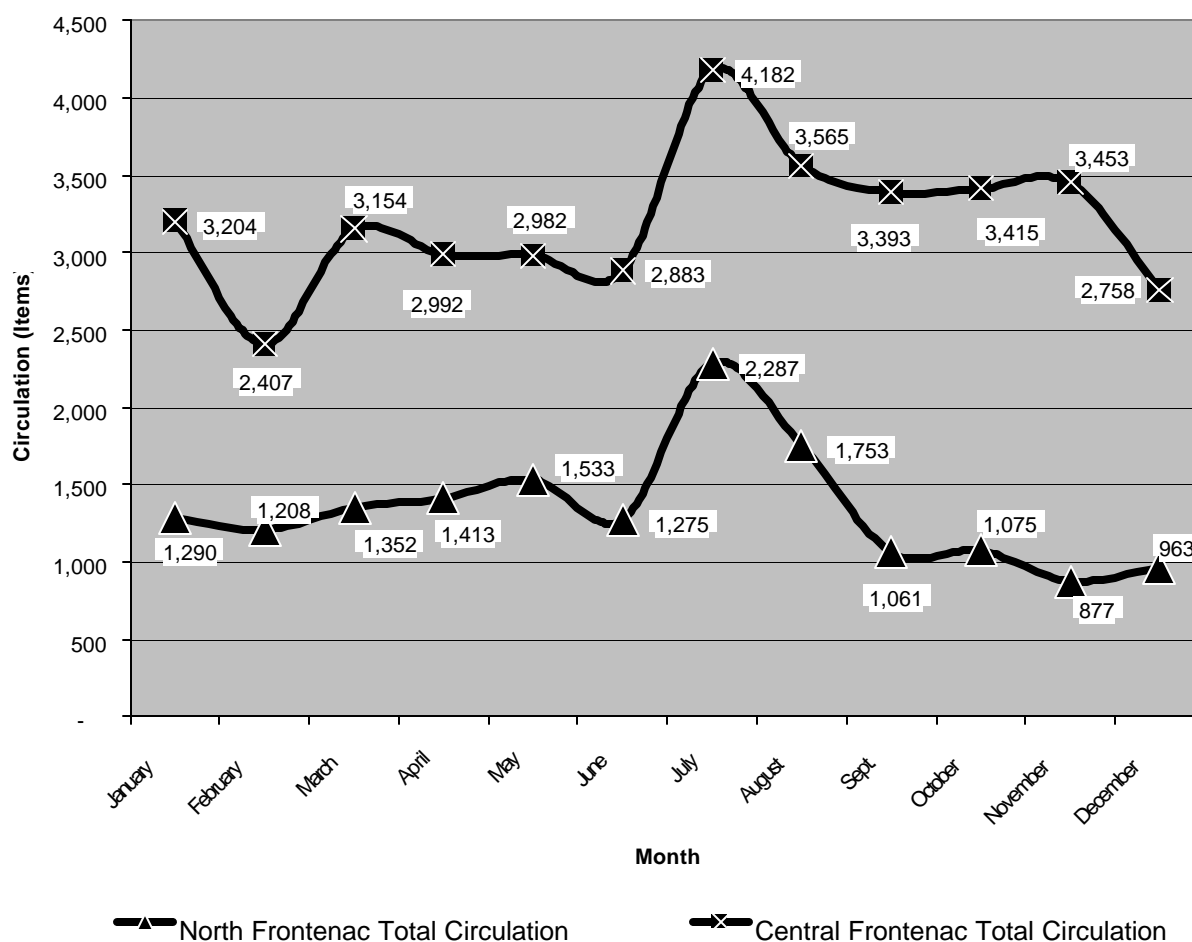
5.6 THE RURAL NORTH

The seven branches located in the Rural North (Central and North Frontenac) provide basic library services to year-round and summer residents. These branches have been classified as satellite libraries but many branches do not conform to the preferred service and design standards for satellite libraries (due to limited permanent collection, low annual circulation, and too few hours of operation). Relative to use, a number of satellite libraries in the Rural North have the highest operating cost of all KFPL libraries⁵.

There is also evidence to suggest that the Rural North libraries may play an important role in serving seasonal residents, as demonstrated in Figure 5.1. The increase in circulation in July and August for Rural North libraries is significant and can presumably be attributed to seasonal residents. The spike in circulation is also confined to the two-month period. Consequently, while seasonal residents are an important part of the market for library services in the Rural North, the short-term demand would not affect facility requirements.

⁵ In 2003 the cost per item circulated at the Ompah and Plevna branches was \$6.96 and \$9.99 respectively. The average KFPL cost per item circulated was \$3.51. These costs include a proportionate amount of overall system administration costs.

Figure 5.1: Rural North Monthly Library Circulation in 2003



A Library Facility Strategy for the Rural North

Overall Library Supply

Anticipated population growth in the Rural North will not contribute to the need for additional library space. This area currently has 0.69 sq. ft. of library space per capita exceeding both the planning guideline of 0.5 and the average for the KFPL of 0.56. As discussed in Chapter 3 of the report, population projections are not available for this area. For the purposes of this plan we adopted historical patterns of growth which may overestimate actual growth. However, even adopting these projections, the supply of library space will meet the 0.5 planning standard through 2026. Consequently, changes to the KFPL facility model in the Rural North will not be driven by population growth. Instead, changes are required to better meet the needs of residents who will be using the library.

A Full Service Point for the Rural North

The findings of the library user survey suggest that overall, rural library users are satisfied with existing hours of operation, the selection of materials, and access to the Internet. However, roughly 40% of rural users surveyed were retired. Approximately 68% were female and 46% were 55 years of age or older. These characteristics of current users suggest that older aged adults are comfortable with existing services and would retain the existing library system in the Rural North. However, we would question the status quo for two reasons:

- among current residents, we expect there are a number who do not use the libraries today because they do not address their needs. Furthermore, we expect the proportion of non-users will increase in the future.

Experience elsewhere suggests that libraries are in danger of losing their place in society and losing public support if they do not respond to changing needs. A recent Ontario survey found that as many as 50% of respondents saw public libraries as unresponsive to a changing information environment and unlikely to meet their future needs.⁶ These views were more strongly held by younger than older respondents. In another recent study⁷, completed in the United Kingdom, libraries that introduced new technology, improved facilities and longer operating hours increased their number of visits for the first time since the early 1990s and successfully attracted hard to reach groups such as 14-30 year old males.

- Trends suggest that library facilities and services in the Rural North will not meet the needs and expectations of future library users.

As discussed in Chapter Four of the report, library facilities and services are changing to meet the needs of a new generation of users. To support students and individuals in the work force, libraries must function as information and resource centres. Greater access to electronic information, opportunities to conduct research and attend programs at the library, and extended hours of operation are characteristics that define current and future library requirements.

In addition, the library is increasingly positioned as an important community meeting and information centre that supports a wide range of community functions. The inability to form partnerships with other service providers is one of the most significant limitations of the current facility model in the Rural North. Most library systems in Ontario offer a range of programs with other community agencies, generally in cases where the information resources of the library complement and support the program. One such example are the Employment Resource Centres offered with support from Human Resources and Skills Development Canada and designed to help individuals find employment. There are other examples of successful partnerships for health, social and education services. Of course, these partners will only invest their time and resources at a library with sufficient space, equipment and operating hours to make it worthwhile. The KFPL satellite libraries would generally not qualify. While it clearly is not possible to develop libraries for this type of programming everywhere in the KFPL system; if one service point was available in the Rural North, residents would not have to travel to Kingston, Ottawa or other major centres for these services. The existing

⁶ Strategic Directions Council. Building Value Together: Strategic Plan for Ontario Public Libraries. Market Probe Survey. 2002.

