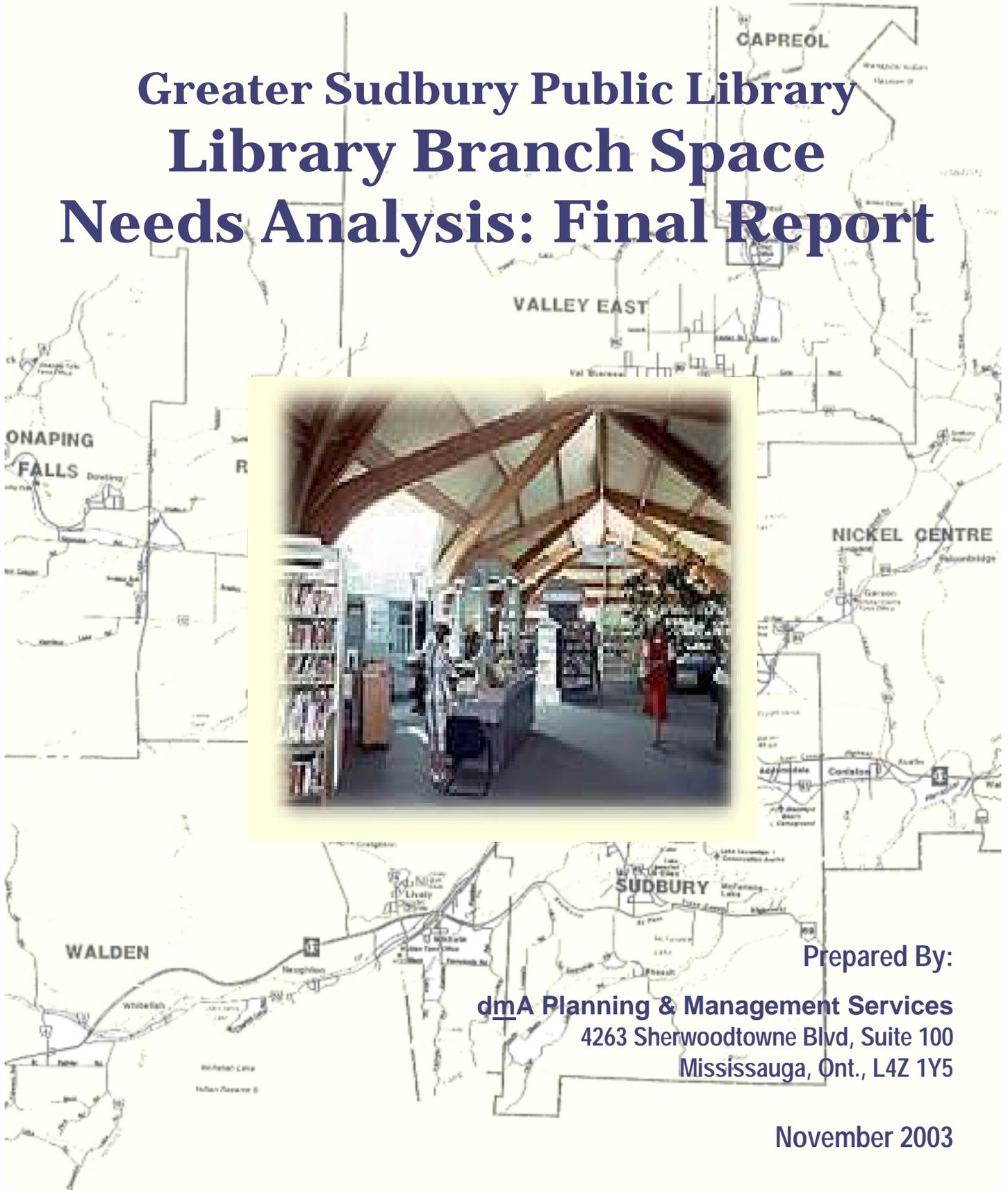
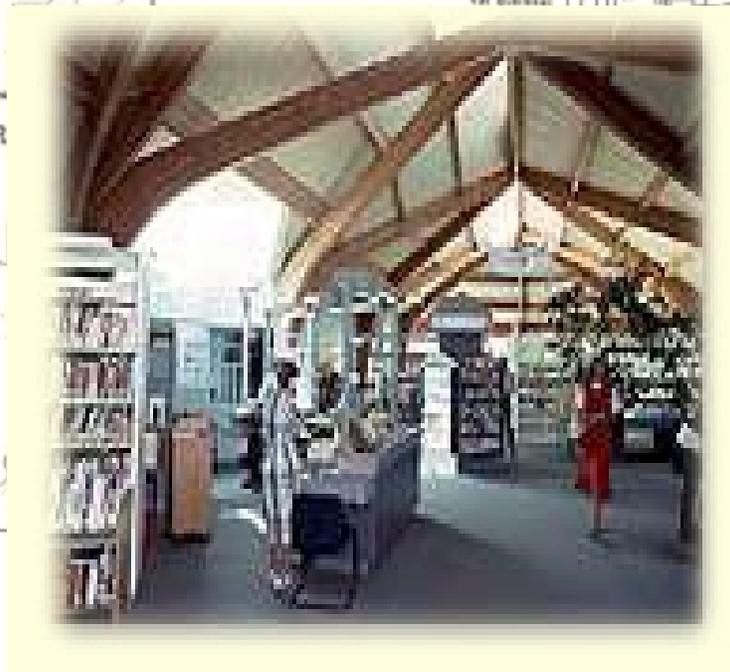


Greater Sudbury Public Library Library Branch Space Needs Analysis: Final Report



Prepared By:
dmA Planning & Management Services
4263 Sherwoodtowne Blvd, Suite 100
Mississauga, Ont., L4Z 1Y5

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1.0 Introduction

The Library Branch Needs Analysis was undertaken to “guide both the Greater Sudbury Public Library (GSPL) Board and City Council in making strategic decisions about investments in library branches over the next ten years”¹. The Terms of Reference for the study noted “the ability of the library to offer effective branch based services is dependent to a large extent on having an appropriate branch infrastructure. Under-sized, poorly located or poorly configured branches are critical barriers to the ability of the library to provide an appropriate range of needed services in the future. The ability of the library to sustain and provide effective services in the future is also a function of location as well as the total number of branches it has.”² This statement largely defines the scope and purpose of the study.

The study will review a variety of factors to recommend the most appropriate facility model for the future. While the RFP for the study was focused on the next ten years, our recommendations extend beyond this timeframe. In addition, while the study was initially conceived as a review of branch library functions, the role of the branches cannot be evaluated apart from the Main library. Consequently, the study will take into consideration all aspects of the GSPL facility model, including the Main library and the Virtual library.

Our investigation involved numerous information gathering activities, including interviews with library staff, public meetings, key informant interviews, and a random survey of library users. Relevant literature pertaining to trends in library service provision and facility design and socio demographic projections for Greater Sudbury were also considered. This information is briefly summarized here and documented in detail in the Planning Context Background Report, submitted under separate cover.

The report is organized as follows:

- The Planning Context
- A Library Facility Model for Greater Sudbury
- Recommendations – the GSPL Facility Model
- Implementing the GSPL Facility Model

The report includes three appendices. Appendix A discusses planning guidelines that were used to evaluate the current facility model. Appendix B reviews in detail the issue of users’ access to local libraries. Appendix C is a brief review of age related computer literacy.

¹ Request for Proposal – Library Branch Space Needs Analysis, May 2003

² Request for Proposal – Library Branch Space Needs Analysis, May 2003

2.0 The Planning Context

2.1 Socio Demographics – Key Findings

The following demographic features of Greater Sudbury guided our analysis.

- Total population is expected to decline by 5,213 persons between 2001 and 2021 - a drop of 3.4%. The 2021 population will be about 150,000.
- Declines will be more significant in the younger age groups - 15.5% for 0-4 years and a 20% for 20-24 years. The overall aging of the population between 2001 and 2021 will be a factor influencing future library facility requirements.
- The number of households is projected to increase by 4,837 (7.67%), but the average household size will decline from 2.46 persons per household to 2.21 between 2001 and 2021.
- The City's labour force has diversified from its historical reliance on the resource sector, though mining still remains a significant influence on the local economy.
- The population has become more educated, as demonstrated by the rise in secondary and post-secondary educational attainment from a decade earlier.

These projected shifts in Greater Sudbury's population structure will impact the delivery of library services. Due to the increase in the proportion of the population aged 55 and over, demand for library services should be expected to increase. Age related constraints on mobility and computer competency for on-line access to the Virtual library are considerations. While aging is a factor, the library must also attempt to satisfy needs and preferences of younger population segments, which will have markedly different expectations for the library. Youth will have higher levels of post-secondary education and greater diversity of employment options and interests. The library will be expected to respond to these needs. Generally, younger age groups are more familiar with and utilize information technology to a far greater extent, placing increasing emphasis on on-line and Virtual library services and resources.

Library Comparisons

When compared to other selected library systems, the GSPL compared favourably on a number of key service indicators, as indicated in Table 1.1.

These indicators suggest that the Greater Sudbury Public Library provides a higher than average level of service, based on the number of locations, holdings per capita, circulation per capita, staff per capita, materials expenditures per capita and hours per capita. Hours per capita, in particular, greatly exceed the average for other libraries. This can be attributed to the Citizen Service Centres. The GSPL also exceeds the average in library space, and at 0.58 sq. ft. per capita approaches the generally recognized standard of 0.6 sq. ft. per capita.

Consistent with the number of locations and the relatively strong levels of service, the GSPL also demonstrated marginally higher than average expenditures per capita.

This information suggests that the GSPL is funded and provides a level of service comparable to other library systems.

Table 1.1: Comparison to Similar Libraries									
	Average	Greater Sudbury	Chatham-Kent	Kingston	Oshawa	Stormont, Dundas, Glengarry County	Thunder Bay	Vaughan	Windsor
Population	143,404	155,219	107,709	138,606	149,000	63,882	121,986	202,836	208,000
Total # of Locations	10.6	14	12	17	3	20	4	6	9
Locations per 10,000 Population	0.74	0.90	1.11	1.22	0.20	3.13	0.33	0.30	0.43
Sq. Ft. per Capita	0.55	0.58	**	0.71	0.55	0.42	0.49	0.42	0.71
Hours per Capita	0.14	0.206	0.158	0.138	0.051	0.273	0.082	0.072	0.121
Visits per Capita	3.58	3.9	3.31	4.08	3.69	1.5	4.65	4.95	6.47
Average # of Internet Workstations per Location	8.01	6.7	3.58	4.76	9	2.35	11.5	7.66	18.55
Total Expenditures per Capita (\$)	31.26	34.25***	24.25	33.13	32.11	19.2	37.15	31.1	38.86
Material Expenditure per Capita (\$)	3.87	5.05	2.72	4.67	3.45	2.02	3.31	5.58	4.15
Circulations per Capita	6.46	6.63	6.55	8.3	6.76	2.54	7.07	7.81	6
Holdings per Capita	3.02	3.74	2.7	5.03	2.53	2.54	2.76	1.93	2.89
Staff per Capita	2,296	2,316*	2,515	2,326	1,859	3,310	1,605	2,212	2,237

*CALUPL statistics indicate staff per capita ratio of 1:2,070 population (based on 75 FTEs). Figures have been updated to show current actuals.

** CALUPL statistics indicate a value of 8.91. This so far exceeds the average that it was viewed as an anomaly and removed for the purposes of calculating the average.

*** Somewhat higher figures for the GSPL are explained in part by the Citizen Service Centre function of some of the libraries.

Unique Features of the Greater Sudbury Public Library

The GSPL is a function of history, not design. The existing system of 13 branches was created out of the amalgamation of towns and cities in the former Regional Municipality of Sudbury in 2001. In some cases, existing library facilities occupy former public buildings that were used for non-library functions prior to amalgamation. This has created a higher differentiated facility model where the size, level of service and type of library varies widely. It is

also a system covering an extensive geographic area which creates very special issues of access and local identity and association with libraries.

