

MANAGEMENT REPORT

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TO: Library Board
FROM: Kurt Heinrich, Chair, CRPD Committee
SUBJECT: Facilities Redevelopment Overview

SUMMARY

This report provides an update on library-related capital projects and status. This includes redevelopment plans for Britannia, Marpole, and Oakridge branches, the potential redevelopment of Joe Fortes and Collingwood branches, and discussion of potential future library service in the East Fraser Lands (River District), Jericho Lands and Seḥákw /Burrard Slopes developments. It also includes information on the Children's Library revitalization at Central Library.

PURPOSE

This report is for information.

RECOMMENDATION

That the Board receive the report for information.

POLICY

The Strategic Plan provides priorities for library spaces for 2020-2023, and the [Facilities Master Plan](#) describes the priorities of the VPL Board for selecting locations and branch redevelopment.

INDIGENOUS CONSIDERATIONS

VPL's 2020-2023 Strategic Plan commits to seeking opportunities to act on the Calls to Action of the Truth & Reconciliation Commission and considers this priority throughout the plan, including with two related goals: *Reflect and celebrate Indigenous cultures and history* (Shared Spaces & Experiences priority) and *Enhance understanding and appreciation of Indigenous ways of*

knowing, being and doing (Belonging & Connection priority). During the strategic plan engagement, conversations with the public and key stakeholders highlighted the need to bring Indigenous history, languages and cultures into library spaces. VPL is committed to being a place to learn about the history and cultures of Indigenous Peoples, referring to First Nations, Métis and Inuit. This will be enabled through the planning, design and naming associated with our new library branches.

The City of Vancouver has a government to government relationship with the xʷməθkʷəy̍əm (Musqueam), Skwxwú7mesh (Squamish) and sə̌ilwətaʔ (Tsleil-Waututh) Nations, which includes staff intergovernmental meetings and Council to Council gatherings. The City of Vancouver coordinates participation by the Nations in facilities redevelopment projects, and is responsible for long term land use planning, such as for the Jericho Lands and Seḥákw /Burrard Slopes. The Library participates through these City processes to consult with the Nations on redevelopment projects, hearing areas of interest and concern, and seeking opportunities for collaboration. Indigenous engagement for specific projects is identified below.

STRATEGIC IMPLICATIONS

Goals 2.1 *Reflect and celebrate Indigenous cultures and history* and 2.2 *Develop welcoming, accessible, and sustainable facilities that meet current and future needs and expectations* are part of the Shared Spaces & Experiences priority. The Library must ensure adequate access to space, services, and resources to support an informed, engaged, and connected city.

BACKGROUND

VPL is currently involved with several potential facilities projects, which are in various stages of the planning process. In 2018, the Board approved the [Facilities Master Plan](#) which provides a strategic framework to guide the planning and decision-making for VPL's physical facilities. The Facilities Master Plan identified the following branches as high priorities for investment:

- Collingwood
- Joe Fortes
- Marpole
- Kerrisdale
- West Point Grey

VPL's branch development is funded through the City of Vancouver's Capital Plan. In February 2018, the Board approved the Library's submission to the City of Vancouver for the 10 year Capital Outlook based on the priorities in the Facilities Master Plan. Staff then worked with the City of Vancouver on the library components of the City's Capital Plan. The Capital Plan is a four-year financial plan for investments in Vancouver's infrastructure and amenities. In July 2018, Council approved the 2019-2022 Capital Plan totalling \$2.8 billion, including \$2.2 billion of City-led capital investments and \$0.6 billion of in-kind contributions achieved through development.

Approximately two-thirds of the City-led capital programs focus on maintenance and renewal of aging assets, while the remaining one-third focus on new or upgraded infrastructure and amenities to support growth.

Funding for libraries is included as part of \$108 million for community facilities in the 2019-2022 Capital Plan. 2018 Board Chair Kyla Epstein spoke in support of the library components of the 2019-2022 Capital Plan on behalf of the Library Board at the Council meeting in July 2018. The process is now beginning for the 2023-2026 Capital Plan.

DISCUSSION

This report provides the status of active VPL projects as well as those which are in the preliminary stages. In each case, staff are working closely with colleagues from various City of Vancouver departments and with several consultants.

The Library is currently discussing multiple opportunities for branch redevelopment.

