HALIFAX REGIONAL LIBRARY

SPACE AND SERVICES:

NEEDS ASSESSMENT STUDY

BECKMAN ASSOCIATES LIBRARY CONSULTANTS INC.

December, 1994

Beckman Associates

LIBRARY CONSULTANTS INC.

168 John St. W.
Waterloo, Ont. N2L 1C5

8 December 1994

Mr. Barry B. Coopersmith
City Manager, City of Halifax
2nd Floor, 1841 Argyle Street
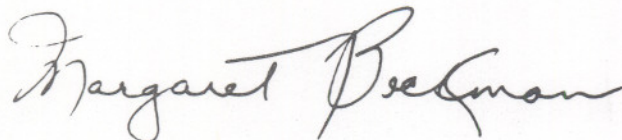HALIFAX, NS   B3J 3A5

Dear Mr. Coopersmith,

**RE: THE HALIFAX REGIONAL LIBRARY: SPACE AND SERVICES
NEEDS ASSESSMENT STUDY**

We are pleased to submit the final report of the Needs Assessment
Study: Facilities and Services, for the Halifax Regional Library.
As agreed, 25 bound copies (and one unbound) are enclosed.

It has been a pleasure to be involved with staff at the City of
Halifax and the Library in this exciting study. We trust it will
form the foundation for a planning initiative which will lead to
the successful expansion of the Main Library and a revitalization
of the total library system.

We would like to thank you for the privilege of participating in
the Needs Assessment Study, and to assure you of our continuing
commitment.

Yours sincerely,

Margaret Beckman, Principal
Beckman Associates Library Consultants Inc.

Margaret Beckman
168 John Street W.
Waterloo, Ontario N2L 1C5

Tel: 519-742-7064
Fax: 519-579-2052

Stephen Langmead
100 Broadview Ave., Suite 415
Toronto, Ontario M4M 2E8

Tel: 416-461-2582
Fax: 416-461-8296

John Black
7 Maplewood Drive
Guelph, Ontario N1G 1L9

Tel: 519-822-1774
Fax: 519-821-2565

Beckman
Associates

LIBRARY CONSULTANTS INC.

182 John St. W
Waterloo, Ont. N2L 1C8

8 December 1994

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City Manager, City of Halifax
2nd Floor, 1841 Argyle Street
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Margaret Beckman, Principal
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John Black
7 Maplewood Drive
Barrie, Ontario N1G 1L5

Tel: 519-623-1774
Fax: 519-621-5582

Stephen Langmead
100 Broadview Ave., Suite 419
Toronto, Ontario M4M 2E8

Tel: 416-461-5521
Fax: 416-461-5586

Margaret Beckman
182 John Street W
Waterloo, Ontario N2L 1C8

Tel: 519-746-7564
Fax: 519-579-9632

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EXECUTIVE SUMMARY

The Halifax Regional Library (HRL) a member of the Nova Scotia regional public library system, provides service through four facilities: a central library and three branches.

    Main Library (Halifax Memorial Library)
    North Branch (Halifax North Memorial Library)
    Captain William Spry Branch (Mainland South)
    Thomas Raddall Branch (Mainland North)

For some time the HRL has been concerned about the overcrowding and inefficiencies of the Main Library, and in 1987 the Library Board authorized a building feasibility study which concluded that the 38,688 square foot facility (opened in 1951, expanded in 1974) was in need of further expansion. It was found that such expansion could take place on the existing site. A new building size, varying from 80,000 to 100,000 square feet was proposed, but no action was taken.

In September, 1994 the City of Halifax contracted for a Feasibility Study which would analyze the space requirements for library services within the City. As well, the quality of collections and the status of library automation were to be examined. The basis for assessment was to include comparisons with other large urban public libraries, with consideration given to particular characteristics of the population to be served.

An analysis of the community served by the HRL revealed several factors which have implications for the provision of library services:

    ● The downtown core of the City serves as the business centre for the metropolitan region and province, not just the City.

    ● The largest age grouping in the population (20 - 39) consistently includes a high level of library users.