Citizen Service Centres (CSC) were also introduced at six libraries after amalgamation. CSC's provide residents of Greater Sudbury with over the counter information and access to municipal services, in addition to acting as public libraries. Staff is cross-trained to provide library services, provide municipal services and take municipal payments. This is reported to provide overall cost efficiencies to the City and better customer service to ratepayers, especially those residing in outlying areas. Results from the library user survey substantiate high levels of use of libraries for municipal services. Based on responses from the library exit survey, roughly 45% used a CSC to access a municipal service in addition to using library services. This level of use suggests that many library users find the CSC concept a convenient innovation. The additional costs associated with CSC functions in the library budget are marginal. In a total budget of about \$5.6 million, approximately \$500,000, or 8.9%, would be directly attributed to the CSC function. However, this is based solely on the deployment of staff and additional costs for materials. Some libraries that serve as CSCs are open for extended periods of time to fulfill their CSC functions, and these contributes to much higher costs associated than would be the case if more restricted hours, consistent with their function as libraries, were adopted.

While we understand that the City will continue to provide CSC's at libraries in the future, this study does not specifically address the CSCs. We have, however, commented on the possible improvement or expansion of these services.

Greater Sudbury's Long Term Financial Situation

By 2012, the forecast annual operating cost gap for the City of Greater Sudbury is \$66.9 million, attributable to staff retirement settlements, major program cost increases and net inflationary pressures on the City's budget³. To develop a long-term plan to address the projected income gap, the City identified a number of financial principles and policies. Specific implications for the GSPL have not been identified, however, it is apparent that expenditures will be closely monitored and ongoing financial constraint can be anticipated, particularly in the short term.

Library User Survey

Library users (18 and over) were randomly surveyed at each branch over a one-week period. The survey provided information about library users and their use of library services and facilities to assist in the development of the facility provision model.

The following are general survey findings that have been reported in detail in the Planning Context Report:

- Of those who visited the Main (MacKenzie) branch, 51% borrowed adult materials, 36% accessed reference materials, 27% accessed special collections, 28% did research (using reference materials), and 23% used the Internet. Many of these functions are consistent with the specialized role the Main Library plays in the GSPL system. A significant proportion of library users visited the Main Branch in addition to the library where they completed the survey.

³ Hemson Consulting Ltd. November 2002. Long Term Financial Plan – Final Report and Recommendations, page 20.

- There was a high level of inter-library use – over 50% of respondents used a library other than the Main library and the library where they completed the survey. The major reasons for visiting branches other than the Main branch or the branch where respondents completed the survey were: to borrow material for adults (77%), borrow material for children (28%), Internet access (25%) and to read or study (23%). These functions are consistent across all libraries suggesting many GSPL patrons routinely use more than one branch for core library services.
- Of total survey respondents, 50% visit the library more than 25 times a year.
- Of respondents that have used library computers, 68% searched the library catalogue, 23% accessed library databases and 40% used emailed or a chat room.
- 77% of respondents 19-29 accessed the Internet at the library whereas only 25% of respondents 61 and over did so.
- 25% of respondents that have accessed the library website felt that it could be improved.
- 51% of respondents that are self-employed or operate a business from their home used the library for purposes related to their business.
- All library services/features were positively evaluated by a strong majority of respondents. Only hours of operation and environmental features such as work and study space were negatively evaluated by a minority of respondents.
- The most commonly reported way of traveling to a library was to drive (74%), followed by walking (45%), biking (16%) and public transit (6%). A large proportion of current users walk to smaller library branches.
- The average travel time to a library branch from the respondent's place of residence was roughly ten minutes.

Responses from users at different sizes of libraries in the GSPL system were assessed⁴.

- Post-secondary students used large libraries more frequently compared to small and medium sized libraries.
- Proportionally fewer respondents visiting small branches had access to the Internet from a personal or work computer compared to large and medium sized libraries.
- Need for additional services and material was identified by users of large and medium sized libraries more often than small libraries.
- A larger proportion of small and medium sized library users indicated that they do not currently use a car to travel to the library at 33% and 28% respectively, compared to 20% of users at large libraries.
- Generally, library users are willing to travel to library branches to access materials not currently available at the branch they frequent.
- There is less satisfaction with Internet access at large libraries than there is at medium and small libraries.

Respondents positively rated all library services/features, however, hours of operation and environmental features such as work and study space were evaluated poorly more frequently. Figure 1.1 Illustrates library features satisfaction ratings.

⁴ Large libraries included MacKenzie, New Sudbury, Valley East and South. Medium libraries included Chelsford, Garson, Lively, Capreol and Dowling. Small libraries included Azilda, Coniston, Copper Cliff and Levack.

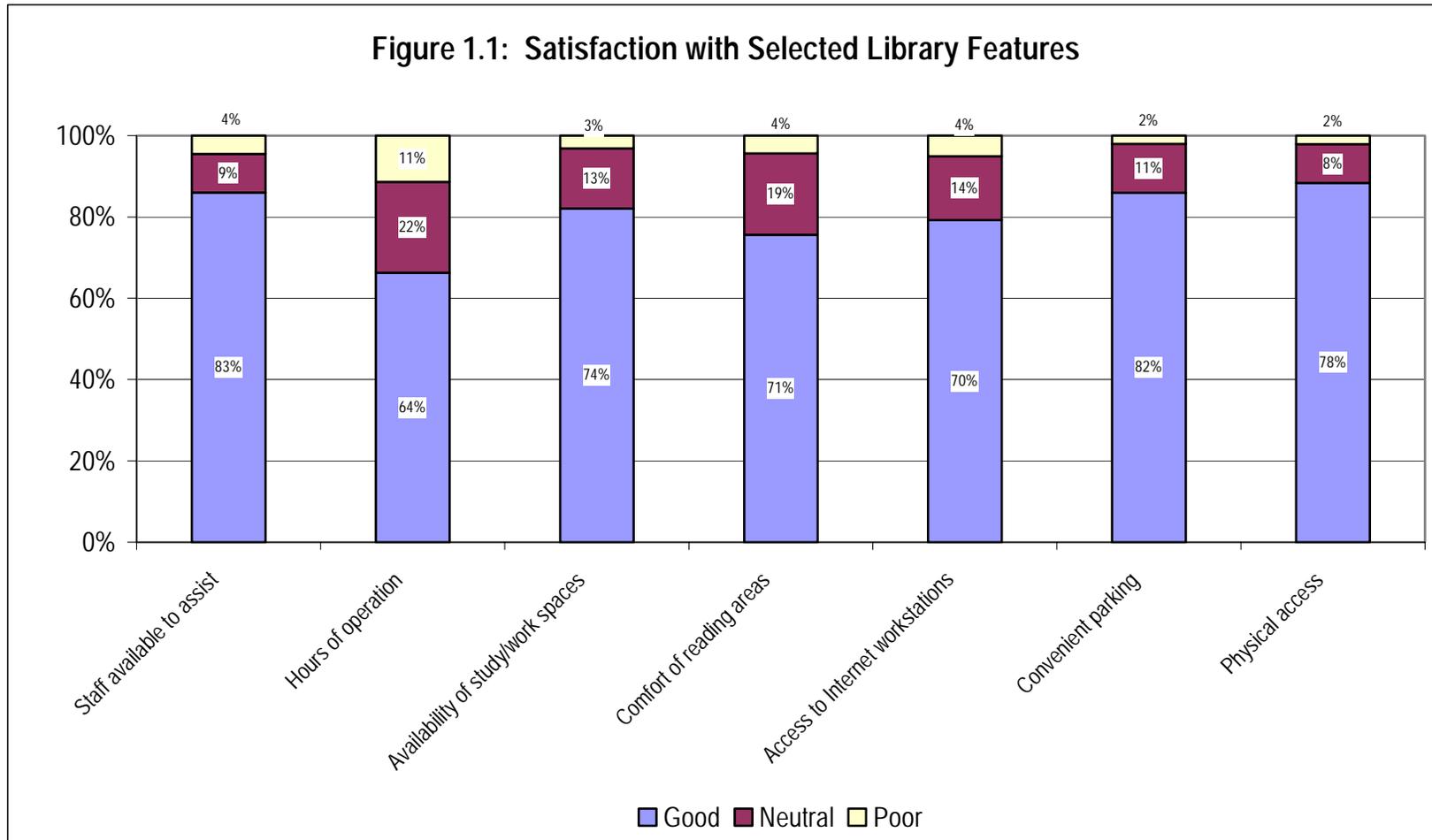
There are three qualifications concerning the library users survey that are relevant to our analysis. This study focuses on facility requirements. Consequently many issues were not addressed, including library programs, marketing and promotion, and the collection (eg. the mix of print and non-print materials, the French language services). Satisfaction with facility features cannot necessarily be attributed to all library services. The study also did not involve a survey of non-users. Consequently we have no information on non-user satisfaction or interest in library programs. This may be an issue worthy of further investigation, particularly for branches where levels of use are lower than average and among sectors of the community that may have specialized needs which the library may not be addressing (eg. small or home-based business; home-schoolers). Finally, library user surveys always indicate high levels of satisfaction. This may in part reflect the library patrons' reluctance to criticize library services. It probably also reflects lack of familiarity with best practices and up-to-date facilities. Despite relatively high levels of reported user satisfaction, few of the GSPL libraries reflect current standards of facility design.

Notwithstanding these qualifications, the library user survey found that the majority of users were satisfied with the current library system and did not indicate the need for improved facilities. A small minority expressed concerns surrounding hours of operation and to a lesser extent, availability of computer workstations and study areas. Current library users appear to have accepted that different levels of service should be provided within a service provision model and indicated a willingness to travel to different branches to access specific services. In particular, users of smaller libraries were satisfied with most services despite these branches providing the lowest level of service.

Summary and Implications

The GSPL system currently provides library service comparable to other communities across a large geographic area with a large number of branches. Current users are generally very satisfied with this level of service. The cost to provide this level of service is marginally higher than comparable library systems, and given the significant long-term financial constraints identified by the City and a declining population, maintaining services will be a challenge and opportunities to enhance services while controlling costs should be pursued.

While not reflected in the current planning context reviewed here, library trends suggest the existing system will not adequately meet the needs of future library users. While current users are satisfied with the existing system, the next generation of library users will increasingly expect a higher level of service, improved access and more up-to-date facilities, and perhaps most importantly, more on-line and digital information resources. The library of the future is discussed in Appendix A of the report with reference to library facilities and features.



('n/a', 'don't use' responses excluded, therefore, number of responses vary for each feature rated: staff available to assist n=500; hours of operation n=502; availability of study/work areas n=355; comfort of reading areas n=414; access to internet workstations n=360; convenient parking n=461; physical access n=380)

3.0 A Library Facility Model for Greater Sudbury

3.1 Introduction

This study will define a facility model for the GSPL system. The model will describe the types of libraries in the system and their function, the characteristics of each library and the number that are required to effectively serve current and future needs. The assessment will begin with the current facility model and recommend changes that are both practical and consistent with future service directions. In this chapter of the report we have described a typical hierarchy of library facilities that should be reflected in the GSPL model. We have also described the current GSPL facility model. This is background for our analysis and recommendations in Chapter Four of the report.

3.2 A Typical Facility Model

Figure 3.1 illustrates a typical library facility model for a community like Greater Sudbury. This model would be customary in a community of 150,000 population with an urban and rural character and a number of relatively isolated settlements. The model has the following components:

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. Like the Main Library, it serves a specialized function and all library users may use the Virtual library to complement other parts of the facility model.

Main Library – the Main Library serves a specialized function for all library users. 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 Main Library will also serve as a District library for residents in the immediate vicinity.

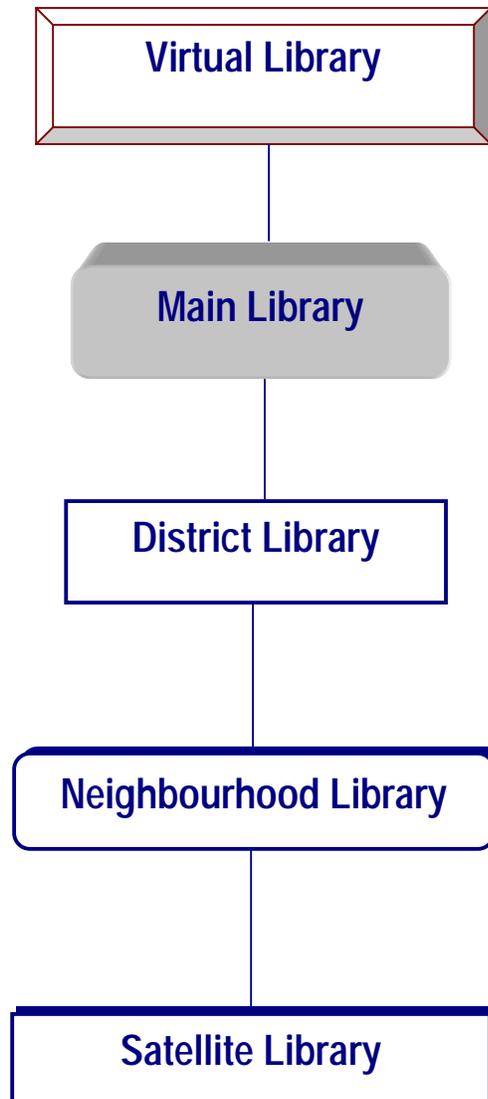
District and Neighbourhood Libraries – District libraries are common in cities of 150,000 population to provide a lower level of research and reference support than is available at the Main Library for sub-communities within the municipality. Neighbourhood libraries focus on general recreational reading and children's services at a local level. They ensure the most popular services are immediately accessible to residents including students, young children and the elderly, who may be less mobile.