⁷ Managing Information News. June 2004.

hours of operation, size and resources at most of the KFPL satellite libraries do not fulfill the requirements noted here. Unlike residents in other areas of Kingston Frontenac, residents in the Rural North only have access to satellite libraries. We do not believe this is an appropriate or acceptable level of service for the future.

The Rural North requires one service point that, at minimum, provides the level of service associated with a neighbourhood library. A neighbourhood library of about 4,000 sq. ft. would address many of the needs of current and future library users by:

- offering extended hours (30 hours per week);
- providing additional work stations and computer access;
- providing a meeting and program area;
- providing a larger collection and improved access to electronic information; and
- presenting improved opportunities for joint programming with other service providers.

The new neighbourhood library should be located in Sharbot Lake. This is the largest service centre in the Rural North and co-locating a new library with established retail and public services providers in this community would be convenient for library users that regularly travel or are willing to travel to the community.

A neighbourhood library in Sharbot Lake would serve residents of both Central and North Frontenac. As noted above, the combined population of the municipalities and anticipated population growth will not support additional library space. Consequently, only one neighbourhood library is required to the end of the planning period (2026). This library should serve both Central and North Frontenac, and as such, should be financially supported by both municipalities.

Satellite Libraries in the Rural North

Excluding Sharbot Lake, there are six other branches in the Rural North – Cloyne, Plevna and Ompah in North Frontenac, and Parham, Arden and Mountain Grove in Central Frontenac. These were established under the former Frontenac County library system. They were essentially book depositories with a limited collection of popular books and reading materials. These libraries were never expected to serve as reference or resource centres or to provide meeting or program space. More importantly, they are the product of the “print” age. They are not equipped to adequately accommodate electronic access to information and, with most open less than 10 hours per week, can not provide access to this information in a cost effective manner. As noted earlier, for these reasons, satellite libraries will increasingly serve fewer resident needs.

While most other Ontario library systems would not include satellite libraries, the recommended facility model for the KFPL includes these facilities because of the rural character of the service area and the number of relatively isolated and small settlement areas. These libraries can continue to play a useful, if increasingly limited role by providing direct resident access to library services. Without question, no community will benefit from the loss of library services.

Even with limited hours and limited use, a small library branch serves a need, particularly in isolated communities with few other services and where a significant number of users are elderly or school children. Maintaining these services is desirable and assuming that other higher priority needs can be addressed and, assuming additional resources are made available for this purpose, we support the retention of all existing satellite libraries in the short-term.

As noted above, we believe that the provision of neighbourhood library service is a necessity in the Rural North. This is the single most important initiative that the KFPL can take to adequately serve current, and more importantly, future library users. We see this as the priority for the Rural North. Given that additional capital and operating costs will be incurred to provide this minimum level of service, the need to maintain all of the existing satellite libraries is a question that must be addressed in the KFPL's long-range facility strategy.

Assuming resources are constrained, satellite libraries should only be provided in communities that do not have reasonable access to another library and/or where other options – that do not involve built facilities - for providing access to library services are not available to residents.

As discussed in Appendix C, guidelines for acceptable access to libraries in rural areas vary, but many would suggest that 30 minutes travel by car is acceptable (see Appendix B). Findings from the library survey indicate the average travel time by car from Rural North users' homes to the branch is 12 minutes. This level of access is comparable to the 10 minutes it takes on average for urban users to travel by car from their home to a library branch.

The estimated travel time from Mountain Grove, Parham, and Arden to Sharbot Lake is higher than the current average of 12 minutes but still under 30 minutes, as indicated in Table 5.5. The estimated travel time to Sharbot Lake from Ompah, Plevna, and Cloyne is higher than the 30-minute guideline.

Table 5.5: Distance and Travel Time to Sharbot Lake

Community	Distance (Km)	Time (min.)
Mountain Grove	22	20
Parham	21	19
Arden	28	26
Ompah	43	40
Cloyne	65	60
Plevna	58	54

(Source: KFPL Staff)

While travel time produces one measure of reasonable access, a more practical consideration may be the extent to which the trip to the library is, or could be, associated with other activities. Approximately 85% of rural library users currently travel by car to the library (a much higher proportion than in urban areas where less than 60% travel by car). Furthermore, about 60-70% combine their trip to the library with shopping, and 25-55% and 30-60% depending on their place of residence go to the library when visiting the bank or participating in a recreation activity. These findings suggest that many rural library users could visit a branch in the community where they shop, bank or participate in

recreation activities, rather than the branch closest to their home. Of course, this is not the case for older patrons or young children with restricted mobility, and for these users, any location that is not within walking distance will likely be unacceptable.

Based on these considerations, and assuming that a new neighbourhood level library was provided in Sharbot Lake, it would be acceptable to eliminate satellite branches in Parham, Mountain Grove and Arden.

One of the implications of closing library branches in Mountain Grove and Parham is that elementary schools will not have immediate access to a public library. In 2002 and 2003, junior circulation at these branches represented almost one-half of total library circulation, whereas at all other branches in the Rural North, junior circulation is considerably less (e.g. in 2003 – Sharbot Lake – 19%, Arden – 20%, Cloyne – 18%). The high level of junior circulation is undoubtedly the result of elementary school student use. While recognizing that the KFPL provides a desirable and valued service to elementary school students in Mountain Grove and Parham, this is a unique situation. Few other elementary schools would enjoy this type of relationship with the KFPL. The KFPL should be a complementary resource for students and teachers; however, it is not the KFPL's mandate to act as the school library. Indeed, the relationship at the Parham branch is particularly problematic because the public library is maintained by school staff and located on school grounds and, because of school board policies, public hours of operation are restricted. This is not an acceptable arrangement for a public library, and not a situation that applies to the other branches in the KFPL system.

The remaining satellite libraries in the Rural North are Plevna and Ompah. Neither of these libraries approaches the preferred guidelines for a satellite library. Given the short-commuting (about 15 kilometres) distance between the Plevna and Ompah branches and declining levels of use and space limitations, the Ompah branch should be closed and service at the Plevna branch should be enhanced with more space, if possible, to house a larger collection and more user space. Longer hours of operation should also be provided at this branch.

Finally, these considerations deal with library use today. We can expect different patterns of library use in the future; patterns that are already apparent. An increasing number of users – including those in the Rural North – are accessing the library online. In the period 1999-2003, material circulation at branches throughout the KFPL system fluctuated but was generally stable. Geoweb circulation in this period increased from 2488 to 85,766 and by 2003, was approaching the circulation at all rural branches (135,025). Remote access to library resources will likely increase with computer/Internet use. Currently, about 80% of KFPL users (based on the study's survey) have Internet access and 53% of rural users (compared to 64% of urban users) have accessed the KFPL website from home, work or school, primarily to search the catalogue or place holds on library materials. These numbers will undoubtedly increase in the future. To an increasing extent, these users require a local facility to pick-up and drop-off materials rather than a branch library. Libraries have always used a variety of means to serve remote users where branches were not seen as the most appropriate or cost-effective service mode. As discussed further in section 5.8, online access will be an increasingly important part of service delivery and, for many users, will be preferred to the services available at a satellite branch.

The Cloyne branch provides the highest level of library service and is the largest library in North Frontenac. It comes closest to conforming to the design and service guidelines of a preferred satellite library. Cloyne is a service centre that draws residents from the surrounding area and is the location of the area secondary school. Residents of Lennox and Addington County also use this library. Given the nature of the service area, the distance from other libraries, and the historic high levels of use, this branch should be maintained.