    ● The above average level of income and education for the majority of the City's wards is also a strong indicator of heavy public library use.

    ● The presence of eight post-secondary educational institutions in the City means that there is strong representation from an age group which includes the highest percentage of public library users: 66 percent of 18 -24 year-olds have been identified as public library users in a recent North American study.

    ● The Halifax area public and academic libraries have cooperative resource sharing and reciprocal borrowing agreements and policies which encourage the development of specialized collections which are not duplicated by the cooperating libraries.

This cooperative approach is also evident in the public library regional system, which is defined by the Nova Scotia Libraries Act, 1990. All public library members can borrow from any public library, either directly or through interlibrary loan, and there are cooperative resource and cost sharing agreements in place. The province supports this model of library service through grants which are considerably larger than those received by public libraries in other provinces.

In an analysis of new information technologies and their implications for the HRL, the concept of networked library services appears particularly relevant to the provincial regional system. Online catalogues, CD-ROM resources, and electronic publications can be provided from a central library to remote locations.

A review of the eleven regional public libraries in the Nova Scotia system indicates that the HRL has a larger collection, answers more reference questions, lends more books and has more professional staff than any other regional library. As well, the use of HRL by non-residents accounts for approximately 25 percent of total HRL borrowing. Data from the regional system and use statistics give strong evidence of the role which the HRL plays: that of the cental public library for the entire province.

Profiles of the Main Library and branches illustrate well located and used libraries, providing a wide range of collections, services, and programs. Service to children (pre-schoolers as well as school aged) is particularly evident, and many adult programs are provided in cooperative and cost sharing agreements with other libraries, institutions, and organizations.

In defining norms or criteria for public library services, a combination of comparative data from the Canadian Association of Large Urban Public Libraries (CALUPL) and library standards has been used. Halifax is close to the norm in most variables measured:
- percentage of the population which has library memberships;
- hours of opening;
- annual visits;
- per capita municipal support;
- circulation per capita;
- in house use.

It is above the norm in three factors:
- number of programs offered and number of attendees;
- number of staff and librarians;
- percentage of budget assigned to personnel.

It is below the norm in:
- number of reference questions answered;
- percentage of budget spent on collection acquisitions;
- amount spent on automation.

Two areas of comparison require separate comment:
- HRL was the only CALUPL library (of 39) without an online automated library system in 1992. Although such a system is now being implemented, the lack of automation may explain the higher staff numbers. (Manual library routines are extremely labour intensive.)
- The CALUPL physical facility comparisons are less than useful since there are so many differences, in this regard, among the libraries: some have no central library; some are planning or constructing new central facilities; others are preparing to do so in the future. Library standards established for planning new central facilities, therefore, have been used rather than CALUPL data to analyze the physical facilities.

In order to place the HRL in appropriate relation to standards it is necessary to establish the population base, and projection, for the central library. Using the policies and agreements of the regional public library system and the recorded non-resident use of the HRL, a population base (projected to 2016) includes the City of Halifax population and 20 percent of the metropolitan region (CMA) less the population of Halifax. By standards, HRL has inadequate collections and user accommodation, but has approximately the correct number of staff in the Main Library.

Assessments (based on the CALUPL norms and on standards) of collections, services, automation and staffing support conclusions about inadequate collection size; inappropriate collection balance in some instances; and an incomplete collection development policy. The balance between provision of reference/information services and programs (particularly for adults) is questionable. The lower percentage of the budget assigned to collections acquisitions (and correspondingly to higher to personnel) appears related to several of the issues identified.

The space requirements for the Main Library, a major focus of the Study, were determined using three methods, with the results varying between 79,913 to 86,786 square feet. (This space is based on the extended population base identified above.) With an existing central facility of 38,688 square feet, the space deficiency is approximately 40,064 square feet.

