



City of Richmond

Report to Committee

To: General Purposes **Date:** March 18, 2015
From: Cathryn Volkering Carlile **File:** 01-0155-04-01/2015-
Vol 01
Re: Richmond Public Library Steveston Branch Short Term Options

Staff Recommendation

That the staff report titled, "Richmond Public Library Steveston Branch Short Term Options", dated March 18, 2015, from the General Manager, Community Services be received for information.

Cathryn Volkering Carlile
 General Manager, Community Services
 (604-276-4068)

Att: 1

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Finance Real Estate Services Recreation Services Project Development Policy Planning Parks Services	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: 	APPROVED BY CAO (ACTING)

Staff Report

Origin

At the May 6, 2014 Planning Committee meeting, staff were requested to review “potential sites for the expansion of the Steveston Library.” On September 24, 2014 at the Parks, Recreation and Cultural Services Committee meeting, the following referral was given to staff to examine:

(1) That the space issue in the Steveston Community Centre and/or replacement of the Steveston Community Centre, including development partnerships (e.g. Vancouver Coastal Health, the Buddhist Church, etc.), other City property, or other options and report back to Committee within 12 months; and

(2) That short term options for the relocation of the Steveston Library and report back to Committee within six months.

The purpose of this report is to respond to Part 2 of the September 24th referral. Staff will report back to Committee on the May 6th and September 24th referrals regarding options for library expansion and long term options for the Steveston Community Centre, by year end 2015.

Background

In September 2014, the Steveston Community Society delegated at the Parks, Recreation and Cultural Services Committee meeting on the urgent need for programmable space within the Steveston Community Centre and the constraints of the fitness area (Attachment 1). As a result, staff were instructed to examine potential short term options for the relocation of the Steveston Branch Library.

The Steveston Library has been located within Steveston Community Centre since the facility’s renovation in 1988 with 4,000 ft² of programmable space. While the population in the Steveston area has grown significantly since that time, dedicated library space has not expanded and, as well, the current fitness centre within the community centre is not able to meet the growing demand for health and wellness services.

According to feedback from the Richmond Public Library Strategic and Long Range Plan 2014-2018 public consultation process, current library users are satisfied with the number of branches and their locations but they wish to see expansion in size, particularly the Steveston Library, which is identified as first priority for library expansion.

For the purpose of this report, staff have defined short term as being under 10 years and medium term as 10-20 years and approximately 12,000+ ft² to be a feasible size to consider for relocation of the library. The Library Board has confirmed that a viable library program could be offered with this size of space.

Analysis

To evaluate options, staff have developed criteria such as space, term length, accessibility, timing to relocate, purchase/lease options, Operating and Capital costs to analyze the relocation of the Steveston Branch Library.

The following four options have been reviewed:

1. Co-located with the Steveston Community Centre (Status Quo)
2. Imperial Landing – Building 5 (4280 Bayview Street)
3. Portable structure on Steveston Park
4. Commercial space in Steveston Village

Option 1 – Co-located with the Steveston Community Centre (Status Quo)

Continuing to locate the Library in the community centre would allow the cooperative relationship between the City, the Steveston Community Society and the Library to continue, and the Capital and Operating budgets would remain the same. This option will have no financial impact. While potentially not satisfactory to the Community Society, it would leave the replacement option to be studied in the upcoming facility replacement process. The short term impact is that the Library wouldn't be able to respond to the needs of changing library services in its current location nor would it allow the Society to expand the fitness centre to address growing community demand. Given the direction staff have received to come back with options to replace the Steveston Community Centre, and Council reviewing its building priorities in 2015, this status quo option may be short term. The replacement of a major community facility could take up to five years depending on approvals, funding, planning and construction cycles.

Option 2 – Imperial Landing (4280 Bayview Street)

Relocating the Library to the Imperial Landing site with approximately 12,000 ft² of programmable space would provide a possible 20 year solution for the Library by meeting community needs while addressing growing trends, relieving pressure on the Brighthouse (main) branch, and allowing the community centre to improve service delivery by expanding the fitness centre. Relocating the Library would change the patterns of use for current patrons. There would be a capital cost of \$3,715,000.