Library/Neighbourhood	Development Timeline
Oakridge Branch	Completion: 2024
Marpole Branch	Planning & Design: 2022 Implementation/Completion: 2023-2026 Capital Plan
Joe Fortes Branch	Master Plan: 2019 – 2022 Capital Plan
Britannia Branch	Completion: 2031 - 2034 Capital Plan
Collingwood Branch	To be determined
East Fraser Lands	To be determined
West Point Grey / Jericho Lands	To be determined
Señákw / Burrard Slopes	To be determined
Central - Children's Library	To be determined

1. Oakridge Library

At 13,000 square feet, Oakridge was VPL's second largest branch in 2019. The branch closed in November 2019, and relocated to a temporary site of 2,200 square feet at Oakridge Centre that opened in December 2019. The temporary site closed due to COVID-19 in March 2020 and has

been unable to reopen due to construction impacts. Library staff are working with architects and city partners to secure a new, temporary site to provide access to popular and essential library services for the remainder of development. A suitable site near Oakridge Centre has been identified and discussion is underway.

The neighbourhood population is expected to increase from the current 31,700 to over 47,000 by 2041 due to major redevelopment occurring on the current site and nearby. The 13,000 square foot branch was not capable of meeting the growing and diverse community needs for public space, collections, programs and access to technology. The Oakridge Branch is a medium priority for re-investment in the VPL Facilities Master Plan.

The new branch will be 22,000 square feet and will be located in a new 100,000 square foot, five-storey civic centre which will also include a community centre, seniors centre, arts and culture area, and childcare. The branch will be infused with natural light and will provide a variety of seating choices and meeting rooms for individuals and groups to meet, work, and learn.

Library staff are currently working with City partners and the architects to ensure that the branch is designed for flexible use to support community members' technology needs, and provide spaces for community programs. This project is being delivered as a Community Amenity Contribution (CAC)¹ as part of the 28-acre Oakridge Development project. Currently the project is in the Design Development Phase, and it is anticipated to be completed in Q2 2024.

Information about the Oakridge development can be found here:

<http://vancouver.ca/home-property-development/oakridge-redevelopment.aspx>

2. Marpole Library

Built in 1971, the Marpole Branch is located at 8386 Granville St. The facility was formerly leased and was purchased by the City in 2013. At 3,600 square feet, the branch is undersized and is often very crowded. In comparison, VPL's newest branch, náčá?mat ct Strathcona is 11,000 square feet. The current neighbourhood population is 24,000 and it is expected to grow to 36,000 by 2041. The 2014 Marpole Community Plan identified the need for a renewed, larger library and the Facilities Master Plan ranks it as a high-priority branch for reinvestment, with a recommended size of 17,000 square feet.

¹ CACs – CACs are provided by property owners when Council grants development rights through rezoning. CACs typically come in two forms: in-kind onsite amenities and cash contributions. CACs may be applied to a wide range of amenities including those that are not DCL eligible such as new or expanded recreation, cultural and social facilities, libraries, and firehalls. DCLs (Development Cost Levies) are paid by property developers based on square footage and are a source of revenue for City facilities such as parks, childcare facilities, social and non-profit housing, and engineering infrastructure.

The current branch site at Granville and 67th Avenue has been identified as the location for a new civic centre which will include a 17,000 square foot library, as recommended in the VPL Facilities Master Plan, and other civic amenities. The Marpole-Oakridge Community Centre will remain at its Oak street location following a Park Board motion in 2016. VPL is working with City partners on planning for the civic centre.

The Marpole area is the location of a former Musqueam village and burial site known as čəsnaʔəm, and the City and Library are engaging with Musqueam Indian Band to discuss the project. It has been delayed due to COVID-19, as engagement could not proceed as planned. However at this time the project has resumed, and consultation with Musqueam Indian Band is expected to begin in the coming months. The next step will be to engage a design team through a public Request for Proposal process for a Feasibility Study. Planning and design is expected to be completed in the current Capital Plan (2019-2022). Construction and completion is anticipated as part of the next Capital Plan (2023-2026).

Information about the Marpole Community Plan can be found here:

<http://vancouver.ca/home-property-development/marpole-community-plan.aspx>

3. Joe Fortes Library

Joe Fortes Branch is located in the West End Community Centre, along with King George Secondary School. It is one of VPL's busiest branches and, at 4,700 square feet, is considerably undersized. The Facilities Master Plan identifies the Joe Fortes Branch as a high priority reinvestment with a recommended size of 20,000 square feet.

The City is working with partners including the Library, the Vancouver School Board, and Vancouver Park Board on exploring options for the West End Community Centre Site, and consultation is included in the 2019-2022 Capital Plan.

The West End Community Centre and the King George Secondary School Master Plan (including the Joe Fortes Library) was delayed due to COVID-19. Based on preliminary feedback from the community and out of respect towards Musqueam, Squamish and Tsleil-Waututh Nations priorities of protecting the health of their community members, the planning and visioning stages have been extended. Community engagement has been postponed to fall 2021 when it is anticipated that there will be greater opportunity to convene in person. This has resulted in expected completion of the master plan moving from Q1 2022 to Q4 2022. The intention is to seek Board and Council support of the completed Master Plan in 2022, including the VPL Board. The project team will continue to update the VPL Board at key milestones.