The Main Library was also assessed against accepted library building design criteria. It was concluded that the 1974 expansion of the Main Library used an

unfortunate and inappropriate (for a library) design, and the result is an inflexible building which is very confusing to use, labour intensive to operate and supervise, and difficult and expensive to change. Lighting and acoustical provisions range from poor to fair; access for older or disabled patrons is particularly difficult; security has been compromised by the second entrance; and new technology is difficult if not impossible to accommodate.

The branch libraries have almost sufficient total space at the present time.(North branch is oversized; Raddall branch will require expansion to meet an increasing population.) However, the space in the branches has not been assigned appropriately. Collections, users and staff are all extremely crowded (Spry and Raddall are worst) and there is considerably more space assigned to program and meeting rooms in all branches than any standards would support. Lighting is below standard in all branches, and furnishing layouts are neither functionally efficient for the staff nor easy to use for the public.

Recommendations follow the various assessments, including collections and access, services, automation and information technology, staffing, and physical facilities. Most of the recommendations require review of existing library policies and can be accomplished through a change in policies or priorities encompassed within the existing library organization. Recommendations related to reorganization, renovation or expansion of physical facilities and to the creation of a separate collection development project should be part of a comprehensive, and circular, planning process. Immediate priority should be given to increase in electronic information resources in the Main Library, short term improvements in the branches (primarily lighting and reorganization of existing spaces) and the planning initiatives for the Main Library physical facility and collections.

RECOMMENDATIONS

Collections and Access

Recommendation 1. An increase in the percentage of the library budget allocated to materials acquisitions should be assigned a high priority in the budget planning process.

Recommendation 2. A library collection development program funded in addition to regular acquisitions should be initiated, with particular attention given to the Main Library collections.

Recommendation 3. The Collection Development Policy should be updated, completed, and coordinated with the budget process.

Recommendation 4. Issues of collection balance, including system guidelines, should be addressed within the Collection Development Policy. Data and reports from the automated systems should be reflected.

Recommendation 5. Collection development emphases should include information technology resources - CD-ROM's, electronic publications (e.g.newspapers) and subscriptions to online information resources and services.

Recommendation 6. Public access to the periodical back issues and document collections should be made available.

Services

Recommendation 7. Library use data from the automated circulation system should be used in the collection development and budget allocation processes.

Recommendation 8. Service priorities should be reviewed, with more emphasis placed on the provision of information/reference services.

Automation and information technology

Recommendation 9. The priorities for information technology - financial resources, systems, facilities, staffing, training - should be reviewed within the budget planning process; CD-ROM and electronic resources are required immediately.

Recommendation 10. The increased CD-ROM and electronic resources should be networked in the Main Library and connected to the HRL branches and to the other libraries in the metropolitan area.

Recommendation 11. Training programs for both staff and users should be introduced in support of the new resources, systems, and networks.

Staffing

Recommendation 12. The allocation to staffing within the HRL budget should be reduced, providing an increased percentage for collection acquisitions.

Physical facilities

Recommendation 13. A user needs assessment should be conducted to clarify and confirm the population size and characteristics served by the Main Library.

Recommendation 14. The HRL staff and Board should initiate a library planning process for an expanded/renovated Main Library facility.

Recommendation 15. A branch facility planning document should be prepared which establishes a range of standards for the HRL branch system: collections, user stations, staffing, services, facilities, and library building design criteria.

Recommendation 16. Plans for short and long range improvement in the branches should be made, related to the facility planning document.

Recommendation 17. Short term plans for the branch renovations should include:
- assignment of excess meeting room space to relieve the crowding of the collections, individual user stations, and staff work areas.
- new furnishing layouts to improve efficiency and effectiveness;
- improved lighting.

HALIFAX REGIONAL LIBRARY

SPACE & SERVICES: NEEDS ASSESSMENT STUDY

September – November, 1994

1. INTRODUCTION

.1 Terms of Reference

In July, 1994, the City of Halifax invited proposals for a study which would analyze the space requirements for library services within the City. The study is also intended to evaluate the quality of the current collections compared to collections in similar cities in Canada, and to assess the present and committed status of the plans for automation of the City's public library system.