The lease rate information, provided by the developer to the City at the May 6, 2014 Planning Committee meeting, was based on a proposed amenity package that the developer put forth as part of a rezoning application for the site (RZ 13-633927). Council referred the application back to staff to further negotiate an enhanced amenity package with the developer and to clarify the full range of lease costs should City space in the development be included in any revised amenity proposal. Since that time, staff have not received any new information from the developer.

Should a potential City lease in the development continue to be proposed by the developer, this information would be brought forward to Council for consideration as part of a staff report on the rezoning application. For the purpose of this report, based on the lease rates presented on May 6,

2014, the Library’s Operating budget would increase to \$1,096,025 for Years 1-5 with further increases in lease rates in term increments Years 6-10, Years 11-15 and Years 16-20.

Facility improvements to expand the community centre’s fitness centre would also require Capital budget expenditures in the future.

Option 3 – Portable Structure (Steveston Park)

Locating the Library in a 13,000 ft² portable structure in Steveston Park, east of the Community Policing Station, would allow for expanded branch services that would provide a possible 15 year solution. It is anticipated that an increase in the Library’s operating costs would be similar to Option 2, however, capital costs would be significantly higher at \$4,530,000 for the purchase of the portable and tenant improvements.

Placement of the portable would result in a decrease of park space on the property for the 15 year period. The lifespan of the portable is estimated to be only 15 years without significant capital investment. A lease option for the portable was explored and is not considered financially viable. With this option, the Community Centre would be able to pursue facility improvements to meet growing community demand for an expanded fitness centre. A Capital expenditure would be required in the future for these improvements.

Option 4 – Commercial Option

There may be opportunities for a property purchase at market value or investor purchase (with an option to lease) of commercial property in Steveston Village. However, acquiring more than 10,000 ft² of programmable space is a challenge and doesn’t meet the threshold of 12,000 ft². This option is not considered viable.

The proposed options are reviewed with the following criteria:

Location	Current Location Steveston CC (Option 1)	Imperial Landing 4280 Bayview Street (Option 2)	Portable Structure Steveston Park (Option 3)	Commercial Option (Option 4)
Term Length	Short	Medium	Medium	Medium if leased
Co-locate	Yes	No	No	No
Programmable library space	4,000 ft ²	≈12,000 ft ²	≈13,000 ft ²	≈10,000 ft ²
Building Levels	One, street level	One, street level	One, street level	Two, street & 2nd flr
Common Area Space (e.g. washrooms, lobby, outdoor plaza)	Use of common areas & washrooms	Outdoor plaza only	Community centre park	N/A
Meets Parking Requirements	Yes	Yes	Yes	Yes
Accessibility	On bus route	Bus route - one block	On bus route	Bus route - one block
Own/Lease	Own	Lease	Own	Own/Lease
Library & Exhibit Rezoning Required	No	Yes	No	Potentially
Construction Timing	Now	*≈24 months	≈24 months	≈24 months

*Subject to discussions with the property owner.

Costs associated with the proposed options:

Location	Current Location Steveston CC (Option 1)	Imperial Landing 4280 Bayview Street (Option 2)	Portable Structure Steveston Park (Option 3)	Commercial Option (Option 4)
Base Library Operating Costs (utilities, staffing, janitorial, collections)	\$646,200 (Status quo)	\$752,800 (\$106,600 increase)	\$752,800 (\$106,600 increase)	\$934,800 (Potential \$288,600 increase if two floors)
≈ Capital Costs (tenant improvements, shelving, moving, FFE's)	N/A	\$3,655,000	\$4,520,000	\$3,775,000
Fibre Optic Cabling	Yes	\$60,000	\$10,000	\$55,000
Common Area Fees Per Annum	N/A	≈\$120,000	N/A	N/A
Purchase cost/Annual Lease Rates	N/A	*Lease \$223,225 (Years 1-5)	Purchase included in Capital costs	Purchase: Market Value Lease rates currently unknown.
Total Library Operating Costs (per Annum)	\$646,200 (Status Quo)	\$1,096,025	\$752,800	\$934,800 Lease rate not included
Total Capital Costs (Includes Fibre Optic Cabling)	N/A	*\$3,715,000	\$4,530,000	Market Value + \$3,830,000 (purchase option) \$3,830,000 (lease option)
Community Centre Capital Expenditures	No	Yes	Yes	Yes

*Option 2 - Lease rates to increase in term increments Years 6-10, Years 11-15, Years 16-20. Lease information was based on information presented to Council as part of RZ-13633927. Capital Costs include Collections.