In summary, therefore, if resources are available to act on the other recommendations in this report and to retain all of the existing satellites, we would support this position until such time as continued levels of use and costs would no longer warrant their operation. However, if when the expanded Sharbot Lake branch is developed resources are constrained, we would support the closing of satellite branches in Arden and Mountain Grove. We would also support consolidating library operations at Ompah and Plevna at a single branch in Plevna.

Recommendations:

14. Provide one new neighbourhood library of about 4,000 sq. ft in Sharbot Lake to provide a higher level of library service in Central and North Frontenac. This library should operate at least 30 hours per week.
15. Because the proposed neighbourhood level branch at Sharbot Lake will serve both North and Central Frontenac residents, both municipalities should contribute to its construction and maintenance.
16. The Arden, Parham, and Mountain Grove branches should be closed after the new neighbourhood library in Sharbot Lake becomes available.
17. Expand the Plevna branch and provide additional operating hours and a larger collection. When these upgrades are in place, the Ompah branch should be closed.
18. Maintain the Cloyne branch as a satellite library.

5.7 FRONTENAC ISLANDS

The Wolfe and Howe Island branches serve as library access points for island residents. By virtue of island geography and travel time to branches in Kingston, these factors affirm the need to provide a level of library service consistent with the design and service characteristics of a preferred satellite library on both Islands.

Both branches compare favourably to the design characteristics of a preferred satellite library. On a per capita basis, each branch provides an oversupply of library space (relative to the 0.5 sq.ft per capita space planning guideline), which is expected to exist to the end of the study period.

Compared to the proposed KFPL facility model, the Howe Island branch provides limited hours of operation (6 hours per week compared to the preferred 10). The growing population of Howe Island will generate more demand for library services in the future and providing additional hours of operation that are consistent with the facility model should be considered.

It is not necessary to make adjustments to the total hours of weekly operation at the Wolfe Island branch at this time.

Recommendations:

19. Retain the existing libraries at Wolfe and Howe Island as satellite branches for the period of the Plan.
20. Monitor population-based demand for library services on Howe Island and provide a higher level of service, if required.

5.8 ALTERNATIVE TYPES OF SATELLITE LIBRARIES

There are a number of approaches for delivering library services to remote residents including bookmobiles, book depositories, and books by mail. Increasingly, the virtual library will provide access to library resources on-line.

Based on our research and library planning experience in Ontario, bookmobiles are generally cost prohibitive and provide a restricted level of service. A small cube van with a book capacity for 2-4,000 volumes would cost between \$130,000-160,000 and could be expected to have annual operating costs of \$100,000 to \$150,000 (including staff costs). Vehicles better equipped for county roads would cost more. A number of library systems that currently provide mobile libraries are reviewing the cost-benefit of the service. (including Hamilton, Sarnia and Toronto). Those that have eliminated these services (including Guelph, and Thunder Bay), cited the high cost of replacing aging vehicles and low use as reasons for exploring other alternatives.

On Vancouver Island, remote communities with populations under 800 are eligible for book depositories, which are designated places (often the post office, general store, etc.) where library materials can be picked up and dropped off. Orders can be placed by phone, over the Internet, by email or by regular mail and reference services can be provided over the phone or online. In the Rural North, this option may be the most appropriate and possibly the most cost-effective alternative. Residents could access the proposed neighbourhood library in Sharbot Lake or place holds on-line or by phone to be forwarded to a designated library depot closer to home for pick-up.

Increasingly, public and academic libraries across Canada are testing virtual library services, which could entail live user-to-librarian interaction over the Internet. Users requiring reference assistance to search for information on the library's electronic catalogue or on the Internet can enter a live "chat room" like virtual space using their personal computer or a public computer. Other formats include: online-tutorials, and email referencing.

There are a number of limitations with Internet based technology – the most significant being that it requires access to broadband. In rural areas, broadband service is limited or non-existent. The technology also requires that users are familiar with computers and using the Internet. Increasingly, adults and seniors are utilizing Internet services. A detailed discussion on this issue is provided in Appendix E.

Recommendations:

21. Monitor opportunities to introduce new technologies and alternative approaches to satellite libraries and introduce these as appropriate.

5.9 SUMMARY: THE RECOMMENDED KFPL FACILITY MODEL

The recommended facility model for KFPL is described in Figure 5.2 below. Fully implemented, KFPL library branches will be consistent with the facility service and design requirements for libraries at different levels in the model. This model will provide the range of services required to meet the needs and expectations of a future generation of library users with facilities that are up-to-date, accessible and affordable.

Figure 5.2: Recommended Facility Model for KFPL

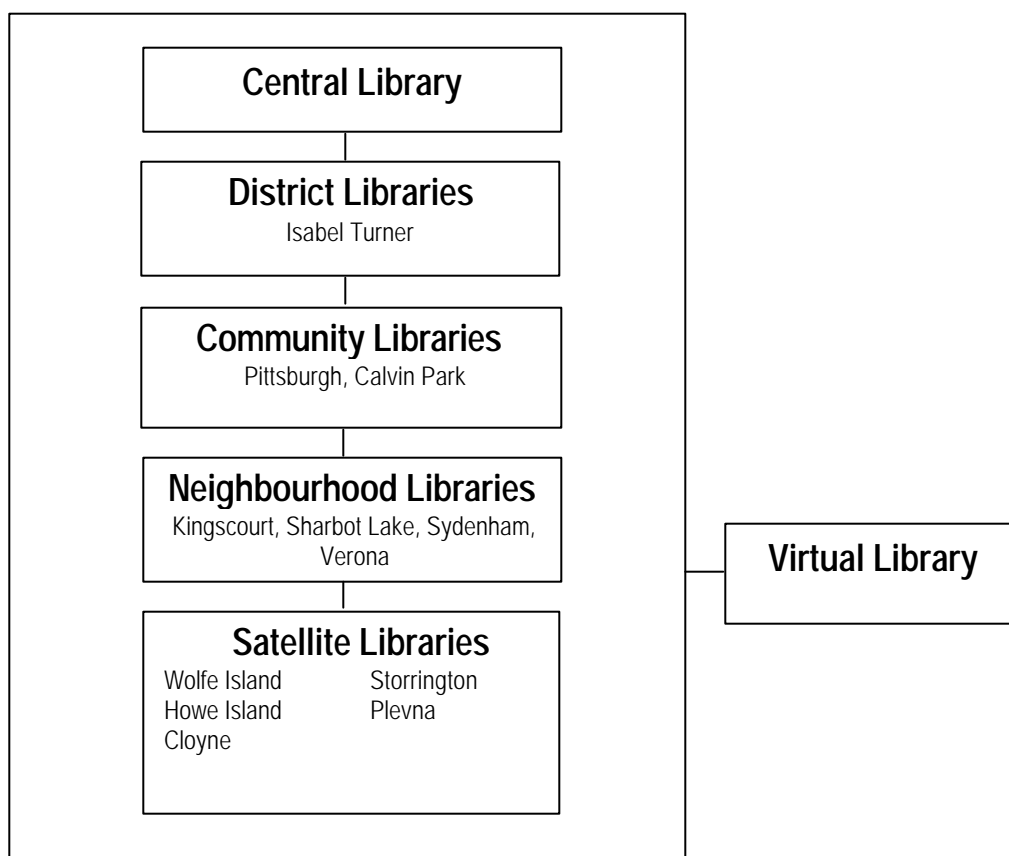


Table 5.6 below contrasts the recommended KFPL facility model in the year 2026 with the existing situation.