Information about the West End plan can be found here:

<https://vancouver.ca/home-property-development/west-end-community-plan-infographic.aspx>

4. Britannia Renewal

The Britannia Community Services Centre is located on an 18-acre site in the Grandview-Woodlands neighbourhood in East Vancouver. It includes elementary and secondary schools, a public library, pool, ice rink, child care center, and a variety of community service functions. The centre is managed by the Britannia Community Services Society with site partners which include the City of Vancouver, Vancouver Park Board, Vancouver School Board, and Vancouver Public Library. Several years ago, the society initiated a master planning process to renew its facilities, which date from the 1970s.

At 9,000 square feet, the library is located in the Vancouver School Board's Britannia Secondary School. Until 2017, it functioned as a joint public and school library. The secondary school removed its collections to the high school learning commons in December 2017 and the elementary school removed its collections in June 2018, after discussion and consultation with VPL, so it now functions solely as a public library.

The Britannia Renewal Master Plan was completed in 2018, approved by City Council and endorsed by the VPL Board. It defines the scope, priorities and phasing of the renewal of the site. The renewal is critical to ensure appropriate community services and facilities to support existing residents and the additional 10,000 residents expected in the next 30 years. A phased renewal plan has been developed to allow continued operations.

The renewal will likely span three 4-year Capital Budgets (12 years). The 2019-2022 capital plan includes the rezoning, detailed design and construction for Phase 1 of the project. Library construction will be part of the final phase 3 and will be included in a future capital plan.

This project was delayed due to COVID-19 and is currently in the rezoning phase for the entire combined Vancouver School Board/City of Vancouver 18-acre site. The scope will include the functional programming of Phase 1 of the development indicated in the Master Plan (including pool, recreation spaces, childcare and non-market housing). The intention is to seek Council approval of a rezoning application after a public hearing in early 2022. VPL's input is anticipated throughout all phases to help guide the overall renewal. The project team will update the VPL Board at key milestones.

Information about the Britannia Renewal project and opportunities to provide feedback can be found here: <http://vancouver.ca/parks-recreation-culture/britannia-renewal-project.aspx>

5. Collingwood Branch

In 2014, the City launched the Joyce-Collingwood Precinct Review to combine a land use review with upgrades to the Joyce Collingwood transit station. The plan identified needs to support growth for 25 years and to create a stronger, more cohesive neighbourhood, improved physical

and social connections, and a more active, vibrant shopping street. In 2016, Council approved the precinct and a public benefits strategy, which includes an opportunity to renew and expand the Collingwood library branch near Joyce-Collingwood station.

The current Collingwood branch is located at the intersection of Rupert and Kingsway, with low housing density, limited parking and limited transit options. It was built in 1951 and renovated in 1996 and 2009. The branch is 5,200 square feet, however, only 2,900 is public space with 1,200 square feet of storage in the basement. Moving the branch to the Joyce Collingwood precinct will enable residents who use transit to easily get to the branch as well as serve both the planned and established housing developments.

The branch is identified as a high priority for re-investment in the Facilities Master Plan with a recommended size of 10,000 square feet.

VPL and Facilities Planning have provided feedback to a rezoning application which includes a library for 5163-5187 Joyce Street submitted in September 2020. The City is currently inviting public feedback on the rezoning application here: <https://shapeyourcity.ca/5163-5187-joyce-st>

If this site does not proceed, library staff will work with the City's planning team to explore alternate locations for a new branch which would be co-located with retail, housing, and/or other amenities.

Information about the Joyce-Collingwood Station Precinct Plan can be found here: <http://vancouver.ca/files/cov/joyce-collingwood-station-precinct-plan-summary-english.pdf>

6. East Fraser Lands (River District)

The City is developing a sustainable, complete community at East Fraser Lands (River District). The plan calls for a mainly residential neighbourhood with a variety of housing types and a commercial centre. Wesgroup Properties (formerly Parklane Homes) now owns the majority of the land.

On June 14, 2017, City Council voted to endorse a planning program to review and update the East Fraser Lands Official Development Plan to reflect:

- New Council policy and standards
- Changing environmental conditions due to climate change
- Delivery of public benefits
- Options to increase housing diversity

In April 2021, Council approved amendments to the development plan following a Public Hearing. These amendments provide for increased housing options and amenities including 20 additional childcare spaces and 2 additional acres of park land.