While these four levels of the facility hierarchy would be customary in most large Ontario municipalities, in areas with very isolated or remote populations, such as Greater Sudbury, **Satellite Libraries** might also be provided. These could be buildings with small collections, limited hours of operation and restricted staff resources. However, there are other approaches for providing satellite branches, and these could be bookmobiles or book depositories supported by on-line access.

This facility model is illustrated in Figure 3.1. If the GSPL were developing its library facilities with no regard for the existing situation, they would likely conform to this model. The challenge in this study is to recommend an approach

that conforms to this model but is also compatible with Greater Sudbury's current facilities and respects the municipality's available resources.

Figure 3.1
Library Facility Model



3.3 The GSPL Facility Model

The GSPL inherited its current facility model through the process of municipal amalgamation. Seven former library systems were combined, all of which had very different levels of service and facilities. Subsequently some libraries were closed and others were enhanced. In addition some of the libraries became Citizen Service Centres (CSCs) in the amalgamation process. The CSC libraries provide traditional municipal services in the pre-amalgamation municipalities and consequently have longer hours of operation and in some cases have been renovated and restructured to accommodate their new functions.

In part because of this history, there is no coherent facility model currently in place in Greater Sudbury. To the extent that library facilities have been classified by type, libraries in the same classification have significantly different physical features (e.g. size) and service indicators (e.g. collection, circulation etc.). For example, among the libraries that are called district libraries in the current GSPL classifications, sizes range from about 4,000 sq. ft. to 11,000 sq. ft. and annual circulation ranges from about 60,000 to over 200,000. Clearly, libraries that are currently classified as district facilities are playing very different roles and offering very different services. A similar range is apparent for Town and Neighbourhood libraries in the current GSPL classification. There is also no clear indication of distinct service areas, where different types of libraries combine to serve residents in particular geographic areas.

Facility models, which define different types of libraries with different features and levels of service, are useful planning tools. As noted above, the distinctions adopted for the GSPL system – which describe libraries as District, Town and Neighbourhood – are not meaningful classifications. We have proposed a different classification system in this chapter of the report. However, because of the unique geography of Greater Sudbury, no classification system will be entirely appropriate. While we believe a facility model is a useful planning tool for the GSPL, a good deal of flexibility is required when applying this model to Greater Sudbury's libraries. In the past, the GSPL has generally dealt with libraries at different levels in the hierarchy in a consistent manner. For example, all libraries of a certain type were open the same number of hours, regardless of the level of use or the population served. This is not an appropriate or cost-effective approach to delivering services. Consequently, in the discussion that follows we have identified a preferred level of service at each level of the facility hierarchy, but we have not recommended that all libraries must conform to this level of service. This is the most appropriate planning approach for the GSPL and should be adopted in the future.

Figure 3.2 describes an approach to fitting the existing libraries into the facility types discussed in section 3.2 and illustrated in Figure 3.1. The libraries, in large part, have been placed in the various tiers of the facility model based on their current characteristics. As will be discussed in detail in Chapter Four of the report, very few of GSPL's facilities conform to the preferred characteristics and functions of a library at each level of the hierarchy.

The Main Library (MacKenzie Street) stands alone in the existing system by virtue of its size and specialized functions relative to reference and research. The Main Library is also the administrative headquarters of the GSPL. As noted above, the Virtual Library is a component of the facility model that serves all library users.

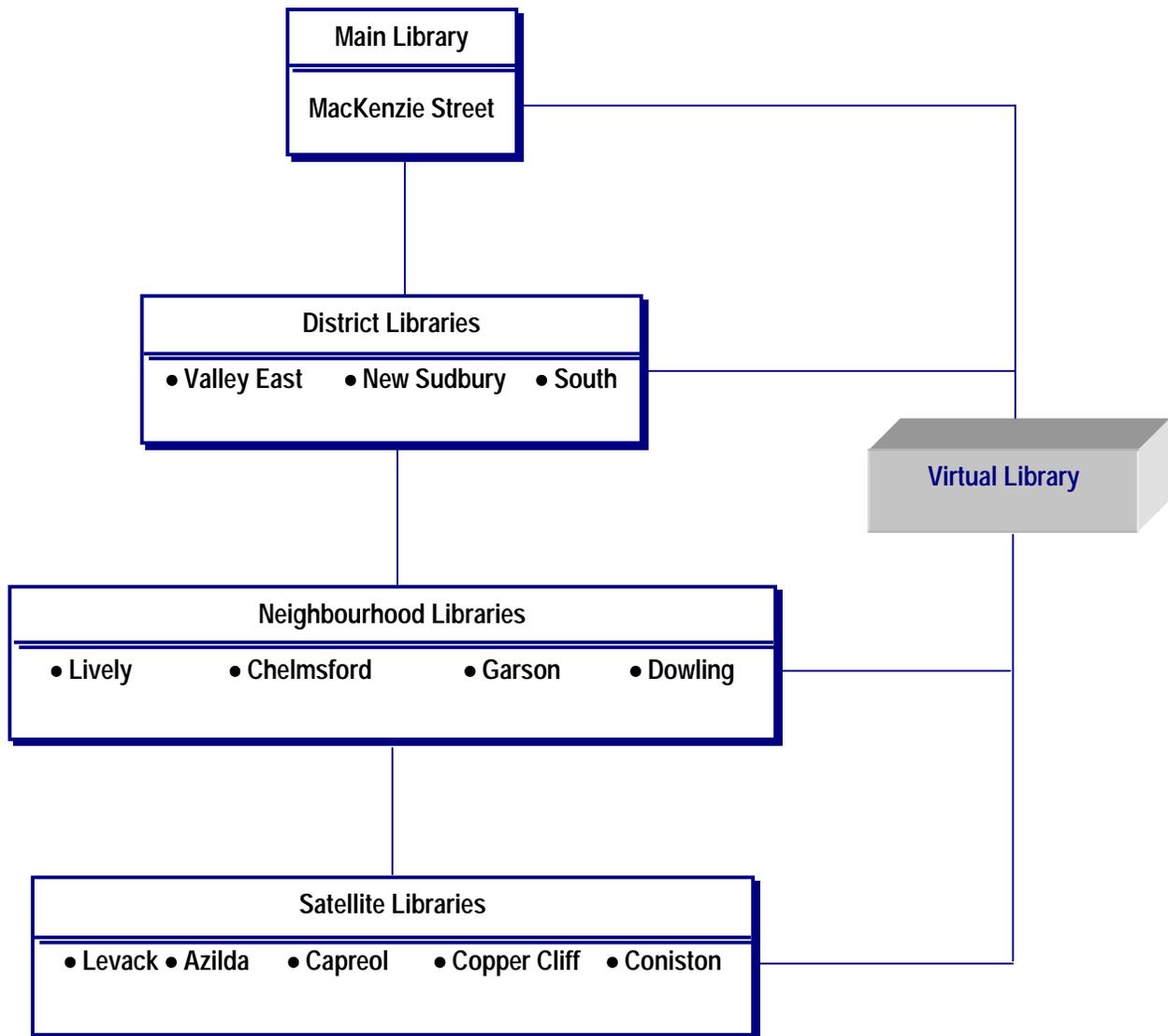
The GSPL could be said to have three District libraries: Valley East, New Sudbury and South Branch.

Neighbourhood libraries might include Lively, Garson, Chelmsford and Dowling. However, Dowling displays many characteristics that are more in keeping with a Satellite library. For the purposes of this analysis, we have discussed Dowling as a Neighbourhood library but acknowledged that it might be re-classified as a Satellite library in the future.

The final tier in the hierarchy is the Satellite libraries. These libraries serve small and relatively self-contained settlement areas in Levack, Azilda, Capreol, Copper Cliff and Coniston.

The facility hierarchy as outlined in Figure 3.2 is based on library functions. A number of these libraries also act as Citizen Service Centres and because they were selected based on their location in pre-amalgamation municipalities rather than their library function, the CSCs are found at all levels in the hierarchy. Valley East is the only District library that currently serves as a CSC. All of the Neighbourhood libraries and one Satellite library (Capreol) are CSCs.

Figure 3.2
Greater Sudbury Public Library
Facility Model



In an ideal arrangement, users would generally restrict their patronage to libraries in their geographic area. Consequently, users of Satellite libraries would use Neighbourhood or District libraries in their same area when they wanted a higher level of service. In this situation the "families of libraries" would function effectively to offer a full range of services in a relatively confined and reasonably accessible geographic area. This is not the case in the GSPL. Use of multiple libraries in the system was investigated in the library user survey. The results illustrated significant inter-library use, with over 50% of the respondents using libraries other than the location where they completed the survey or the Main (MacKenzie) Branch. However, in most cases, the patterns of use do not conform to families of libraries incorporating all tiers in the hierarchy⁵. This is illustrated in Figure 3.3 where the dominant linkages among District, Neighbourhood and Satellite libraries are illustrated. The only "complete family" is the South Branch, Lively and Copper Cliff. Copper Cliff users visit both Lively and South Branch, and Lively users are most likely to use South Branch. In the other cases partial relationships occur, and frequently users are not connected to the libraries that would appear to be in their geographic area.

In a number of cases, Satellite library users appear to have the most direct relationship with a District library, bypassing the Neighbourhood level in the hierarchy. This is the case for Coniston, Capreol, and Azilda. In Levack's case, the only reported relationships were with Neighbourhood libraries in Dowling and Chelmsford, indicating these users may be least likely to travel further into the City to use District libraries or the Main library.

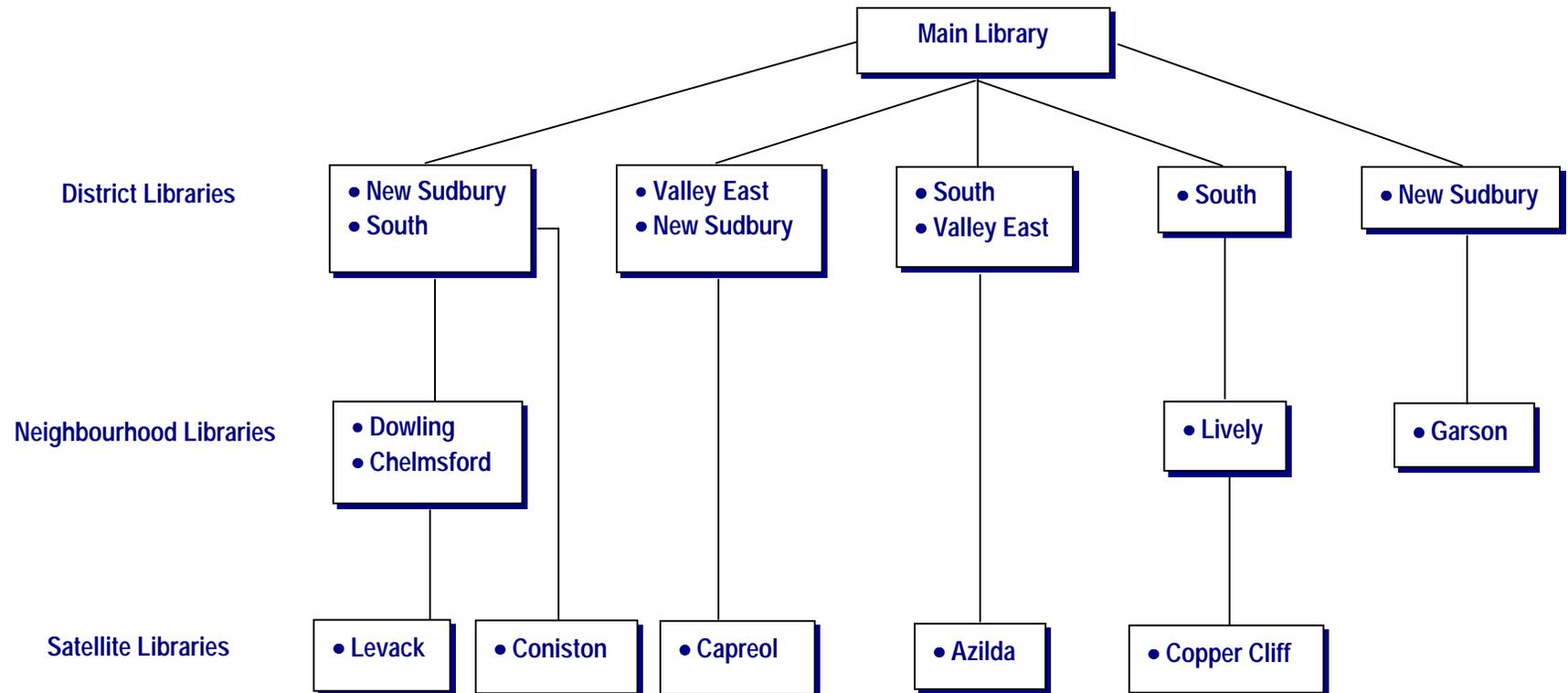
Among the District libraries, it is clear that the strongest relationships are with South Branch and New Sudbury. Valley East appears to serve as a District library for Capreol and Azilda users, but these users also visit South Branch and New Sudbury.