The call for proposal suggested that the Study methodology should include development of a theoretical effective library service level for the City of Halifax, using norms from the data compiled by the 39 large urban public libraries of Canada. (For example, borrowing rates, volumes and square footage per capita, etc.)

In responding to the Terms of Reference, Beckman Associates Library Consultants Inc. identified a study which would assess the City of Halifax public library system and services, most particularly with respect to:

- number, size and distribution of library outlets throughout the City;
- size and balance of collections;
- number and diversity of library services;
- status of library automation, including operating systems and technology based resources.

Beckman Associates was notified that they had been awarded the contract for the Study on September 8, 1994.

.2 Methodology

The Study commenced, after an initial orientation meeting on September 13, 1994, with the development of a database which provides a profile of the Halifax public library system: facilities, collections, services, staffing structure, automation and use. The database also includes characteristics of the community and the general societal environment which may influence present or future public library use and services. Input for the database has been provided through a wide variety of documents, data and plans made available by the City and Library. As

2

well, interviews or meetings have been held with the City administrative staff and with Library staff.

The assessment of the library system and facilities is based on analysis of norms or criteria developed from the statistics compiled by the Canadian Association of Large Urban Public Libraries (CALUPL) supplemented by library standards and library building criteria accepted by the Canadian and American Library Associations. Recommendations follow the assessments of collections and services, the Main Library facility, and the three branch facilities.

.3 Acknowledgements

Appreciation is expressed to all those who gave of their time and shared insights and concerns about the Halifax Regional Library: its collections, services, physical facilities, systems, and directions. Although it is not possible to thank each person individually, particular gratitude is expressed to City Manager Barry Coopersmith, William Campbell, Exexutive Assistant to the City Manager, and to Angus Schaffenburg, City Planning Operations Division; to Diane MacQuarrie, Chief Librarian, Pauline Hildesheim, Assistant Chief Librarian, and to Susan McLean, Coordinator for Adult Lending Services.

Although the report which follows includes a synthesis of the insights and concerns identified, the conclusions reached and the recommendations made are the responsibility of the Consultants.