- Excluding the Central Library, the number of branches are reduced from 16 to 12.
- No changes to facilities are recommended at five branches (Isabel Turner, Storrington, Cloyne, Howe Island and Wolfe Island); minor service improvements are recommended at some of these branches.
- One branch is added (Verona); five branches are expanded or redeveloped (Pittsburgh, Sydenham, Calvin Park, Sharbot Lake and Plevna) and one branch is expanded and re-located (Kingscourt).
- Five branches are closed (Hartington, Parham, Arden, Mountain Grove and Ompah).
- The total square footage of library space increases from 119,559 to 138,545 and total operating hours increase from 381 to 413.
- Despite the absolute increase in square footage and operating hours, both decrease relative to population. Per capita supply of library space is reduced from 0.86 to 0.78; and operating hours per capita fall from 0.0028 to 0.0023.
- Branch collection sizes have been adjusted to be consistent with the facility model. By the end of the study period, an additional 54,900 materials will be required. The majority of new materials will be required at new or upgraded branches.

Figure 5.6: The Adjusted KFPL Facility Model

Service Area	Current Status	Size (sq.ft.)	Hours (weekly)	Collection Size	Recommended Adjustments	Size (sq.ft)	Hours (weekly)	Collection Size
Kingston Frontenac	Central Library	62,000	66	232,000	Central Library	66,000	66	232,000
West Kingston	Isabel Turner	30,000	60	103,000	Isabel Turner	30,000	60	103,000
Central Kingston	Kingscourt	3,150	32	29,000	Existing branch closed. New branch to be located in Rideau Heights	4,000	32	29,000
	Calvin Park	10,500	40	49,000	Calvin Park (replaced)	8,000	45	50,000
East Kingston	Pittsburgh	4,000	32	27,000	Pittsburgh	10,000	45	50,000
South Frontenac	Hartington	845	15	11,000	Hartington	Closed		
	Storrington	580	15	7,200	Storrington	580	15	7,200
	Sydenham	1,600	29	21,000	Sydenham Verona	6,000 6,000	30 30	30,000 30,000
Rural North	Sharbot Lake	1,000	16	10,800	Sharbot Lake	4,000	30	30,000
	Parham	800	6	4,800	Parham	Closed		
	Arden	534	10	6,600	Arden	Closed		
	Mountain Grove	670	10	5,800	Mountain Grove	Closed		
	Cloyne	775	15	11,100	Cloyne	775	15	12,000
	Plevna	384	8	4,200	Plevna	700	15	8,100
	Ompah	225	6	3,900	Ompah	Closed		
Frontenac Islands	Howe Island	600	6	4,800	Howe Island	600	15	4,800
	Wolfe Island	1,896	15	11,400	Wolfe Island	1,890	15	11,400
Total		119,559	381	542,600		138,545	413	597,500

6.0 Financial Implications and Implementation

Estimated capital and operating cost implications of the recommended KFPL facility model have been identified in Table 6.1. An implementation plan that identifies high, medium and low priority recommendations is identified in Table 6.2.

6.1 FINANCIAL IMPLICATIONS

Capital Costs

Estimated capital costs reflect construction and furnishing expenditures consistent with high quality public libraries in Ontario. We have used two different capital cost estimates to reflect the likely variation in the complexity of construction for renovations/expansions at Central, Calvin Park, Kingscourt and Pittsburgh vs. the other locations. For the purposes of this analysis, the estimated cost per sq. ft is \$240.00 at Central/Calvin Park/Pittsburgh/Kingscourt and \$190.00 at all other locations. The cost includes construction materials, furnishings and equipment. The total estimated capital cost of recommended facility developments is \$8,320,000. This figure does not include professional design costs, taxes, property acquisition, or moving/relocation costs. These costs are in 2004 dollars.

New materials will be required at Sydenham, Verona, Sharbot Lake and Pittsburgh. The average cost per new material is \$40.00. After materials from closed branches are re-shelved at new or upgraded branches and new materials are purchased to meet the preferred collection standards, the total estimated cost in 2004 of new materials for new or upgraded branches is \$2,196,000. If the recommended branches are not closed and higher levels of service are provided in designated communities, an additional 70,400 materials will be required, at an estimated cost – in addition to the costs shown in Table 6.1 – of \$652,000.

These capital cost estimates are very preliminary figures. Actual costs will depend on site-specific design considerations that are unknown at this time. In addition, because facilities will be developed over a number of years, higher capital costs should be anticipated at time of construction.

Occupancy and Staff Costs

Occupancy costs include building maintenance, maintenance staff salaries and benefits, contracted services, and utilities. The average estimated occupancy cost in the KFPL system was \$5.50 per sq.ft. We have applied the \$5.50/sq. ft. figure to the additional sq. ft. of library space to arrive at the additional occupancy cost shown in Table 6.1. This assumes libraries are consolidated or closed as recommended so that the additional sq. ft. in the column showing occupancy costs in Table 6.1 is the difference between the existing sq. footage and that following the implementation of all recommendations. The combined net impact on occupancy costs for the KFPL system is estimated to be \$104,546. These costs are in 2004 dollars.

Additional staff costs are also estimated in Table 6.1. These are based on the additional weekly hours of operation over a 52 week year and an assumed staff cost of \$23.20/hr⁸. The additional staff costs for library operations likely underestimate actual costs. We would anticipate significantly higher levels of library use with upgraded and improved library facilities. Consequently, estimating additional staff costs on the basis of increased operating hours alone, likely understates the actual requirements.

The additional annual staff costs based on these assumptions are \$27,748. This assumes closures and consolidations as recommended. Consequently, in a number of cases, and most notably Central Frontenac where the total actual hours of operation decrease, the additional staff costs are reduced considerably by consolidating operations – i.e. moving existing staff positions to a new library.

As a point of information, if the expanded services recommended in this report are fully implemented without closing or consolidating any of the existing libraries⁹, system wide annual occupancy costs would increase by \$10,521¹⁰, annual staff costs would increase by \$31,366¹¹, in addition to the annual costs shown in Table 6.1. While this represents only a marginal annual increase compared to the system-wide operating budget, continuing to operate branches recommended for closure or consolidation will also require an estimated capital expenditure of \$625,000 on new materials that could not be moved from these libraries to new or expanded libraries.

We have assumed no additional administrative costs to operate the library system in 2026. The system will have additional library space and operating hours, but will have fewer branches, so this estimate may be reasonable. Consequently, the operating costs provided in Table 6.1 exclude 2003 system-wide costs of \$1,161,658 that include technical and administration services, courier costs, central circulation, purchasing, etc.

⁸ Based on \$18.55 per hour and 25% benefits.

⁹ With the exception of building a new library in Verona and closing the Hartington branch and assuming that materials, staff hours, and operational costs would be re-allocated to Verona.

¹⁰ Based on 1913 sq.ft. of library space that would not be closed or consolidated at \$5.50 per sq.ft.

¹¹ Based on 26 hours per week at \$23.20/hr. for 52 weeks that would be retained at libraries recommended for closure or consolidation.