This information suggests the current facilities in the GSPL system do not readily conform to a geographic service model where clear relationships between facilities at different levels in the hierarchy are established. This situation is reflected in the analysis and recommendations in the next chapter of the report.

Finally, while not directly related to the GSPL facility model, we would recommend that as part of the implementation process a Strategic Plan be prepared for library services in Greater Sudbury. The GSPL facility model should not be developed in isolation of a more comprehensive review of all library services. This review would confirm the Library's mission and short and long term goals for aspects of library service not addressed in this study. While a good deal of investigation was undertaken to recommend an approach to the amalgamation of the libraries, with the exception of this study, there are no post amalgamation plans for library services. The GSPL should prepare a Strategic Plan for library services that will incorporate (and if necessary revise) the facility model recommended in this study.

⁵ In all cases the sample sizes are too small to conclude the patterns of use are representative of all library users. However, they provide an indication of possible patterns of use.

Figure 3.3
Library Relationships



General Recommendations

1. The GSPL system should adopt a facility model based on four types of libraries with different roles and providing different levels of services. The four types of libraries are Main, District, Neighbourhood and Satellite.
2. Notwithstanding the designation of all GSPL libraries to one of the four types of libraries in the facility model, libraries at any one level in the hierarchy need not provide the same level of service. Flexibility in service standards should reflect the unique characteristics of the library and the population it serves.
3. The GSPL should prepare a strategic plan that addresses all aspects of library services and complements the facility model recommended in this report.

4.0 The GSPL Facility Model – Analysis and Recommendations

4.1 Introduction

Our analysis will begin with the GSPL facility model, as described in Chapter Three, and discuss long-term adjustments. These adjustments will be made to fulfill three primary objectives:

- To maximize the cost-effectiveness of library service delivery.
- To ensure the libraries have the physical features that will allow them to deliver the full range of services that will be demanded by the next generation of 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.

In recommending adjustments to the current GSPL facility model, we have been guided by the following assumptions:

- Municipal resources will be constrained and it will not always be possible to correct all of the deficiencies in existing facilities. We have defined a preferred library at each level in the facility model hierarchy and recommended facility improvements and expansions will attempt to achieve the preferred state. However, this will not always be possible (due to constraints associated with the existing facilities) or feasible (due to practical considerations governing available resources).
- Overall population in Greater Sudbury will decline and current services are generally comparable with other communities and positively evaluated by users. Consequently, recommended changes to the system will not be driven by growth or user dissatisfaction, but rather by the limitations of existing libraries to meet current, and more importantly, future needs of library users.
- Libraries in the GSPL system will continue to function as Citizen Service Centres and these opportunities may be expanded in the future.

In part due to the considerations noted above, the implementation of the facility model is a long-term project. While the study was originally conceived to have a ten-year time frame, we expect implementation will extend beyond this timeline. Consequently, we have presented our recommendations in this section of the report in three time frames:

- short-term – initiatives to be undertaken in the next five years. These are largely required to maintain the quality of existing services and lay an effective foundation for future developments. These recommendations are the highest priority.
- medium-term – initiatives to be undertaken in the next five to ten years. These are gradual improvements to the system in keeping with the preferred library model and available resources. In a number of cases, medium-term recommendations are for further study to confirm long-term directions.
- long-term – initiatives to be undertaken in the next ten years and beyond. These involve significant restructuring of the facility model and will be supported at least in part by new technologies and new opportunities to provide services to a new generation of library users. While consideration should be given to these recommendations so that a long-term strategy can be put in place, their implementation will depend on a number of factors that can not be accurately predicted at this time.

Approach to the Analysis

As noted above, many of our facility recommendations are driven by the inability of current facilities to provide an appropriate level of service to future users. These are improvements that are driven more by the demands of the next generation of library users than by current patrons. However, in our view, they must be put in place if the GSPL is to remain relevant and continue to play an effective role in the economic and social life of the community. To illustrate the limitations of the existing libraries in this respect, we have compared the current GSPL facilities to a preferred library in Figures 4.1 – 4.4. The preferred library is based on standards and guidelines that reflect the level of library service that should be available in communities like Greater Sudbury and will increasingly be required to serve residents in the future when needs and expectations will be very different than today. The library of the future and the guidelines used to describe “preferred” libraries that will meet future needs are discussed in Appendix A of the report.

4.2 The Main Library

Figure 4.1 identifies a number of key service indicators for a “preferred” Main library and compares these to the MacKenzie Street branch. The indicators describe levels of service that should be achieved at a Main library in a library system serving 150,000 residents. This is the type of library that would be provided if designing the ideal facility model for the GSPL.

**Figure 4.1
 Main Library**

Key Characteristics	Preferred	Actual
• Population Served ⁶	50,000	35,900
• Size (net sq. ft.)	40,000	33,000
• Operating Hours (per week)	70	65
• Collection (items)	200 – 300,000	135,000
• Circulation (annual)	400 – 500,000	237,000
• Program/Meeting Space (sq. ft.)	1,500	1,015 ⁷
• Internet Workstations	35	14
• Other Workstations	150	113

Discussion

The MacKenzie branch does not provide adequate overall space or areas that are appropriately designed to deliver services in the most cost effective manner or to best meet the needs of the user. Ideally, additional space would be allocated to user services and functions. As is apparent in Figure 4.1, the preferred Main library will deliver a higher level of service with respect to circulation, collection and workstations. The limitations of the current facilities and the current space allocation at MacKenzie branch are apparent relative to the future roles of the library discussed in Appendix A. These include:

- Working and reading space and space for computer access terminals is not adequate.
- User amenities – such as food service, comfortable reading areas, and personal computer workstations - are under-supplied.
- Space for training and programs is limited.
- The library does not meet standards of sustainable, cost-effective design (e.g. clear sight lines, passive energy use, clearly differentiated use areas that are easily supervised, etc.).

Figure 4.1 suggests that the current MacKenzie branch is providing 33,000 sq. ft., somewhat less than the preferred 40,000 sq. ft. However, this likely significantly overstates the current space allocation. Close to 8,000 sq. ft. is

⁶ The population served for the Main Library has been arbitrarily set. This library serves both a regional and a city-wide function, and consequently it is difficult to determine a service population.

⁷ Based on a detailed space program for MacKenzie that indicates two meeting rooms and a computer lab. This figure differs from other library profile information that suggests only 760 sq. ft. of meeting space is available.

committed to administration, most of which supports the GSPL system, rather than the MacKenzie branch. In addition, partly because of the age and multi-storey design of the building, a significant amount of the available space is committed to functions unconnected to library services – including corridors and stairs, mechanical areas, and a large garage and service bay for the former bookmobile. The preferred Main Library, at 40,000 sq. ft. would demonstrate much more efficient use of available space. This is also apparent in the space committed to programming and assembly functions. The preferred library has an allocation of 1500 sq. ft., while the MacKenzie branch has just over 1,000 sq. ft. However, in the preferred library this would be a single large assembly hall that was divisible into smaller areas and supported by the full range of kitchen and presentation aids required for public meetings, lectures and programs. The 1,000 sq. ft. at MacKenzie branch is in three separate and unconnected rooms, one of which is committed full-time to a computer lab. Actual public meeting space could not accommodate more than about 50 individuals and has none of the amenities associated with an education or training facility.

The MacKenzie branch is an older building with a design that does not allow for the most effective use of available space. Given these limitations, the facility will likely never fully serve all of the specialized functions associated with a Main library in a community of 150,000. However, for the foreseeable future the MacKenzie branch will continue as the GSPL Main Library. In the long term, at least ten years in the future, consideration might be given to providing a Main library that reflects the preferred model noted above. This is a low priority relative to other facility requirements, but warrants further investigation in the future. Two options should be investigated. The first would involve an expansion of the existing Main library. This may not be cost effective due to building and site constraints, but should be considered. A second option would be to close the MacKenzie branch and build a new Main library at another location. If this option was pursued, it should be investigated in conjunction with future plans for the New Sudbury branch. As is discussed further in the next section of the report, an option for investigation might see a New Main library located in an area that would incorporate the service area of the existing New Sudbury branch. This facility would then replace both the MacKenzie and the New Sudbury branches, as well as serving as the Main library for all of Greater Sudbury. A location might be identified for development with other community facilities, such as new recreation facilities, to create a major multi-use complex. The location might also be more geographically centred and accessible for all Greater Sudbury residents than the current MacKenzie branch. While this possibility should be retained in the GSPL long-range plan, it is a low priority, requires further study and would not be acted upon for at least ten years.

In the short-term it may be possible to restructure space at the MacKenzie branch to better serve existing users and to better fulfill its Main library functions without expanding the building. This branch has been upgraded in the past in an attempt to provide more space and better services for users. While these renovations were useful, further minor adjustments are called for primarily to respond to further advances in technology and electronic databases since the most recent upgrades. The recommended upgrades are required primarily to provide additional computer/internet stations, better reading and research areas, and minimal customer amenities. It would also be desirable to improve the assembly space by providing a larger area for large presentation, lectures and meetings. However, given the space constraints at this branch, these improvements would command a very low priority and can probably not be achieved within the existing building envelope. In the short term, the GSPL can continue to host events requiring larger assembly areas in other public buildings, but ideally these functions would be accommodated at the Main library to complement other resources and reinforce the library's important role in community education, information

and civic affairs. Consideration should also be given to customer service improvements. Additional comfortable reading areas, natural light, interior landscaping and minimal food service areas should be provided. The current allocation of space in the library should also be re-considered. Committing the main floor to reference and research functions and relegating the adult fiction collection and youth area to the basement is not the best way to serve the library's key customers. A detailed architectural assessment should be undertaken to determine the options and costs for restructuring space within the existing building envelope to achieve these objectives. Given the possibility that the MacKenzie branch will be further expanded in the future or a new Main library will be developed, expenditures at this time should be kept to a minimum.

The Main Library - Recommendations:

Short Term (0-5 years)

- Prepare a building assessment to investigate the feasibility and cost of restructuring library space to provide additional space for computer work stations, reading areas, user amenities and other services typically associated with a Main library. As part of this assessment, evaluate the long-term potential for expanding the library at this location.
- Subject to the findings of the building assessment, restructure the MacKenzie branch to better serve the community as its Main library.

Medium Term (5-10 years)

- Based on the findings of further studies, expand the MacKenzie branch to better fulfill the functions of a Main library unless a decision is made to provide a new Main library.

Long Term (10 years or longer)

- Based on the findings of further studies, if it is not feasible or cost effective to expand the MacKenzie branch, eliminate this branch in favour of a new Main library at a new location.

4.3 The District Libraries

Figure 4.2 compares a preferred District library to the GSPL facilities.