<div align="right">

Margaret Beckman
John B. Black
Stephen Langmead

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2. COMMUNITY TO BE SERVED

.1 History

The City of Halifax, originally called Chebucto, was founded in 1749. With the neighbouring communities of Bedford and Dartmouth, it surrounds one of the world's largest harbours. Original settlement was based on the cod fishery in addition to a military connection, and the economic base of the City continues to be maritime. Halifax is recognized as the major centre for Atlantic Canada, and a program for amalgamation for the City and the surrounding region was announced by the Nova Scotia government on October 27, 1994. This will build upon several agencies which already provide region-wide planning, sanitary and transit services.[1]
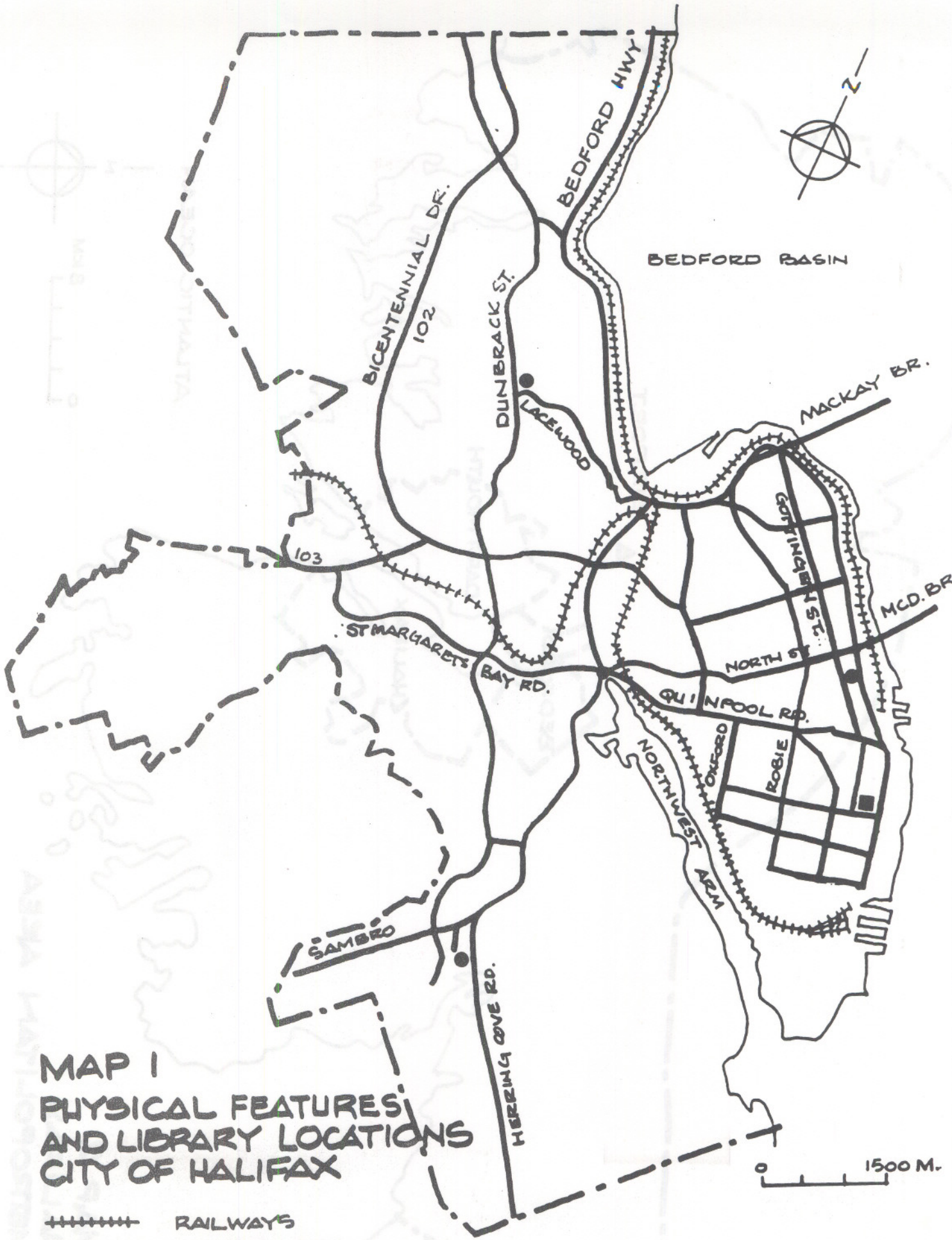
.2 Physical features and transportation

The City of Halifax is divided into a peninsula, which borders the harbour and was the centre for the City's original residential, business and industrial growth, and the mainland. Physical features are illustrated on Map 1, and the City's relationship to the surrounding area on Map 2. For planning purposes Halifax is divided into wards and basic data units within three planning districts: Mainland North, Mainland South, and the Peninsula. The wards and districts are shown on Map 3.

The City is served by an excellent public transportation system, which brings people along major routes from the North and South Mainland to the City centre on the Peninsula. The CNR serves the City and the port facilities, including two large container terminals. Two bridges and ferries connect Halifax to Dartmouth. The Halifax International Airport is northwest of Dartmouth.

.3 Population

The 1991 Census Canada showed the City of Halifax with a population of 114,455, which was an increase of .8 percent from 1986 and the first recorded growth in population since 1971. During the same period, 1986-1991, the central metropolitan area of the province, which surrounds Halifax, increased in population by 8.3 percent, which is the fastest recorded growth in the Atlantic provinces. For the purposes of this Study, the Halifax metropolitan area is that defined by the 1991 Census: census metropolitan area (CMA). In 1991, the CMA contained 35.6 percent of the total population of Nova Scotia.[2]

Population projections for the City and the CMA are similar to the most

BEDFORD HWY.

BEDFORD BASIN

BICENTENNIAL DR.

102

DUNBRACK ST.

LACEWOOD

MACKAY BR.

GOTTINGEN ST.

MCD. BR.

103

NORTH ST.

ST. MARGARETS BAY RD.