Staff consider the relocation of the library to be a significant financial investment for anything under 10 years. Based on the current information available, staff conclude that the Steveston Branch Library remain in its current location (Option 1) and that the library be included in the future staff report regarding the space issue and/or replacement of the Steveston Community Centre, which will be presented to Parks, Recreation and Cultural Services Committee later in the year.

However, if new information or other opportunities become available through the rezoning of the Onni site or through a commercial venture in Steveston, relocation of the Steveston Branch Library could be re-examined.

The Steveston Community Centre is coming to the end of its lifespan and timing for its replacement needs to be considered in the new Community Services Facilities Strategic Plan Update. Continuing to co-locate the library with the community centre in the future is considered highly desirable and beneficial to both parties and to the community and will be taken into account as the City examines its facility needs and options for replacement of the community centre, which will include 4320 Moncton Street, a City-owned site located adjacent to the current community centre, as an option for consideration.

Financial Implications

There are still many specific questions about the three stand-alone options for the Library that would need to be carefully reviewed such as operating costs, parking, servicing, tenant improvements, purchase cost and/or additional charges and lease terms in order to completely refine the estimated costs for each option.

Improvements to the existing Community Centre would also incur increased Capital costs for the City. These costs have not been determined at this time and would be outlined in future staff reports.

Financial Impact

There is no financial impact by receiving the short term options for the Steveston Library Branch for information.

Conclusion

In response to the Parks, Recreation and Cultural Services Committee's referral, staff have reviewed the short term options for relocating the Steveston Branch of the Richmond Public Library and conclude that it should remain in its current location. Staff will include the Library in the future report regarding the space issue and/or replacement of the Steveston Community Centre, which will be presented to the Parks, Recreation and Cultural Services Committee by year end 2015.

Population in the Steveston area has grown significantly over the past ten years resulting in an increased demand for services and for space in both the Community Centre and the Library. Continuing to co-locate the Library with the Community Centre in the future is considered desirable and beneficial to both parties and to the community.

Staff will keep the Library Board and the Community Centre Society informed as staff review the replacement of Steveston Community Centre and Library as directed by Council in 2014.



Kim Somerville
Manager, Arts Services
(604-247-4671)

KS:ks

Att: 1: Letter from the Steveston Community Society dated Sept 2, 2014



Home of the Steveston Salmon Festival

Canada's biggest little birthday party since 1945.

Steveston Farmers & Artisans Market

Make It – Bake It – Grow It – Catch It

02 September 2014

Councillor Harold Steves, Chair
Parks, Recreation and Cultural Services Committee
City of Richmond
6911 Road No. 3 Road
Richmond, BC V6Y 2C1

Re: Steveston Community Centre Space Needs

Dear Councillor Steves;

Over the past several months, there has been numerous discussions and opinions offered in the local newspapers and from other sources about the possibility of relocating the Steveston library to another site in Steveston.

Our Board is concerned that we have not been privy to these discussions or been asked officially for our position on this matter. For the record, my Board has directed me to present our position on this issue for your information and consideration.

The Board of the Steveston Community Society wish to advise City Council of our desperate need for additional space in the community centre. Currently, our greatest need is for space for our fitness programs. Our existing space is very limited and to be able to compete with other programs such as those offered by the Richmond Oval and other community centres, we need to expand and improve our facilities.

We are cognizant of the fact that with the new buildings proposed for Minoru Park, a new community centre in Steveston is a low priority in the City's capital works program. The only option available to us is to re-purpose our existing space.

Based on this need, my Board supports the relocation of the existing Steveston library to another location within the Steveston boundary.

My Board also points out the need for sufficient City funding to renovate the existing library space if the current library is relocated to another site.

If discussions regarding the possible relocation of the Steveston library progresses further, we appreciate being apprised of any new developments and being included in these discussions whenever possible.

Yours truly,

Beth Ovenden
President
Steveston Community Society

Cc: Steve Baker, Area Coordinator, Steveston Community Centre