Figure 4.2
District Libraries

Key Characteristics	Preferred	Valley East	New Sudbury	South Branch
• Population Served	25,000	24,000	32,000	21,000
• Size (net sq. ft.)	15,000	11,000	8,600	6,000
• Operating Hours (per week)	60	65	65	65
• Collection (items)	75,000	76,000	69,000	53,000
• Circulation (annual)	200,000	128,000	216,000	170,000
• Program Space (sq. ft.)	750	1,100	700	none
• Internet Workstations	18	8	8	9
• Other Workstations	75	53	41	16

Discussion

Valley East

Among the District libraries, Valley East comes closest to conforming to the preferred model. The library approaches the preferred size of a District library with a collection (but not the circulation) that corresponds to District library functions. It is the only District library (and one of the few libraries in the GSPL system) that provides adequate meeting and program space. Like all GSPL District libraries, Valley East does not provide adequate Internet stations for future requirements and offers few customer amenities.

Valley East is one of GSPL newer facilities and, with New Sudbury, is one of few that approach contemporary design standards (single floor design with good sight lines for supervision and cost effective operation, natural light, user friendly design, full accessibility, etc.). While not in full conformity with our preferred model, Valley East can continue to fulfill its District library functions without facility expansion or improvement. Indeed, the size of the library may be generous, despite being below the preferred target of 15,000 sq. ft., given that New Sudbury and South Branch fulfill the lion's share of the District library functions in the GSPL system. As discussed in Chapter Three, with the exception of users from Capreol and, to a lesser extent, Azilda, Valley East does not support Neighbourhood and Satellite library functions. This likely explains the lower circulation figures despite the additional size, relative to New Sudbury and South Branch. Based on these considerations, there is no need to expand Valley East, despite the discrepancy with the preferred model.

South Branch

The current location for South Branch was the subject of an exhaustive review by the GSPL. This branch was recently relocated and a number of locations were investigated, with the current location being the only acceptable option. The GSPL also investigated a variety of development options for this branch, including leasing existing space and building a new library. Based in large part on a persuasive business case, the building where the existing library is located was purchased. The location on a major arterial and in the heart of the "four corners" area has resulted in very high levels of use.

As noted above, the municipality owns the building where the South Branch is located. The library occupies approximately 6,000 sq. ft. on the upper floor of a two-storey building. The lower floor is currently leased. South Branch is much too small to function as a District library. Despite the size limitations, South Branch approaches District library guidelines for circulation (and considerably surpasses Valley East). It is a well-used library that is severely constrained by existing space limitations. The size explains the absence of Internet and other workstations, program areas, and customer amenities. In addition, previous studies have identified service limitations at this branch that can not be addressed because of limited space. Most significant in this respect is the lack of adequate French language materials. There is an immediate need to enlarge South Branch. Consequently, the leased space in the existing building should be incorporated into the library as soon as possible to provide roughly 12,000 sq. ft. – approaching the appropriate size for a District library in the recommended facility model. Ideally, an area of greater than 12,000 sq. ft. would be provided at this location. However, the existing building has an awkward configuration and is on a site where expansion is likely not possible. In addition, the two-storey configuration is a design and operating constraint. An elevator will be required, increasing capital costs, and the building and the site are not ideal for efficient space planning. Nonetheless, the facility is owned by the municipality and is well located to serve the community. Given the design challenges represented by this building, an architect with proven library expertise should be retained to assess options for redeveloping this space.

Given the pressure for improved library services at this location and the significant limitations of the existing building, a high priority should be placed on expanding South Branch. In our view, this is an immediate need and should be addressed as the highest priority recommendation in this study.

New Sudbury

The New Sudbury branch is the third District library in the proposed facility model. Along with Valley East, it is the most appropriately designed facility. It also experiences very high levels of use, surpassing the circulation target established for the preferred District library in a building that is slightly more than half the size. Indeed, New Sudbury's circulation approaches that of the Main branch. This can likely be attributed in part to Main branch limitations and might be addressed in part with the recommended improvements at the Main branch.

New Sudbury has one area committed to programming, but the allocated area is just adequate. As with South Branch, the lack of space constrains a number of functions, including in-library workspace and appropriate customer service amenities. These will be more problematic as future library users demand a higher level of service and increased access to digital information in a library that is already over-utilized.

Unfortunately, the potential for expanding New Sudbury is limited. Staff report that it would be possible to add 2-4,000 sq. ft. on the existing site, but parking is at a premium and any further expansion would be a problem. The library is located on a major arterial in a prime commercial zone. This undoubtedly is a factor explaining the high levels of use but also suggests the price of purchasing land for expansion would be prohibitive. Given that this is one of few areas in the City where population is increasing, the added pressure on New Sudbury will exacerbate service problems in the future. The options for expansion at this location should be investigated by qualified library architects. A detailed building and site assessment study is recommended to address this issue. This study should be undertaken in conjunction with the study recommended for the Main library.

Expansion at New Sudbury is warranted by current levels of use. It is the third capital priority, following the expansion of South Branch and the restructuring of the Main library. Prior to embarking on this expansion, a decision must be made concerning the future of New Sudbury and the Main library. The future of these branches is related. If a decision is taken to build a new Main library it could be located to incorporate the service area of the New Sudbury branch. As such, the new Main library would also serve New Sudbury's District library function and the existing branch could be eliminated. This decision will not be made for at least five years. However, if this was the direction taken at that time, there would be no purpose in expanding New Sudbury.

New Sudbury is the only District library that has the potential, if relocated, to incorporate the service areas of related Neighbourhood, and potentially, Satellite libraries. If in the long-term the New Sudbury branch was eliminated and replaced by a new Main library at a new location, it might be located to serve existing users of the Garson branch, and this branch could be reclassified as a Satellite library. Furthermore, if a new library is developed to serve this area in the future serious consideration should be given to developing it in partnership with other complementary uses. It is unlikely that new educational institutions will be developed in Greater Sudbury in the near future given the declining population, but this would be a preferred partner due to cost sharing opportunities. Many Ontario communities have also developed libraries with major recreation facilities. This generally results in some capital cost saving (perhaps in the order of 5-10%) due to shared services such as parking, lobby, food service areas, and public washrooms. In addition to the cost savings, users find these arrangements to be much more convenient and they often result in higher levels of library use.

This scope of this study did not specifically deal with the Citizen Service Centre function of the libraries. We have not assessed the need for expanded CSCs or the desirability of providing these services at specific library branches. There are no CSCs/libraries in the former City of Sudbury, yet this is the major population centre. Given the apparent success of the CSC/library model, it would be appropriate to consider expanding this function in the District libraries. However, at both South Branch and New Sudbury, the existing space (even with the added 6,000 sq. ft. at South Branch) is very limited for basic District library functions. Library functions should take precedence and this requires careful consideration before incorporating CSC functions at these locations.

The District Libraries - Recommendations:

Short-Term (0-5 years)

- Prepare a building assessment of the South Branch to determine how to best allocate space and library functions in the expanded area.
- Assume control of the leased space at the South Branch for library purposes.
- Retain operating hours for District libraries at 65 hours per week.
- Evaluate the feasibility of creating Citizen Service Centres and/or expanding municipal services at both the expanded South Branch and the New Sudbury branch.

Medium-Term (5-10 years)

- Evaluate options for expanding the New Sudbury branch at the current location.

Long-Term (10 years or longer)

- Subject to the investigation of expansion options for the New Sudbury branch and decisions concerning the future of the Main library, either expand New Sudbury at its current location or close the branch and build a new Main library in this area to incorporate New Sudbury's District library functions. The potential for developing a new facility in conjunction with other complementary uses should be investigated.
- If the New Sudbury branch is relocated in a manner that allows it to adequately serve existing Garson users, this Neighbourhood branch could be reclassified as a Satellite branch.

4.4 The Neighbourhood Libraries

Figure 4.3 compares a preferred Neighbourhood library to the GSPL facilities.

Key Characteristics	Preferred	Actual			
		Lively	Dowling	Garson	Chelmsford
• Population Served	8 – 12,000	10,300	5,300	11,000	13,000
• Size (net sq. ft.)	5 – 7,000	4,000	4,600	4,000	7,800
• Operating Hours (per week)	40	65	44	44	65
• Collection (items)	40,000	46,000	29,000	27,000	40,000
• Circulation (annual)	75 – 100,000	73,000	28,000	40,000	61,000
• Program Space (sq. ft.)	300 - 350	560 ⁸	none	300	unknown
• Internet Workstations	6-8	8	5	5	10
• Other Workstations	24 - 36	34	30	6	40

Discussion

Lively, Garson and Chelmsford are providing an acceptable level of service as Neighbourhood libraries.

The Lively library is the only facility where the circulation approaches Neighbourhood library guidelines. This in part might be explained by the relatively self-contained service area where most Lively library users do not use other Neighbourhood or District libraries. Given the size of the facility, the current circulation and ongoing population growth in this area, the Lively branch should be expanded. Additional space for the collection and in-library workstations are required. Improved areas for staff are also necessary. An expansion of 3,000 sq. ft. should be considered to bring the library in line with the preferred model for a Neighbourhood library. This library is located with a senior's centre and other community centre functions. The potential to restructure space within the existing facility might be considered as part of the building expansion study. The expansion of the Lively branch is a fourth priority, following the expansion of the South Branch and the future redevelopment of the Main branch and New Sudbury, as discussed previously.

The size of the Chelmsford library is more than adequate to serve Neighbourhood library functions and no expansion or improvement is recommended.

Garson is under-sized relative to the preferred library. However, the circulation does not indicate a need for a larger library or enhanced library services. The Garson library is realizing significantly lower levels of circulation than the preferred model or Lively, despite serving a larger population. This might be attributed to Garson users being served by New Sudbury. There is no indication based on the current use of Garson that improvements or expansions to the library space are justified. In the long-term, Garson users might also be served by an expanded New Sudbury or a new Main library.

⁸ This space is shared with other users of the community centre.

In most respects, Dowling is operating more like a large Satellite library than a Neighbourhood library. The circulation figures in particular suggest low levels of use. There is no reason to believe use is limited by the library facilities, which are larger than Lively and Chelmsford but generate less than half of the circulation. The population served by Dowling, particularly given the Satellite library in Levack, is probably not sufficient to yield levels of use customary for a Neighbourhood library. However, the facility is located in a multi-use recreation complex and has experienced some growth in circulation in recent years. While circulation may never reach Neighbourhood library status, higher levels of use might be realized at this location. Consequently, no expansion or improvement should be considered for this library. Ongoing use should be monitored to confirm the library's Neighbourhood branch status or to reclassified Dowling as a Satellite branch. This may depend on the future of the Levack branch, as discussed in the next section of the report.

All of the Neighbourhood libraries also serve as Citizen Service Centres. This has largely set current operating hours. To adequately fulfill library functions, these libraries need not be open more than 40 hours per week. Given the circulation, Dowling is open far too many hours than would be justified for library functions. Unless essential to fulfill its CSC function, consideration should be given to reducing the weekly hours of operation at Dowling to less than the 40 hours recommended for other Neighbourhood libraries. These changes would result in operating cost savings and adequately meet the needs of library users.

The Neighbourhood Libraries - Recommendations:

Short-Term (0-5 years)

- Prepare a building assessment to investigate the feasibility and cost of expanding the Lively branch.
- Retain the Dowling branch as a Neighbourhood library but monitor use to determine if a reclassification as a Satellite library is warranted.
- Reduce the operating hours of all Neighbourhood libraries to 40 hours per week unless additional hours are required to fulfill a CSC function. Consider a further reduction in hours for the Dowling branch until levels of library use approach those of other Neighbourhood libraries.

Medium-Term (5-10 years)

- Subject to the findings of the building assessment, add approximately 3,000 sq. ft. to the Lively branch to expand areas for staff, the collection, Internet and work stations.

4.5 The Satellite Libraries

Figure 4.4 describes key characteristics of GSPL satellite libraries.

Key Characteristics	Preferred	Actual				
		Capreol	Copper Cliff	Levack	Azilda	Coniston
• Population Served	3,500	3,800	3,100	2,000	5,350	2,300
• Size (net sq. ft.)	2,000	2,400	3,200	3,900	770	1,640
• Operating Hours (per week)	20	44	20	20	20	20
• Collection (items)	10,000	13,800	13,400	unknown	14,800	19,700
• Circulation (annual)	30,000	16,660	17,025	11,090	13,700	13,895
• Program Space (sq. ft.)	none	1,670	none	none	none	none
• Internet Workstations	3	5	6	3	4	4
• Other Workstations	10 - 12	4	24	19	7	14

Discussion

The Satellite libraries provide services to communities that in some cases, such as Levack and Capreol, are relatively isolated, and in other cases have a long tradition of library service. In all cases, library users are very reluctant to lose their local library. This reluctance was apparent in the user survey responses and at the public meetings. It is also understandable given the loss of libraries and other municipal services due to resource constraints in post-amalgamation Greater Sudbury.