QUINPOOL RD.

OXFORD

ROBIE

NORTHWEST ARM

SAMBRO

HERRING COVE RD.

MAP I
PHYSICAL FEATURES
AND LIBRARY LOCATIONS
CITY OF HALIFAX

0   1500 M.

++++++++   RAILWAYS
_____   MAJOR ROADS

MAP 2
HALIFAX
METROPOLITAN AREA

ATLANTIC OCEAN

0   8 KM

N

BEDFORD

HALIFAX

DARTMOUTH

AIRPORT
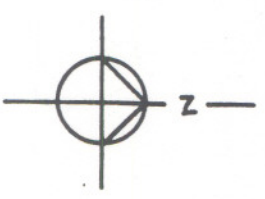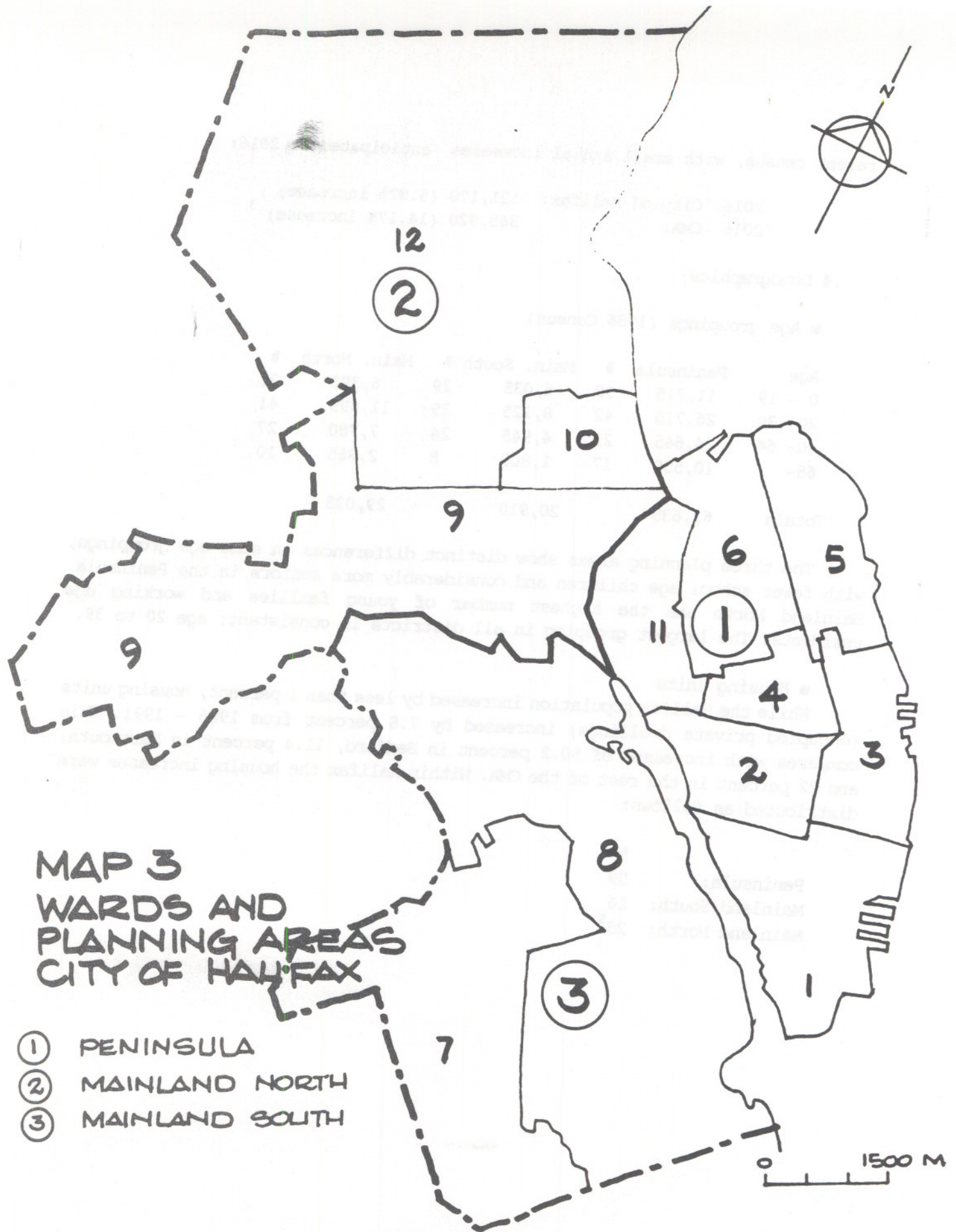
MAP 3
WARDS AND
PLANNING AREAS
CITY OF HALIFAX