Table 6.1: Estimated Capital and Occupancy Cost Implications of Recommended Developments

Service Area	Recommended Development	Recommended New Construction (Sq.Ft)	Estimated Capital Costs ¹²	Additional New Materials Required and Cost of New Materials ¹³ (materials required/capital cost)	Additional Sq.Ft. and Occupancy Cost After Recommended Development ¹⁴ (sq.ft. change/ annual cost)	Additional Staff Cost After Recommended Development ¹⁵ (hours annually/annual cost)
Central Kingston	Expand Central	4,000	\$960,000	No Change	4,000/\$22,000	No Change
	Replace Calvin Park	8,000	\$1,920,000	1,000/\$40,000	(2500)/(\$13,750)	260/\$6,032
	Replace and Relocate Kingscourt	4,000	\$960,000	No Change	850/\$4,675	No Change
East Kingston	Expand Pittsburgh	6,000	\$1,440,000	23,000/\$920,000	6,000/\$33,000	676/\$15,683
South Frontenac	Replace Sydenham and provide new Verona branch; Close Hartington and Retain Storrington	12,000	\$2,280,000	28,000/\$1,120,000	9,555/\$52,553	832/\$19,303
Central Frontenac	Replace Sharbot Lake; Close Arden, Mountain Grove and Parham	4,000	\$760,000	2,000/\$80,000	996/\$5,478	(624)/(\$14,476)
North Frontenac	Consolidate Ompah into Plevna; Retain Cloyne	350	tbd	900/\$36,000	91/\$501	52/\$1,206
Total		38,350	\$8,320,000	54,900/\$2,196,000	18.992/\$104,456	\$27,748

¹² Based on \$240 for urban libraries and \$190 per square for rural libraries. No costs were assigned to the Plevna upgrade as this might be done in existing space.

¹³ Based on \$40 per item. Calculations assume that materials from closed branches in each municipality will re-shelved at new or upgraded branches to meet branch collection size targets indicated in Table 5.5.

¹⁴ Current occupancy costs for City of Kingston libraries include maintenance salaries and benefits, utilities, contracted services, building and ground maintenance. Additional occupancy costs for libraries have been estimated at \$5.50 per square foot. Current occupancy costs for rural libraries are not included in the KFPL budget and have therefore been calculated at \$5.50 per square foot.

¹⁵ Based on hourly staff cost of \$23.20 over a 52-week operating period.

6.2 IMPLEMENTATION

Recommendations have been categorized as high, medium or low priority in Table 6.2. High priority recommendations are those that are either time sensitive (e.g. opportunities for replacing Calvin Park) or address existing facility gaps. To phase-in costs of high priority recommendations, implementation has been staggered over the next 10 years.

We have arbitrarily identified a 15-year implementation period (2004-2020). If new facilities were developed or expanded in this timeframe, they would largely be in place to meet the demands of future population. However, there is an immediate need to correct library space shortages in East Kingston and South Frontenac and these projects could proceed sooner, if this was possible. While the Ompah and Plevna operations could be consolidated in Plevna as soon as possible, the remaining libraries targeted for closure should continue to operate until the new branches in Sharbot Lake, Verona and Sydenham become available. Ultimately, implementation will proceed as resources are available and it may not be possible to act on all recommendation in the next 15 years.

Table 6.2: Phasing of Recommendations/Costs

Recommendations/Priority	2004-2008	2009-2014	2015-2020
High Priority			
1. Replace Calvin Park	✓		
2. New Sydenham	✓		
3. Develop Sharbot Lake		✓	
4. Expand Pittsburgh		✓	
5. Develop Verona		✓	
Medium Priority			
1. Consolidate Ompah and Plevna	✓		
2. Close Hartington		✓	
3. Close Mountain Grove		✓	
4. Close Arden		✓	
5. Close Parham		✓	
Low Priority			
1. Replace Kingscourt			✓
2. Upgrade Central Library			✓

Appendix A

Summary Library User Survey



Appendix A: Summary Library User Survey

Between April 26 and May 1, 2004, 626 questionnaires were randomly distributed to library users at all 17 branches of the KFPL. A sampling framework was created and surveys were distributed during pre-selected weekday mornings, afternoons and evenings and on weekends to capture a representative cross-section of users. In total, 320 questionnaires were completed at urban branches and 305 were completed at rural branches.

Respondent Profile

- 47% of respondents live in the City of Kingston, 18% live in South Frontenac, 13% live in Central Frontenac, 8% live in North Frontenac and 7% live in the Frontenac Islands (7% other)
- 67% of respondents are female; 33% are male
- 13% of respondents were between 20-34 years of age, 38% were between 35-54 years, 23% were between 55-64 years, and 23% were 65 years and older
- 62% of respondents lived in one or two person households
- 580 respondents indicated they were year-round residents
- 40.1% of respondents were retired, 45% were employed full or part time
- 11% of respondents operated home-based businesses

Reasons for Library Use

The most common reasons, in order of response, rural and urban library patrons use the library include:

- to borrow materials for yourself (77.6% of all respondents)
- to browse collections (36.7%)
- to renew/request materials (21.6%)
- to borrow children's materials (17.6%)
- to access the internet (16.1%)

Urban respondents were slightly more likely to report they came to the library to access the Internet. Rural respondents reported more often that they came to the library to renew or request materials.

A separate question asked respondents if they regularly borrow library materials for other members in their household using their library card. Approximately 46% of urban respondents indicated they borrow materials for others in their household compared to 54% of rural respondents. These findings suggest the KFPL serves a much larger population than the total number of active cardholders would imply.

Satisfaction with Library Features

Urban and rural library users appear to be somewhat satisfied or satisfied with most library features: On a 5-point scale of satisfaction where 5 means very satisfied, reported levels of satisfaction were as follows:

- existing hours of operation (n=612; mean=3.82)
- selection of materials (n=593; mean=4.08)
- access to public internet workstations (n=296; mean=4.18)
- areas for reading/working (n=283; mean=4.13)
- physical accessibility of the library building (n=333; mean=4.34)

Travel

The majority of urban and rural respondents indicated they combine a visit to the library with other activities:

- 87% of urban respondents indicated they shop in conjunction with visits to the library. 67% did banking, 48% participated in recreational activities, and 42% visited friends in conjunction with visiting the library
- 78% of rural respondents shopped, 41 % did banking, 37% did recreation activities, and 41% visited friends in conjunction with visiting a library

A small proportion (6%) of rural respondents indicated they frequently use branches that are not closest to their home. In contrast, 22% of urban respondents frequently use branches that are not closest to their home. Urban and rural respondents traveling to distant branches did so for more convenient hours of operation, a location closer to work or school, a more pleasant atmosphere, and/or a better collection.

Most respondents use a personal vehicle to get to the library (72%), followed by walking (22%) and on bicycle (2.6%). More rural respondents use a personal vehicle to get to a library than urban respondents (85% and 60% respectively). About 29% of urban respondents walk to the library and 5.6% took public transit.

Internet Use

A number of questions pertaining to respondents' access to a computer with Internet and the extent to which they use KFPL online features is discussed in greater detail in Appendix D.

Appendix B

Preferred Facility and Service Standards

Appendix B: Preferred Facility and Service Standards

The following discussion identifies preferable characteristics of libraries at all levels within the proposed KFPL facility hierarchy. Where available, we have referenced standards adopted by Provincial or State Library Associations.

B1. Population Served, Size, Collection and Circulation

We are not aware of guidelines that propose a minimum population (catchment area) to be served by libraries of various sizes and types. However, a number of facility and service standards are population dependent and can be used to establish population service levels.

The population served is consistent with the collection and circulation targets, as indicated in Table B.1. These features would appear to be consistent with one another and together describe a well functioning library. More importantly, they describe a library that has sufficient space and an adequate collection to play the role of the preferred library in the proposed facility model.