The issue of users' access to local libraries has been discussed at length in Appendix B of the report. Virtually all Greater Sudbury residents are currently within 30 minutes driving time of a library, which would conform to most library planning guidelines. This would be the case if all of the Satellite libraries were eliminated. Furthermore, many Satellite library users are currently visiting other GSPL facilities. It is recognized, however, that residents with restricted mobility, including students and the elderly, are more dependent on the Satellite libraries. In our view the Satellite libraries are playing an important role in providing adult recreational reading and children's services to residents in more isolated communities. For this reason, they should be retained at this time.

However, we would not support expanded facilities or improved services at any of the Satellite libraries. These libraries have a very restricted role and serve small populations. The variation in size and collection of the current libraries is a function of history rather than design. In most cases, the Satellites meet or exceed the minimum guidelines for library service reflected in our preferred model. However, even where individual libraries fall short of the preferred model, such as Azilda, we would not support facility upgrades because:

- libraries that do not conform to our preferred model are close enough to other GSPL facilities that users desiring a higher level of service can access alternative facilities;
- these libraries serve a limited population and generally are providing the recreational reading and children's services required of them;
- in all cases current circulation is less than would be suggested by the population served as indicated by the preferred library;
- Satellite library improvements will command a much lower priority than improvements to other GSPL facilities;
- non-facility options will become increasingly feasible for small, isolated libraries and these facilities may not be required in the long term.

In all cases but Levack, the Satellite libraries are owned by the municipality. The Levack library is in a vacant school. If the GSPL can no longer use the school site, this library should be closed. It serves the smallest population and provides the lowest level of service. It is also relatively accessible to the Dowling Neighbourhood library, which is also an underutilized facility. The expenses associated with establishing an alternative location for a Satellite library to serve Levack users would not be justified if the school location was lost.

Satellite libraries should be open 20 hours per week. The only current exception is Capreol, and the extended hours here are to support the CSC function. Forty-four hours a week are not required to support library functions at this location and these hours of operation should be reviewed.

Non-facility Options to Satellite Libraries

The GSPL practice of providing small libraries with limited hours is generally consistent with that of other Ontario libraries serving small, isolated settlements. Historically, some library boards have used bookmobiles to serve these areas. We would not recommend this approach in Greater Sudbury, for reasons discussed below. In the absence of bookmobiles, there do not appear to be other proven non-facility options for serving small, isolated communities at this time. However, we expect this will change significantly in the near future. The potential for on-line access and Virtual library services should redefine service delivery approaches in these communities within ten years.

Due to the nature of its service area, the Vancouver Island Regional Library (VIRL) has explored a number of vehicles for serving remote users. In very small communities (less than 1,000 people) they have supported book depositories, run by volunteers and located in community owned space, but not libraries. Collections are usually in the order of 1,000 books and onsite Internet access is customary. There are currently two such depositories, down from twelve a number of years ago. The reduction is due to problems primarily associated with volunteer operations.

These types of book depositories do not appear to have a future in the VIRL and we would not recommend them for Greater Sudbury.

Of more relevance to the GSPL, is the VIRL books by mail program. On-line (or if preferred print) catalogues are available and users request material at the library's web site or by mail. Material is delivered by mail. Specialized services are also available (i.e. the children's librarian will select books for users if this is requested). While this system is currently operating by mail, the Library is investigating greater use of on-line resources for the future. A system can be envisioned where users would request items on-line to be delivered to a non-library facility in the local community (i.e another public building such as the arena or local school or private establishments such as a local retail outlet). Items would be returned to this location. An on-line computer terminal might also be provided for residents without access to home computers. A system of this type is currently being investigated by the VIRL.

There are two major drawbacks of this type of library system. The first is that it depends on on-line access and the computer competence of library users. While this is a significant concern, we expect it will be less of an issue in the future. The relationship between age and computer competence is discussed in Appendix C of the report. This analysis suggests that remote access supported by on-line resources will increasingly be within the capabilities of the majority of Greater Sudbury residents. Indeed, based on the library users survey, this is already largely the case. Over 50% of the respondents were using the Internet at home, and 41% had used it to access the GSPL on-line catalogue. While these factors were age related, approximately 25% of the respondents over the age of 61 had used the Internet to access the GSPL on-line catalogue (compared to 77% of those aged 19-29). Computer skills amongst all age groups will grow in the future and we can expect high levels of computer competency within the ten-year time frame suggested here for moving away from facility based service delivery in remote communities.

The second drawback of remote access deals with the experience of using the local library. This is often expressed relative to personal contact with the librarian and browsing for recreational reading materials. Remote access will never replace these aspects of local library service or the special role that the library can play as a focal point for community interaction and social cohesion in small Ontario municipalities. However, there is reason to believe that advances in web-based technologies will increasingly mimic this experience. The librarian's "picks", on-line book clubs and chat lines, browsing opportunities and on-line links to related resources should become increasingly common. While these opportunities may never replace face-to-face contact with a librarian, they will increasingly be an attractive alternative for residents in remote locations.

Given the unique nature of its service area, the GSPL has more reason than most libraries to monitor developments in on-line remote access to library services. If developments in the next ten years indicate an acceptable level of non-facility services can be provided for small and remote settlement areas, the GSPL should eliminate its Satellite libraries. It should be noted that replacing Satellite libraries with non-facility based models could enhance library access in Greater Sudbury. These models should allow library service in most remote settlements in Greater Sudbury including some that have lost branch libraries in recent years.

Bookmobile Services

In the past, bookmobiles were the customary response to serving areas where the population was too small to support a branch library. They are increasingly uncommon (only about eight library systems in Ontario still use bookmobiles and a number of these communities, such as Ottawa, appear to use them as much to serve rapidly growing new suburban areas in advance of facility construction as to serve remote settlements). We would not recommend bookmobiles in Greater Sudbury for the following reasons:

- the capital and operating expenses of a bookmobile would not be cost effective;
- the number of remote locations to be served suggest that a bookmobile may not be an ideal solution for Greater Sudbury;
- most Satellite library users have relatively convenient access to another library and would likely prefer the higher order of services at a Neighbourhood or District library and consequently would not use bookmobile service;
- this approach is increasingly at odds with the opportunities provided by new technologies.

Satellite Libraries - Recommendations:

Short-Term (0-5 years)

- Retain all Satellite libraries without expansion or improvement at their current locations.
- Do not re-instate bookmobile services as an alternative to Satellite libraries.
- Reduce the operating hours of all Satellite libraries to 20 hours per week unless additional hours are required to fulfill a CSC function. To the extent possible, schedule operating hours in a manner that will allow Satellite library users to access a Neighbourhood or District library when their facility is not open.
- If the location provided by the district school board for the Levack Satellite library is lost, this location should be closed and users directed to the Dowling library.

Medium-Term (5-10 years)

- In the long term, explore opportunities to replace Satellite libraries with non-facility options, including book depositories and on-line access.

Long-Term (10 years or longer)

- Subject to the results of the investigation of non-facility options to the Satellite libraries, replace these facilities with new approaches to service delivery.

4.6 The GSPL Facility Model - Summary and Recommendations

General Recommendations

- The GSPL system should adopt a facility model based on four types of libraries with different roles and providing different levels of services. The four types of libraries are Main, District, Neighbourhood and Satellite.
- Notwithstanding the designation of all GSPL libraries to one of the four types of libraries in the facility model, libraries at any one level in the hierarchy need not provide the same level of service. Flexibility in service standards should reflect the unique characteristics of the library and the population it serves.
- The GSPL should prepare a strategic plan that addresses all aspects of library services and complements the facility model recommended in this report.

The Main Library - Recommendations:

Short-Term (0-5 years)

- Prepare a building assessment to investigate the feasibility and cost of restructuring library space to provide additional space for computer work stations, reading areas, user amenities and other services typically associated with a Main library. As part of this assessment, evaluate the long-term potential for expanding the library at this location.
- Subject to the findings of the building assessment, restructure the MacKenzie Street branch to better serve the community as its Main library.

Medium-Term (5-10 years)

- Based on the findings of further studies, expand the MacKenzie branch to better fulfill the functions of a Main library unless a decision is made to provide a new Main library.

Long-Term (10 years or longer)

- Based on the findings of further studies, if it is not feasible or cost effective to expand the MacKenzie branch, eliminate this branch in favour of a new Main library at a new location.

The District Libraries - Recommendations:

Short-Term (0-5 years)

- Prepare a building assessment of the South Branch to determine how to best allocate space and library functions in the expanded area.
- Assume control of the leased space at the South Branch for library purposes.
- Retain operating hours for District libraries at 65 hours per week.
- Evaluate the feasibility of creating Citizen Service Centres and/or expanding municipal services at both the expanded South Branch and the New Sudbury branch.

Medium-Term (5-10 years)

- Evaluate options for expanding the New Sudbury branch at the current location.

Long-Term (10 years or longer)

- Subject to the investigation of expansion options for the New Sudbury branch, and decisions concerning the future of the Main library, either expand New Sudbury at its current location or close the branch and build a new Main library in this area to incorporate New Sudbury's District library functions. The potential for developing a new facility in conjunction with other complementary uses should be investigated.
- If the New Sudbury branch is relocated in a manner that allows it to adequately serve existing Garson users, this Neighbourhood branch could be reclassified as a Satellite branch.

The Neighbourhood Libraries - Recommendations:

Short-Term (0-5 years)

- Prepare a building assessment to investigate the feasibility and cost of expanding the Lively branch.
- Retain the Dowling branch as a Neighbourhood library but monitor use to determine if a reclassification as a Satellite library is warranted.
- Reduce the operating hours of all Neighbourhood libraries to 40 hours per week unless additional hours are required to fulfill a CSC function. Consider a further reduction in hours for the Dowling branch until levels of library use approach those of other Neighbourhood libraries.

Medium-Term (5-10 years)

- Subject to the findings of the building assessment, add approximately 3,000 sq. ft. to the Lively branch to expand areas for staff, the collection, Internet and work stations.

Satellite Libraries - Recommendations:

Short-Term (0-5 years)

- Retain all Satellite libraries without expansion or improvement at their current locations.
- Do not re-instate bookmobile services as an alternative to Satellite libraries.
- Reduce the operating hours of all Satellite libraries to 20 hours per week unless additional hours are required to fulfill a CSC function. To the extent possible, schedule operating hours in a manner that will allow Satellite library users to access a Neighbourhood or District library when their facility is not open.
- If the location provided by the district school board for the Levack Satellite library is lost, this location should be closed and users directed to the Dowling library.

Medium-Term (5-10 years)

- In the long term, explore opportunities to replace Satellite libraries with non-facility options, including book depositories and on-line access.

Long-Term (10 years or longer)

- Subject to the results of the investigation of non-facility options to the Satellite libraries, replace these facilities with new approaches to service delivery.

5.0 Implementing the GSPL Facility Model

5.1 Introduction

This chapter of the report discusses implementing the recommended GSPL facility model.

A long-term strategy is proposed for implementing the model. In a number of cases, decisions will be made at a future date to confirm the best option for implementing the model. There are two key future decision points represented in the implementation strategy in Figure 5.1. The second phase (2010 – 2015) a decision must be made concerning the Main library and new Sudbury. Either these branches will be retained and expanded to the extent possible or eliminated and replaced by a new Main branch. The second major decision occurs in Phase Three (post 2015) when the Satellite libraries will be retained or replaced with non-facility service options. The timing of these decisions appears reasonable, however, they could be moved forward if circumstances allow.

The timeframes for implementation and the key future decision points are reflected in Figure 5.1. This figure also identifies priority capital projects as follows:

- Priority One – South Branch expansion – immediate need, to be fully implemented within three years
- Priority Two – Restructuring the Main Branch to be implemented within five years
- Priority Three – Expansion of New Sudbury (if this branch is not replaced) to be implemented within five to seven years
- Priority Four – Lively expansion – to be implemented within five to ten years
- Priority Five – Expand Main Branch (if this branch is retained) to be implemented in 7-10 years
- Priority Six – New Main library (if existing Main library is replaced) to be implemented in ten years or longer

All recommendations are noted in Figure 5.2. Where relevant, anticipated costs and other considerations affecting implementation are discussed. In most cases, additional investigations will be required to confirm costs. A number of relevant issues, including detailed building and site assessments, and accurate projections of capital costs, were not within the scope of this study; these factors will need to be considered prior to implementing a new facility model.