The closest branch to this development is Champlain Heights which is 2 km away, however, its location presents an access challenge. The area is not well-served by transit. Walking from the East Fraser Lands to the branch takes approximately 20 minutes and is problematic due to a steep hill. This, combined with the major roadway and extensive forest (Everett Crowley Park on the east side and Fraserview Golf Course on the West), make for a difficult and isolated walk. The next closest branch to East Fraser Lands is Fraserview, which is 3.9 km away.

The City has engaged a consultant (Inform Planning) to create a Functional Program for the East Fraserlands Community Centre. The centre will be approximately 30,000 square feet comprising a community centre, a 69-space childcare and an outdoor plaza. A library kiosk can be accommodated as part of the exterior space, but is not funded.

At this time, there is no funding to incorporate a full service library branch, or any library services. VPL has expressed interest in a branch as well as alternative methods of providing service, such as a 'library kiosk' on the site or a limited service branch located with retail services. Further review with the City of Vancouver's Finance team and Real Estate and Facilities department will be required to develop a strategy for library services in this area, and consideration by the VPL Board as part of the 10 year Capital Outlook in 2021.

Information about the project can be found here:

<https://vancouver.ca/home-property-development/east-fraser-lands-river-district.aspx>

7. West Point Grey / Jericho Lands

The City is undertaking a comprehensive planning program to guide the future development of the 90 acre Jericho Lands. The plan is being developed at the request of the Jericho Lands owners, a joint venture partnership between the Musqueam, Squamish, Tsleil-Waututh Partnership and Canada Lands Company. Library staff are participating in initial planning discussions which include the opportunity to provide a range of housing options, community amenities shops, services, childcare, and employment space.

The development of the Jericho Lands and/or the extension of the Skytrain to UBC, provide anticipated opportunities to relocate West Point Grey branch to a permanent, city-owned facility. This is identified as a priority in the VPL 10 Year Capital Outlook. These opportunities for a new library location are likely to be more than 10 years in the future

In response to COVID and restrictions on in-person gatherings and public events, opportunities for public engagement have been primarily online. Preliminary feedback findings, Emerging Site Planning Ideas, and Discussion Guides have been shared and there are ongoing opportunities to provide feedback here:

<https://shapeyourcity.ca/jericho-lands>

Information about the project can be found here:

<https://vancouver.ca/home-property-development/jericho-lands.aspx>

8. Seṇákw / Burrard Slopes

The library is discussing potential service options for the Seṇákw development. A 'library kiosk' or limited service branch are possibilities. Seṇákw is being developed by Nch'kaṽ West—a partnership between Nch'kaṽ Development Corporation and Westbank Projects Corp. Nch'kaṽ is the economic development arm of the Squamish Nation.

Information about the Seṇákw development is here: <https://senakw.com/>

9. Central Library - Children's Library Revitalization Project – Feasibility Study

This project is the implementation of the second phase of the revitalization plan for Vancouver Central Library. The plan includes renovations and additional interactive space for the Children's Library on the Lower Level.

A feasibility study to review and build upon the functional programming work previously done by RPG and establish the current functional needs for the Children's Library has been completed. This data was used to inform and create a conceptual & schematic design with a high level cost estimate which is currently being reviewed to consider a phased approach. Funding for the study came from the Vancouver Public Library Foundation.

Detailed design and construction will follow once committed funds have been verified and the timeline has been reviewed with other project delivery schedules at Central Library. The completion date is still to be determined.

FINANCIAL IMPLICATIONS

Funding for facilities developments is included in the City of Vancouver's capital planning process. As noted above, funding related to the Marpole, Oakridge and Joe Fortes branches is included in the 2019-2022 Capital Plan. The revitalization of the Children's Library at Central Library will be funded through the VPL Foundation Storeys That Transform Campaign.

FINAL REMARKS

Users regularly identify VPL's public spaces as one of their highest priorities. These opportunities to redevelop facilities create excellent potential to greatly improve library services and experiences for Vancouver residents.

APPENDIX

The City of Vancouver's 2019-2022 Capital Plan also includes the following project related to VPL:

1. Central Library - Vancouver Archives (CVA) Project

The project consists of the relocation of the City of Vancouver Archives from their existing location in Vanier Park to the 7th floor at Central Library. The move will require the relocation of VPL staff off of Level 7, densifying workrooms throughout the Central Library building.

The City of Vancouver Archives opened in December 1972 and was the first purpose-built municipal archives in Canada. It is the second largest archives in BC and houses the second largest photographic collection in Canada. The Archives currently operates out of two sites: the original Vanier Park site, with public reading room, preservation lab and archivists' workspace, and a second temporary storage warehouse in east Vancouver.

The project to relocate the Archives to Central Library was paused by City Council until the 2023-2026 Capital Plan.