Regarding minimum collection targets, guidelines suggest between 8,000 to 10,000 volumes is appropriate for small libraries (Ontario Public Library (OPL); Wisconsin Association of Public Libraries; State of Iowa Library). A per capita standard for material collection is preferable to a minimum standard for libraries that serve urban areas. Many State library authorities suggest 2-3 items per capita (Standards for Oregon Public Libraries, 2000; South Carolina Public Library Standards, 1998; Alabama Public Library Standards, 2003; Ontario Ministry of Citizenship and Culture, 1986).

While less often identified, guidelines for circulation would suggest that at minimum the collection turnover should be one to two times per year (Georgia Public Library Standards, 2000; State Library of Iowa, 1997).

A different set of spatial guidelines has sometimes been suggested for rural or small urban libraries. There has been a good deal of discussion among county and rural librarians concerning the minimum size and services for small libraries. For smaller libraries serving rural populations, there is a fair degree of consensus that 1000 sq. ft. is the functional minimum, though guidelines in the order of 2,000 – 2,500 sq. ft., would be more common. Ontario Public Library (2003) guidelines indicate a minimum of 2500 sq. ft. Other jurisdictions (i.e. Kansas Public Library, Oregon Library Association, The Library of Michigan, and State Library of Queensland) would suggest minimum sizes in the order of 1,600 – 3,000 sq. ft.

Collection size and circulation are to some extent a function of library size and the population served. However, significant variations in circulation are often noted for similar size collections. OPL (2003) suggest a minimum bookstock for a branch of 10,000 volumes, or a minimum of 15,000 or 2 volume per capita in communities or catchment areas over 5,000 (whichever is more). However, these levels are not often achieved in Ontario's smaller libraries in County systems.

There are no standards that would specifically apply to what we have termed a satellite library. These libraries, while a very prominent feature of the KFPL system and most other rural and County systems in Ontario, would not conform to most minimum standards for libraries. Consequently, as discussed here, a satellite library is only provided when it is determined that a community of a minimum population size is too isolated to be served by a larger library. Consequently, these users require a basic level of provision, which may not always be cost-efficient relative to libraries that serve larger and more densely populated communities. In some systems, satellite facilities are not provided and bookmobiles, book depositories, and books delivered by mail are used as an alternative.

The KFPL Collection Development Policy (October, 2002) identifies five levels of the collection (from lowest to highest) including: outreach services, the popular or recreation level, the general information level, the instructional level, and the reference level. We have linked existing collection development levels to the preferable collection guidelines for the libraries in the proposed facility model.

Preferable Space, Collection and Circulation Guidelines

While the fit is not perfect, and the guidelines are not always consistent, an appropriate relationship between these variables would appear to be realized with the following standards:

Table B1: Preferable Space, Collection and Circulation Standards

	Population Served	Size (gross sq. ft.) ¹⁶	Collection	Collection Development Level	Circulation
Central Library	100-150,000	60-80,000	250-300,000	Reference	450-550,000
District Library	25-35,000	15-20,000	75-100,000	Instructional	200-250,000
Community Library	15-20,000	8-10,000	50-55,000	General Info	100-150,000
Neighbourhood Library	4 - 5,000	3-4,000	28-33,000	Popular/rec.	50-60,000
Satellite Library	500 - 1,000	500-1,000	6-12,000	Outreach	15-20,000

B2. Maximum Travel Time to Urban and Rural Libraries

There is a fair degree of consensus that the maximum time residents in urban areas should have to travel to an urban library is 15 minutes (Wisconsin Public Library Standards, 2003; Connecticut State Library, 2002; Oregon Public Libraries, 2000). Central and District Libraries in urban areas should be accessible by public transit.

Guidelines for rural libraries suggest that all residents should be within 20-30 minutes (by car) from a public library (Ontario Public Library Guidelines; England's Department of Culture Media and Sport, 2000; Wisconsin Public Library Standards, 2003; Connecticut State Library, 2002; State Library of Iowa; Oregon Public Libraries, 2000).

B3. Operating Hours

A goal for all types of libraries is extended hours of operation. Seven day a week service is ideal and is increasingly required to conform to today's lifestyles. Depending on the size of a catchment area for a library, guidelines suggest that it should operate at least 40 hours a week over five days (including 6 hours during the weeknight and 4 hours on

¹⁶ Based on Ontario Public Library Guideline of 0.6 sq. ft./capita; sq. ft. for Central library is calculated at 100,000 population.

a weekend). As the population served increases, the recommended weekly hours of operation should increase (Wisconsin Public Library, 2003; Idaho State Library, 2003; New Hampshire State Library, 1998). The Central Library should generally be open 65-70 hours per week in communities exceeding 100,000 in population (Texas Library Association, 2002; South Dakota Library Association, 2000; Library of Michigan, 2003). Community libraries would generally provide service to key users, including students, for most days of the week and some evening. Neighbourhood libraries would have restricted hours of operation due to smaller populations served.

There are a number of guidelines concerning minimum operating hours. Most guidelines indicate that a small library in a multiple branch system should be open 10-20 hours per week (OPL 2003; State Library of Queensland, 1997; State Library of Iowa; Utah State Library, 2003). The Wisconsin Association of Public Libraries indicates a minimum of 25 hours. Some guidelines also indicate the library should be open a minimum number of days (4 and 5 for Iowa and OPL respectively) and in one case (Iowa) that the branch be open at least one evening per week.

Table B3 indicates the preferred minimum weekly hours of operation proposed for KFPL facilities:

Table B3: Preferable Weekly Hours of Operation Standards	
	Minimum Weekly Hours of Operation
Central Library	70
District Library	60
Community Library	45
Neighbourhood Library	30
Satellite Library	15

B4. Program and Training Space

Few state or provincial library associations prepare guidelines for dedicated features such as meeting space, reader workstations, etc. These are important features particularly as libraries play an expanded role in training and are increasingly called upon to act as focal points for community involvement and interaction. The amount of program/training space might be expressed as the minimum person capacity and established based on reasonable expectations for program or meeting attendance at libraries serving different functions and populations. Where possible, off-hour access to meetings rooms and restroom facilities should be provided. For the purposes of this assessment, the figures in Table B4 are proposed as minimum requirements:

Table B4: Program and Training Space Standards	
Central Library:	areas to accommodate up to 200 people, capable of being sub-divided for smaller groups (2,000 – 2,500 sq. ft.)
District Library:	an area to accommodate 75 people (750-1,000 sq. ft.)
Community Library:	an area for up to 30 people (300 - 350 sq. ft)
Neighbourhood Library:	an area for up to 20 people (200-250 sq. ft)
Satellite Library:	no requirement

B5. Computer/Internet Workstations

A number of library jurisdictions have adopted guidelines for Internet and computer access in the last 3-4 years. These were clearly evolving guidelines and were not based on extended experience with library Internet use, which might indicate demand or appropriate service levels. (We are not aware of guidelines that have been adopted in Ontario and this item is not addressed in the OPL Guidelines). In some cases, such as the State of Maine, libraries simply indicated that Internet access had to be available without attempting to adopt a formula or guideline that would show the number of workstations to be provided.

Reports prepared in Canada and England in 2000, indicated requirements for 0.5 and 0.7 computer access stations per 1000 population. Adopting the population served guidelines discussed above, the population-based standards would yield the requirements identified in Table B5. These guidelines don't distinguish between the Central Library function and other libraries. Consequently, on a per capita basis, they likely overstate the requirements for computer workstations at the Central Library, notwithstanding its research and reference function. We have arbitrarily lowered the requirement for the Central Library.