Figure 5.1 Implementation Phases

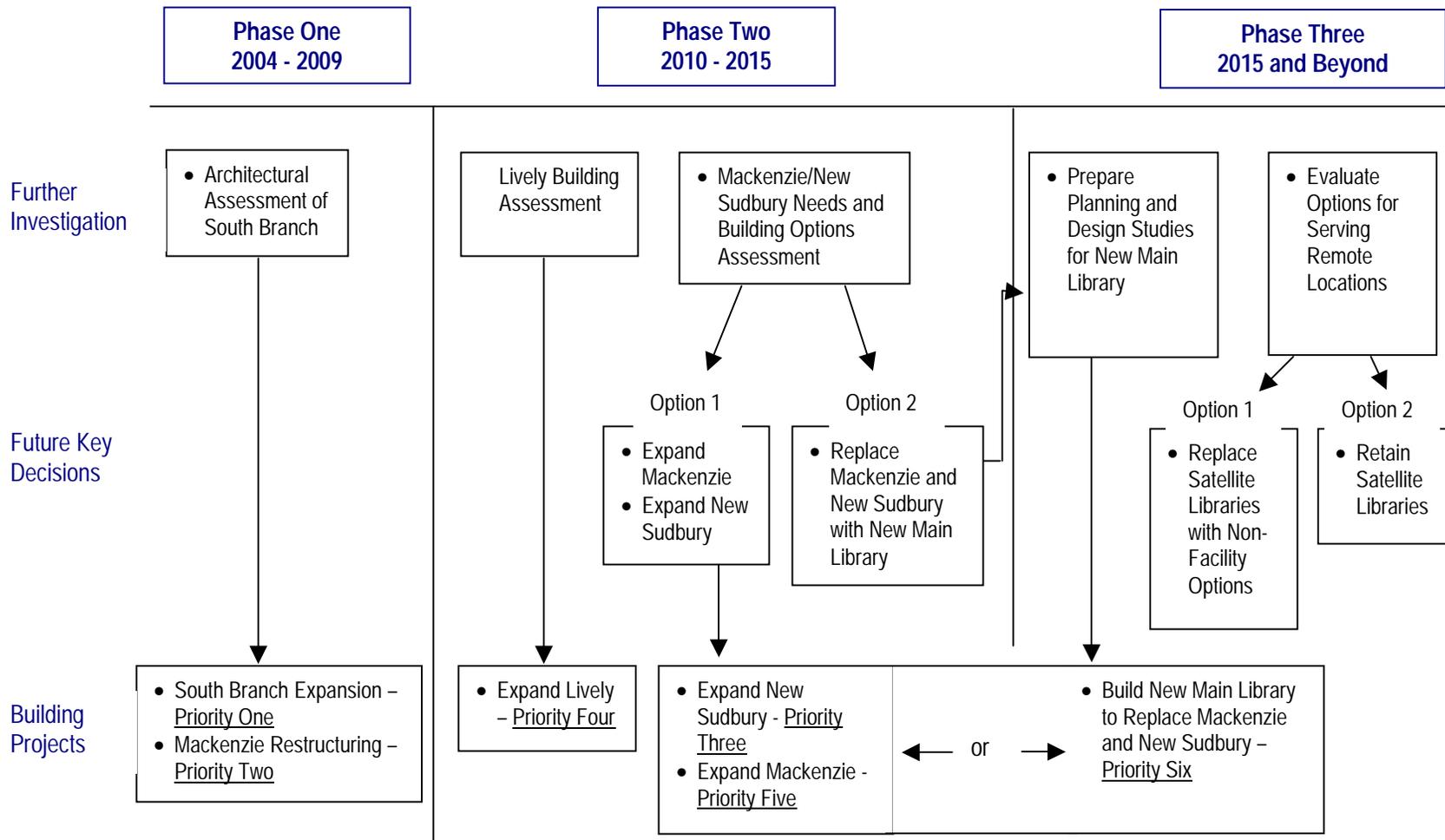


Figure 5.2
Summary of Recommendations

Recommendations	Cost	Comments
<u>General Recommendations</u>		
<ul style="list-style-type: none"> The GSPL system should adopt a facility model based on four types of libraries with different roles and providing different levels of services. The four types of libraries are Main, District, Neighbourhood and Satellite. 		Staff responsibility.
<ul style="list-style-type: none"> Notwithstanding the designation of all GSPL libraries to one of the four types of libraries in the facility model, libraries at any one level in the hierarchy need not provide the same level of service. Flexibility in service standards should reflect the unique characteristics of the library and the population it serves. 		
<ul style="list-style-type: none"> The GSPL should prepare a strategic plan that addresses all aspects of library services and complements the facility model recommended in this report. 		Can be undertaken by GSPL staff or with outside assistance.

Recommendations	Cost	Comments
<u>The Main Library</u>		
<i>Short Term (0-5 years)</i>		
<ul style="list-style-type: none"> Prepare a building assessment to investigate the feasibility and cost of restructuring library space to provide additional space for computer work stations, reading areas, user amenities and other services typically associated with a Main library. As part of this assessment, evaluate the long-term potential for expanding the library at this location. 	\$15,000	Retain architects with library planning expertise.
<ul style="list-style-type: none"> Subject to the findings of the building assessment, restructure the MacKenzie branch to better serve the community as its Main library. 	\$200,000	Short-term costs for minor restructuring of Main library.
<i>Medium Term (5-10 years)</i>		
<ul style="list-style-type: none"> Based on the findings of further studies, expand the MacKenzie branch to better fulfill the functions of a Main library unless a decision is made to provide a new Main library. 	TBD	Costs will depend on the results of the building assessment.
<i>Long Term (10 years or longer)</i>		
<ul style="list-style-type: none"> Based on the findings of further studies, if it is not feasible or cost effective to expand the MacKenzie branch, eliminate this branch in favour of a new Main library at a new location. 	\$7 – 10 million	Capital costs reflect new construction. Costs might be offset by disposal of Main library and New Sudbury locations.

Recommendations	Cost	Comments
<u>The District Libraries</u>		
<i>Short Term (0-5 years)</i>		
<ul style="list-style-type: none"> Prepare a building assessment of the South Branch to determine how to best allocate space and library functions in the expanded area. 	\$10,000	Retain architects with library planning expertise.
<ul style="list-style-type: none"> Assume control of the leased space at the South Branch for library purposes. 	\$1 million	Capital costs to be confirmed with building assessment.
<ul style="list-style-type: none"> Retain operating hours for District libraries at 65 hours per week. 		
<ul style="list-style-type: none"> Evaluate the feasibility of creating Citizen Service Centres and/or expanding municipal services at both the expanded South Branch and the New Sudbury branch. 	Staff function	Issue to be addressed in the building assessment.
<i>Medium Term (5-10 years)</i>		
<ul style="list-style-type: none"> Evaluate options for expanding the New Sudbury branch at the current location. 	\$15,000	
<i>Long Term (10 years or longer)</i>		
<ul style="list-style-type: none"> Subject to the investigation of expansion options for the New Sudbury branch and decisions concerning the future of the Main library, either expand New Sudbury at its current location or close the branch and build a new Main library in this area to incorporate New Sudbury's District library functions. The potential for developing a new facility in conjunction with other complementary uses should be investigated. 	\$750,000	Capital costs assume a modest expansion to the New Sudbury branch.
<ul style="list-style-type: none"> If the New Sudbury branch is relocated in a manner that allows it to adequately serve existing Garson users, this Neighbourhood branch could be reclassified as a Satellite branch. 		

Recommendations	Cost	Comments
<u>The Neighbourhood Libraries</u>		
<i>Short Term (0-5 years)</i>		
<ul style="list-style-type: none"> • Prepare a building assessment to investigate the feasibility and cost of expanding the Lively branch. • Retain the Dowling branch as a Neighbourhood library but monitor use to determine if a reclassification as a Satellite library is warranted. • Reduce the operating hours of all Neighbourhood libraries to 40 hours per week unless additional hours are required to fulfill a CSC function. Consider a further reduction in hours for the Dowling branch until levels of library use approach those of other Neighbourhood libraries. 		<p>Could result in significant operating cost savings.</p>
<i>Medium Term (5-10 years)</i>		
<ul style="list-style-type: none"> • Subject to the findings of the building assessment, add approximately 3,000 sq. ft. to the Lively branch to expand areas for staff, the collection, Internet and work stations. 	\$750,000	Capital cost assumes new construction.

Recommendations	Cost	Comments
<u>The Satellite Libraries</u>		
<i>Short Term (0-5 years)</i>		
<ul style="list-style-type: none"> • Retain all Satellite libraries without expansion or improvement at their current locations. • Do not re-instate bookmobile services as an alternative to Satellite libraries. • Reduce the operating hours of all Satellite libraries to 20 hours per week unless additional hours are required to fulfill a CSC function. To the extent possible, schedule operating hours in a manner that will allow Satellite library users to access a Neighbourhood or District library when their facility is not open. • If the location provided by the district school board for the Levack Satellite library is lost, this location should be closed and users directed to the Dowling library. 		<p>Would result in significant operating cost saving if instituted at Capreol.</p>
<i>Medium Term (5-10 years)</i>		
<ul style="list-style-type: none"> • In the long term, explore opportunities to replace Satellite libraries with non-facility options, including book depositories and on-line access. 		
<i>Long Term (10 years or longer)</i>		
<ul style="list-style-type: none"> • Subject to the results of the investigation of non-facility options to the Satellite libraries, replace these facilities with new approaches to service delivery. 	TBD	Costs to be determined. Could be offset by elimination of Satellite libraries.

Appendix A

Preferred Library Facilities – Guidelines and Standards

Appendix A - Guidelines for Defining Preferred Library Facilities

Introduction – The Preferred Library

Any community's library facility model will be a reflection of the history of the community and of library services in the community; the social, political and economic characteristics of the community; and, local preferences and resources. Consequently, models are not always similar. This will certainly be the case in Greater Sudbury. While the appropriate facility model will reflect the needs and history of the local community, it will also provide facilities that meet current and future needs.

The background report for this study included an assessment of library trends and best practices. Many of these are relevant to Greater Sudbury's library and the facility focus of this study. These trends described the library of the future as follows:

Environments conducive to working and reading in the library. The role of the lending library – a place to borrow materials - will increasingly be complemented by the 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. In addition, with 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 will be provided for library users.

Convenient, and ultimately “24 hours a day, 7 days 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, and on-line book reserves and payment of fines, 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. In the GSPL system, this will entail an enhancement and, if possible, an expansion of the Citizen Service Centre model. In addition to municipal services, the library will increasingly play an active role as a protector of intellectual freedom and promoter of the open exchange of information and ideas in a democratic society. Libraries will provide facilities and information for residents to fully participate in community affairs.

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.

These developments describe the library of the future. They describe a library that is in tune with the realities of a changing society, new lifestyles and a continually evolving economy.

One of the objectives of this assignment is to recommend changes to current facilities to allow them to better meet the needs of the next generation of library user. We have described a preferred library in the discussion that follows. This library has the physical features and characteristics to provide the services noted above. To the extent possible, these guidelines should be fulfilled within the GSPL facility model.

This appendix discusses the rationale for our definition of preferred libraries. The rationale is based on a combination of current practices in Greater Sudbury and library planning guidelines from Ontario and other jurisdictions. In this respect, they are specific to Greater Sudbury and may not apply to other library systems. As will be apparent in the discussion that follows, planning guidelines vary considerably from one jurisdiction to the next and in this respect should not be viewed as standards to be achieved but guidelines to inform future planning decisions.

Population Served, Size, Collection and Circulation

We are not aware of guidelines that propose a minimum population to be served by libraries of various sizes and types. However, a number of other service guidelines are population dependent and can be used to establish population service levels. Table A1 compares population, size of the library, circulation and collection based on customary standards.