Table B5: Computer/Internet Workstation Standards (Based on Population)

	Population Served	0.7/1,000 Pop.	0.5/1,000 Pop.
Central Library	100,000	50	35
District Library	25-35,000	24	17
Community Library	15-20,000	14	10
Neighbourhood Library	4- 5,000	4	3
Satellite Library	500 - 1,000	1	1

B6. Reading Areas and Work Stations

Modern libraries have ample and comfortable reading and working space, in addition to Internet access stations as discussed above. However, we have found only a limited number of planning guidelines for these features. Wisconsin Public Libraries (1998) and the OPL (2003) suggest a library should provide five reader seats for every 1,000 people in its service area, which in our view appears to be a generous guideline, assuming that 2-3 of the five spaces are likely now used for Internet access.

We have assumed 2 workstations per 1000 population, in addition to those committed to internet/computer access. For the purposes of this assessment, a reading area or a work station is defined as a "seat" available for library users, whether located in a study carrel, at a table, or in a comfortable reading area/lounge. As with computer workstations, we expect this overestimates needs at the Central Library and we have arbitrarily reduced the requirements.

Appendix C

Assessment of Existing Libraries



Appendix C: Assessment of Existing Libraries

In this discussion we compare each existing library to the preferable library design and service standard to identify where improvements may be required for existing facilities to better conform with the preferred facility model.

C1. The Central Library

Table C1 indicates preferred characteristics for a Central Library serving a total population of 100,000 to 150,000 and compares these to the KFPL's Central Library.

Table C1: The Central Library

Key Characteristics	Preferred	KFPL's Central Library
Population Served ¹⁷	100-150,000	137,000
Size (gross sq. ft.)	60-80,000	62,000
Operating Hours (per week)	70	66
Collection (items) ¹⁸	225 – 300,000	232,014
Circulation (annual) ¹⁹	450 – 550,000	478,265
Program/Meeting Space (sq. ft.)	2-2,500	4,000
Internet Workstations	50	35
Other Seating	175	149

Assessment:

The current Central Library largely conforms to the preferred characteristics of a Central Library. It accommodates a large collection and provides different types of user space (work/study tables, computer workstations, group work spaces, meeting and performance areas, a café, and programmable areas). The Central Library is centrally located in downtown Kingston and is accessible by public transit. The facility is generally barrier free for people with disabilities.

While the current library largely conforms to the preferred facility model, it is at the lower end of the size range and this is reflected in the collection, circulation and user space within the library. The size limitations will be more problematic as the population grows. There is limited possibility of expanding the Library at its current location, which suggests the Central Library function will be constrained in the future.

C2. District Libraries

Table C2 identifies the preferred characteristics for District libraries and the characteristics of the Isabel Turner Library that is the only KFPL facility that would be placed in this classification.

¹⁷ This figure reflects the total population of the jurisdictions within KFPL's service area. This library serves as a District Library for Central Kingston.

¹⁸ 2003 figures; collection size varies due to rotation throughout the KFPL system.

¹⁹ 2003 figures; reference materials used are not included in the circulation figure

Table C2: District Libraries

Key Characteristics	Preferred	Isabel Turner
Population Served	25-35,000	43,373 ²⁰
Size (gross sq. ft.)	15-20,000	30,000
Operating Hours (per week)	60	60
Collection (items) ²¹	75-100,000	102,879
Circulation (annual) ²²	200-250,000	294,729
Program/Meeting Space (sq. ft.)	750-1,000	800
Internet Workstations	24	13
Other Seating	70	96

Assessment:

The Isabel Turner library is considerably larger than a District Library. This is reflected in population served, circulation, collection and other features of the library.

While Isabel Turner Library is larger than the District Library in the proposed model, the functions and design of the library largely conform to the facility themes discussed earlier as best practices. In many respects, this is the KFPL facility that best reflects future service standards.

C3 Community Libraries

Table C3 identifies preferable characteristics of community libraries. The only facility that would conform to this classification is Calvin Park.

Table C3: Community Libraries

Key Characteristics	Preferred	Calvin Park
Population Served	15-20,000	19,000
Size (gross sq. ft.)	8-10,000	10,500
Operating Hours (per week)	45	40
Collection (items) ²³	50-55,000	48,954
Circulation (annual) ²⁴	100-150,000	96,826
Program/Meeting Space (sq. ft.)	300-350	1,634
Internet Workstations	14	7
Other Seating	40	34

²⁰ The catchment area for the Isabel Turner Library had been defined as the former jurisdiction of Kingston Township. The population noted in Table 4.2 reflects the total population in 2001.

²¹ 2003 figures; collection size varies due to rotation throughout the KFPL system.

²² 2002 figures; reference materials used are not included in the circulation figure

²³ 2003 figures; collection size varies due to rotation throughout the KFPL system.

²⁴ 2003 figures; reference materials used are not included in the circulation figure

Assessment:

Calvin Park conforms very closely to the standards for a Community Library. The size, circulation, collection and population served are all comparable to the preferred facility. Calvin Park exceeds standards for meeting room and program space.

While not reflected in these statistics, Calvin Park has significant building limitations and is not designed in a manner that would conform to existing best practices or trends. Library features and amenities, including workspace and Internet stations, would need to be improved in a new building. The facility has to be replaced.

C4. Neighbourhood Libraries

Table C4 identifies preferred characteristics for libraries at the neighbourhood level in the facility hierarchy.

Table C4: Neighbourhood Libraries

Key Characteristics	Preferred	Kingscourt	Pittsburgh	Sydenham
Population Served ²⁵	4-5,000	19,000	13,791	5,250
Size (gross sq. ft.)	3-4,000	3,150	4,000	1,600
Operating Hours (per week)	30	32	32	29
Collection (items) ²⁶	28-33,000	29,059	27,247	20,858
Circulation (annual) ²⁷	50-60,000	36,863	54,598	41,015
Program/Meeting Space (sq. ft.)	200-250	*	*	*
Internet	4	6	6	3
Workstations				
Other Seating	20	10	18	14

*Kingscourt and Sydenham do not have dedicated meeting or program space. Pittsburgh has access to a number of rooms in a heritage building but these are not well suited to programming or large meetings.

Assessment:

The Kingscourt and Pittsburgh libraries conform to the neighbourhood designation with respect to size and collection. Both serve more than the suggested population.²⁸ The considerably higher circulation at Pittsburgh may be a function of the larger population served but might also be attributed to the attractive and modern design features of the library. Neither Kingscourt nor Pittsburgh will meet the standards for program and meeting space. Kingscourt has no available space and at Pittsburgh the available rooms are too small for the intended purpose because they are a part of a heritage building.

²⁵ Based on 2001 Census populations for libraries located in the former townships.

²⁶ 2003 figures; collection size varies because of material rotation in the KFPL system.

²⁷ 2003 figures; reference materials used are not included in the circulation figure

²⁸ Population served was based on the assumption Kingscourt serves roughly 12% of the total population in Central Kingston in 2001 (57,000 persons). This is consistent with its relative proportion of the public library space among the three libraries in Central Kingston. Pittsburgh was assumed to serve the entire East Kingston population.

Sydenham is the only library outside of the City of Kingston that could be considered to meet standards other than those for a satellite library. Despite being undersized, both the collection and the circulation are not far below neighbourhood library standards (relative to other libraries in South Frontenac). The South Frontenac area is the only area outside of the City of Kingston where population growth, combined with current deficiencies in library supply, indicate the need for additional library space in the future.

C5. Satellite Libraries

All of the libraries outside of the City of Kingston except Sydenham could best be described as satellite libraries. Some of the larger libraries are serving a population comparable to a neighbourhood library, but the size of the facility, collection and circulation fall considerably short of the neighbourhood library standards.