Table A1
Population Served by Various Types of Libraries

<i>Type of Library</i>	<i>Size</i>		<i>Circulation</i>		<i>Guideline (volumes)</i>	<i>Collection</i>	
	<i>Guideline (sq. ft.)</i>	<i>Population Served⁹</i>	<i>Guideline (items)</i>	<i>Population Served¹⁰</i>		<i>Population Served</i>	
						<i>A¹¹</i>	<i>B¹²</i>
<i>Main</i>	<i>40,000</i>	<i>50 – 100,000</i>	<i>450,000</i>	<i>45,000</i>	<i>250,000</i>	<i>125,000</i>	<i>71,430</i>
<i>District</i>	<i>15,000</i>	<i>25,000</i>	<i>200,000</i>	<i>20,000</i>	<i>75,000</i>	<i>37,500</i>	<i>21,430</i>
<i>Neighbourhood</i>	<i>5 - 7,000</i>	<i>8 - 12,000</i>	<i>75 - 100,000</i>	<i>7,500 - 10,000</i>	<i>40,000</i>	<i>20,000</i>	<i>11,430</i>
<i>Satellite</i>	<i>2,000</i>	<i>3,500</i>	<i>30,000</i>	<i>3,000</i>	<i>10,000</i>	<i>5,000</i>	<i>2,860</i>

⁹ Based on Ontario Public Library Guideline of 0.6 sq. ft./capita

¹⁰ Based on Ontario Public Library Guideline of 10 volumes circulated/capita

¹¹ Based on Ontario Public Library Guideline of 2 volumes/capita

¹² Based on State of Maine 3.5 volumes/capita

The 0.6 sq. ft. per capita ratio is a frequently used measure in library space planning and provides a reasonable estimate of size for the district and neighbourhood libraries, based on the population served. The population served is consistent with the collection and circulation targets, as indicated in Table A1. 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 described at the beginning of this section of the report.

For satellite libraries a different set of guidelines comes into play. There has been a good deal of discussion among county and rural librarians concerning the minimum size and services of small isolated libraries. For smaller libraries serving isolated populations, there is a fair degree of consensus that 1000 sq. ft. is the functional minimum and guidelines in the order of 2,000 – 2,500 sq. ft., would be more common. Ontario Public Library (1999) guidelines indicate a minimum of 2500 sq. ft. and Ontario Public Library (County and Rural Municipality Libraries, 1984) guidelines specify a formula that would result in a building of just over 2,000 sq. ft. based on the preferred satellite library. Other jurisdictions (i.e., Kansas Public Library, Oregon Library Association, and State Library of Queensland) would suggest minimum sizes in the order of 1,600 – 3,000 sq. ft.

Minimum collection size has also been specified in a number of jurisdictions. Guidelines suggest 10,000, 8,000 and 5000 volumes (Ontario Public Library – 1999, Wisconsin Association of Public Libraries, and State of Iowa Library). While less often identified, guidelines for circulation would suggest that at minimum the collection turn over one to two times per year.

One of the limitations of most planning guidelines for libraries is that they do not adequately differentiate between the various types of libraries in the facility hierarchy. This is primarily an issue for the Main Library because of its unique role as both a district library for residents in the immediate vicinity and a reference/research and special collection library for the entire municipality. Consequently, there is both a local and city-wide population served and it is more difficult to define space standards and related collection and circulation targets. In most communities with multiple libraries the Main Library would be planned to complement the other libraries in the system and the characteristics would be community-specific. The guidelines adopted for the preferred Main Library in this analysis may overstate requirements for the GSPL system, as discussed in this report.

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 guidelines:

	Population Served	Size (net sq. ft.)	Collection	Circulation
Main Library	50-100,000	40,000	250,000	450,000
District Library	25,000	15,000	75,000	200,000
Neighbourhood Library	10,000	5 – 7,000	40,000	75 – 100,000
Satellite Library	3,500	2,000	10,000	30,000

Operating Hours

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-CARML 1984; OPL 1999; State Library of Queensland; State Library of Iowa). 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-CARML respectively) and in one case (Iowa) that the branch be open at least one evening per week. In large part, these guidelines would suggest that 20 hours is an acceptable minimum number of hours in small and isolated libraries where resources will not permit extended hours of operation. This guideline was adopted for the preferred Satellite library.

For all types of libraries extended hours of operation are a goal. As indicated in the discussion above, "24/7" service is the ideal and is increasingly required to conform with today's lifestyles. Despite total operating hours that exceed those provided in most other comparable library systems, GSPL users were more likely to express dissatisfaction with hours of operation than any other feature of the current libraries. (However, two-thirds of the users indicated the operating hours were good or excellent). At both the Main and the District libraries, sufficient hours of operation to allow seven day a week and some evening access are required. We have suggested 70 hours for the Main library and 65 for the District libraries. This is in line with the Wisconsin Public Association Library guideline of 68 hrs per week in communities of over 100,000 population. Neighbourhood libraries would generally provide service to key users, including students, for most days of the week and some evening. In theory, users of Neighbourhood libraries would access District libraries in off hours so that operating cost could be controlled. This is more problematic in Greater Sudbury than most other communities because of the geography. Nonetheless, Neighbourhood libraries operating 45 hours per week would provide appropriate access.

Program and Training Space

We are not aware of any guidelines or standards associated with the amount of dedicated public program, meeting or training space that should be provided in libraries serving different populations or functions. By dedicated space we refer to a room, or rooms, committed to this purpose and not areas of the library that might be designed to accommodate occasional programming (e.g. a story area or play space in the children's section). 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. For the purposes of this assessment, we might adopt the following as minimum requirements:

Main 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.)
Neighbourhood Library:	an area for up to 30 people (300 - 350 sq. ft)
Satellite Library:	no requirement

Computer/Internet Workstations

A number of library jurisdictions have adopted guidelines for Internet access in the last 3-4 years. These were clearly evolving guidelines and were not based on extended experience with library Internet use that 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 Ontario Public Library 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 indicate the number of workstations that should 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 following requirements.

Computer/Internet Workstations Required

Library	Based on Population		
	Population Served	Requirement	
		A*	B**
Main	50,000	36	25
District	25,000	18	12.5
Neighbourhood	10,000	7	5
Satellite	3,500	3	2

*Based on 0.7/1,000 population

**Based on 0.5/1,000 population

For the purposes of this analysis, we have adopted the 0.7/1,000 guideline and somewhat arbitrarily identified the Main Library as having a service population of 50,000. We have also assumed that the minimum number of Internet computer access stations in any branch, regardless of daily visits, will be three.

Other Workstations

The OPL Guidelines (1999) recommend 5 workstations per 1000 population. These guidelines, however, do not address Internet access stations, as discussed above. They may also not reflect the trend to providing comfortable seating areas and reading areas in libraries, to complement standard workstations. Five workstations per 1000 population served appear to be a generous guideline.

For the purposes of this analysis, we have assumed 3 workstations per 1000 population, in addition to those committed to internet/computer access. For the purposes of this assessment, a workstation will be defined as a "seat" available for library users, whether located in a study carrel, at a table, or in a comfortable reading area.

Summary - Guidelines for the Preferred Library

Table A2 summarizes the recommended guidelines for preferred libraries by type.

Table A2
Summary – Preferred Guidelines by Library Type

Guideline	Main	District	Neighbourhood	Satellite
• <i>Size (net square feet)</i>	40,000	15,000	5 – 7,000	2,000
• <i>Minimum Collection (item)</i>	250,000	75,000	40,000	10,000
• <i>Annual Circulation (items)</i>	450,000	200,000	75 - 100,000	30,000
• <i>Weekly Hours of Operation</i>	70	65	45	20
• <i>Program/Training Space (sq. ft.)</i>	2,000 - 2,500	750 - 1,000	300 - 350	no requirement
• <i>Computer/Internet Workstations</i>	0.7/1,000 population	0.7/1,000 population	0.7/1,000 population	0.7/1,000 population
• <i>Other Workstations</i>	3/1,000 population	3/1,000 population	3/1,000 population	3/1,000 population

Appendix B

Access to Library Facilities

Appendix B – Access to Library Facilities

Introduction

An important issue in the study is community access to libraries. The GSPL, to a much greater extent than most libraries in Ontario, provides library services to residents dispersed across a large geographical area. The adequacy of current and future access to these facilities is addressed in this appendix of the report.

Service Area Standards

As with most other areas of library planning, standards and guidelines have been adopted for acceptable commuting distances to libraries but these vary a good deal from one jurisdiction to the next and their relevance in any particular community must be examined. The Ontario Public Library guidelines (1999) identify driving times of less than 30 minutes to the nearest service outlet, and 45 minutes to the nearest branch in a multi-branch system. Both Wisconsin and Iowa suggest a guideline of 30 minutes driving to libraries in rural areas, whereas in England a 20-minute driving time is considered appropriate in rural areas. These guidelines can be contrasted to the less than 10 minute drive that was the average among GSPL survey respondents. This suggests that current access is very good and by any of the planning guidelines, library services in Greater Sudbury would be accessible to the vast majority of residents. This would be the case for most residents even if some of the more remote libraries were eliminated.

These service area standards do not distinguish between the type of library or the library function. Specialized library services will be available at the Main and District libraries. The Main library will provide reference and research services that will not be duplicated elsewhere in the system. District libraries will provide a wider selection of library materials (children/juvenile/adult), more computer workstations, better operating hours and additional staff. Under the current GSPL system most residents are within a 30-minute drive of a Neighbourhood or Satellite library, but not all residents will have this level of access to District or Main libraries. This is unavoidable in the GSPL system.

The Virtual Library and remote access is another consideration relevant to acceptable commuting times for libraries. The guidelines noted above largely pre-date the Virtual Library. Given that users will increasingly be able to access library resources remotely, longer commuting distances may be more acceptable.

Current Library Use and Mode of Transportation

As discussed below, library users were asked how far they traveled to reach the library where they completed the survey. Over half of the respondents used libraries in the GSPL system other than the library where they completed the survey and the Main library. Except for six respondents that completed the survey at the Chelmsford branch who indicated they visited the Azilda branch, which is smaller and provides fewer library services, the majority of respondents that used libraries visited other medium or large libraries other than the Main branch. Of those, nearly half visited New Sudbury or the South Branch. These findings suggest that there is considerable inter-library use in the existing system and residents are currently using libraries that are not the closest to their home, perhaps because the use is associated with trips to work or school, or to access preferred services or hours of operation. Whatever,

the reason, there clearly is some level of system-wide use among existing patrons that demonstrates a tolerance for travel.

Finally, while 25% of respondents don't use a car at all to travel to a branch of the library, most travel by automobile. Driving or being driven by car was mentioned by over 74% percent of the respondents as their primary method of accessing the library. Approximately 45% of survey respondents reported walking and 16% reported biking but most of these used other modes of transportation on occasion. Thirty-three percent of respondents that completed surveys at small libraries do not use a car at all to visit the library, compared to 28% and 20% at medium and large libraries respectively. However, on average, respondents from large branches were found to be spending more time traveling than respondents from medium and small branches. These finding suggest that most patrons have automobile access and are willing to spent more time traveling to larger branches in the system.

Respondents were asked if there were factors that restricted their use of libraries in the GSPL system. Living too far from the library or the library being inaccessible was mentioned by less than 7% of the households. While acknowledging these are current users of the library system, and a higher proportion of non-users might report accessibility restrictions, these data do not indicate that access is a major constraint currently.

Very few respondents (approximately 15%) identified currently unavailable services or materials they would like to see provided at the branch where they completed the survey. While only 33% of these respondents indicated a willingness to travel to other branches in the system to use these materials/services, the vast majority of respondents have access to the materials and services they require at a library that is immediately accessible to them.

Conclusion

The findings of the user survey suggest that the vast majority of respondents are extremely satisfied with their current access to library services. Most Greater Sudbury residents have acceptable access to a library that meets their needs and Virtually all library users are well within the guidelines that have been established for acceptable commuting distances. These considerations suggest that the GSPL is currently operating a highly decentralized and very accessible library system. Consequently, if necessary, there is room for increasing commuting distances to libraries without significantly undermining services or use.

Appendix C

Access to On-line

Library Services

Appendix C – Access to On-Line Library Services

Use of Everyday Technology by Canadians¹³

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 some of the survey findings.¹⁴

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			

¹³ Howatson-Leo, L. and A. Peters. "Everyday Technology: Are Canadians Using It?: Canadian Social Trends. Autumn 1997. Issue 46. pp.25-28.

¹⁴ Lowe, G. "Computer Literacy". Canadian Social Trends. Winter 1990. pp.13-15.

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.¹⁵ 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		

While not directly comparable, this information can also be compared with the data from the library users survey. Over 50% of the respondents were using the Internet at home, and 41% had used it to access the GSPL on-line catalogue. While these factors were age related, approximately 25% of the respondents over the age of 61 had used the Internet to access the GSPL on-line catalogue (compared to 77% of those aged 19-29). These figures suggest much higher levels of computer capability than the 1989 survey.

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.

¹⁵ 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.