For the purposes of this discussion we have distinguished between large and small satellite libraries. The larger satellites, described in Table C5 include: Wolfe Island, Storrington, Hartington, Sharbot Lake, and Cloyne. These libraries are larger and operate 15-16 hours per week. Annual circulation ranges from 15,000 to 20,000 items and collections range from 12,000 to 14,000 items. With the exception of the Cloyne Library (which serves approximately 840 persons), these libraries currently serve populations between 1,000 and 5,000 persons.

Table C5: Large Satellite Libraries

Key Characteristics	Preferred	Cloyne	Sharbot Lake	Storrington	Hartington	Wolfe Island
Population Served ²⁹	500-1,000	837	1,458	4,886	5,051	1,142
Size (gross sq. ft.)	500-1,000	775	1,000	580	845	1,896
Operating Hours (per week)	15	15	16	15	15	15
Collection (items) ³⁰	6-12,000	11,059	10,815	7,225	10,894	11,438
Circulation (annual) ³¹	15-20,000	12,491	19,042	12,387	13,057	12,070
Program/Meeting Space (sq. ft.)	no requirement					
Internet Workstations	1	1	2	2	1	1
Other Seating	10	6	6	5	2	8

The larger satellite libraries are often achieving high levels of circulation in small facilities. In some respects these libraries fall between the neighbourhood and satellite levels. The limited size and absence of amenities such as workstations and reading areas will increasingly make these facilities less attractive to users and less consistent with modern library trends and requirements. With the exception of the South Frontenac area, population growth will not drive the need for new or improved facilities; however, library users may increasingly demand better facilities.

²⁹ Based on 2001 Census populations for libraries located in the former townships.

³⁰ 2003 figures; collection size varies because of material rotation in the KFPL system.

³¹ 2003 figures; reference materials used are not included in the circulation figure

Table C6: Small Satellite Libraries

Key Characteristics	Preferred	Ompah	Plevna	Arden	Mountain Grove	Parham	Howe Island
Population Served ³²	500-1,000	423	541	955	812	1,332	496
Size (gross sq. ft.)	500-1,000	225	384	534	670	800	600
Operating Hours (per week)	15	6	8	10	10	6	6
Collection (items) ³³	6-12,000	3,948	4,176	6,645	5,808	4,764	4,816
Circulation (annual)	15-20,000	1,918	1,678	6,396	6,206	5,093	4,395
Program/Meeting Space (sq. ft.)	no requirement						
Internet Workstations	1	1	1	2	1	1	1
Other Seating	4	0	1	2	1	4	2

Assessment:

The smaller satellite Libraries (shown in Table C6) serve Ompah, Plevna, Arden, Mountain Grove, Parham, and Howe Island. These libraries are currently operated between 6-10 hours per week and range in size from 225 to 670 gross sq.ft. Annual circulation ranges from 1,800 to 8,000 items and collection sizes range from 1,800 to 3,000 items. Except for the Parham library, these satellite libraries serve populations of less than 1,000.

³² Based on 2001 Census population of the former townships.

³³ 2003 figures; collection size varies because of material rotation in the KFPL system.

Appendix D

Technology and the Virtual Library

Appendix D: Technology and the Virtual Library

Use of Everyday Technology by Canadians³⁴

Use of technology in everyday activities is a function of income, education and need. Older adults, therefore, are less likely to use technology than other age groups since they are more likely to occupy lower income and education brackets. If retired, they are also less likely to experience the time pressures that make quicker, technological options to accessing services more attractive. Urbanites are also more likely to use technology than are rural residents, and in-home computers - along with Internet use - are more prevalent in households with children.

Computer Literacy

In Statistics Canada's 1989 General Social Survey (GSS), 9.6 million Canadians (47%) of the adult population reported being able to use a computer. Computer literacy was by far most prevalent among teenagers, with 82% of 15-19 year olds reporting they knew how to use a computer. After age 45, proportions dropped sharply, with 38% of 45- 54 year olds and 22% of 55-64 year olds reporting knowing how to use a computer. Only 6% of people aged 65 and over were computer literate. Somewhat larger proportions of the population in Ontario, Alberta and British Columbia were able to use a computer than in other provinces. Residents of Ontario and British Columbia were also more likely to have an in-home computer than those living elsewhere in the country.

People in the labour force were more likely than those out of the workforce to be computer literate. Only 8% of retirees reported the ability to use a computer, compared with 57% of employed and 52% of unemployed adults, respectively. Some level of technological proficiency is needed to use computers, and acquiring these skills requires training. The 1989 survey showed that the majority of computer users had acquired some skills through formal training. Two-thirds of those who were computer literate had computer training, representing 32% of the population 15 years of age and over. The proportions of those with training, however, declined as age increased. Among those between the ages of 55 and 64, only 12% had received training, and only 5% of those over 65 years of age have participated in a course. The following table shows selected survey findings.³⁵

³⁴ Howatson-Leo, L. and A. Peters. "Everyday Technology: Are Canadians Using It?: Canadian Social Trends. Autumn 1997. Issue 46. pp.25-28.

³⁵ Lowe, G. "Computer Literacy". Canadian Social Trends. Winter 1990. pp.13-15.

Computer use, training, and ownership by age, 1989			
Age group	Able to use (%)	Formal training (%)	Computer in home (%)
15-19	82	63	35
20-24	66	53	16
25-34	60	38	17
35-44	56	35	30
45-54	38	23	25
55-64	22	12	10
65 and over	6	5	3
Total	47	32	19
Source: Statistics Canada, General Social Survey, 1989			

As noted, these data are from 1989. In the following table, these cohorts are “aged” by 14 years to 2003. Although a very simplistic comparison between the two years, it shows that the 1989 computer literacy and training rates among those 55 years of age and older have increased considerably as this cohort has aged.³⁶ Within the next ten years, those who are currently in the 49 to 58 year age group, and for who computer literacy in 1989 was 56%, will enter the “older adult” age categories.

Computer use and training, aged to 2003		
1989 Age Group in 2003	Able to use (%)	Formal training (%)
29-33	82	63
34-38	66	53
39-48	60	38
48-58	56	35
59-68	38	23
69-78	22	12
79 and over	6	5
Total	47	32
Source: Statistics Canada, General Social Survey, 1989		

It is also reasonable to assume that the general growth and integration of computers and technology in our lives has resulted in greater computer literacy across all age groups. These figures, therefore, very likely under-represent current levels among older adults. At the same time, it can be expected that, until an entire generation has lived in the “technological age”, those who are older will be at a greater disadvantage than younger age groups in terms of computer literacy. Even among those who are “computer literate”, ongoing technological innovations will likely be less readily adopted by older users than by their younger counterparts. More familiarity and experience with computers, however, will likely minimize barriers to accepting and learning new technologies.

³⁶ Aging by 14 years resulted in age categories that were not directly comparable to those of Statistics Canada. To include those younger than 59 in the latter group would have required inclusion of those as young as 48.

Computer Use in KFPL

Respondents to the library user survey were asked a number of questions about their ability to access a computer with Internet access at home, work or school, excluding library computers with internet access. Approximately 80% of the 626 urban and rural users indicated they have access to a computer with Internet access. Of urban and rural respondents, roughly 64% and 54% respectively indicated they accessed the KFPL website. The most common reasons these library users accessed the KFPL from a non-library computer include:

- to search the library's online catalogue (80%)
- to renew/place holds on library materials (68%)
- to check their library account (56%)
- to learn about library programs and services (24%)
- to use magazine and newspaper indexes (9%)