① PENINSULA
② MAINLAND NORTH
③ MAINLAND SOUTH

1500 M

recent census, with small annual increases anticipated to 2016:

> 2016, City of Halifax: 121,170 (5.87% increase)
> 2016 CMA: 365,920 (14.17% increase) [3]

.4 Demographics

● Age groupings (1986 Census)

Age	Peninsula	%	Main. South	%	Main. North	%
0 - 19	11,715	18	6,035	29	6,390	22
20- 39	26,715	42	8,125	39	11,895	41
40- 64	14,645	23	4,945	24	7,780	27
65-	10,550	17	1,805	8	2,865	10
Totals	63,635		20,910		29,035 [4]	

The three planning areas show distinct differences in some age groupings, with fewer school age children and considerably more seniors in the Peninsula. Mainland North has the highest number of young families and working age residents. The largest grouping in all districts is consistent: age 20 to 39.

● Housing units

While the Halifax population increased by less than 1 percent, housing units (occupied private dwellings) increased by 7.8 percent from 1986 - 1991. This compares with increases of 50.2 percent in Bedford, 11.4 percent in Dartmouth, and 22 percent in the rest of the CMA. Within Halifax the housing increases were distributed as follows:

	%
Peninsula:	59
Mainland South:	16
Mainland North:	25 [5]

● Average family income

There is considerable variation in the distribution of family income in the various City wards; this is particularly true in the seven wards which constitute the Peninsula, with both the highest and lowest incomes located within this district. There is also a wide range in Mainland South.

Ward	$
1	76,806
2	77,705
3	32,191
4	48,994
5	43,294
6	48,118
7	35,866
8	54,558
9	53,715
10	53,327
11	55,933
12	58,563

Planning Districts	$
Peninsula (Wards 1-6, 11)	54,720
Mainland South (Wards 7, 8)	45,212
Mainland North (Wards 9, 10, 12)	55,202 [6]

● Educational background

Ward	Pop.	Less than Grade 9	Grade 9-13	Trade or Non-university	University Not degree	University with degree
1	10,450	330	1,635	1,660	3,440	5,480
2	6,740	160	1,060	900	1,950	3,885
3	8,395	1,215	2,330	1,705	1,870	2,490
4	6,955	465	1,745	1,415	1,840	2,695
5	7,530	1,040	2,725	1,745	1,360	1,550
6	6,815	655	2,405	1,705	1,440	1,565
7	8,355	1,210	4,010	2,010	1,085	725
8	8,305	665	2,605	2,010	1,765	2,410
9	7,040	600	2,295	1,965	1,630	1,610
10	7,350	440	1,960	1,935	1,985	1,895
11	6,640	640	2,155	1,355	1,465	1,945
12	11,665	365	2,515	3,045	3,060	3,970

Planning Districts

	Pop.	Less than Grade 9	Grade 9-13	Trade or Non-university	University Not degree	University with degree
Peninsula	53,525	4,505	14,080	10,485	13,365	19,616
M. South	16,660	1,875	6,625	4,020	2,850	3,135
M. North	26,055	1,405	7,935	6,945	6,675	7,475 [7]

Legend:
  Grade 9-13, with or without secondary certificate
  Trade or non-university, with or without certificates
  University, without degree or certificate
  University, with degree or certificate

A review of the educational background of the Halifax residents over 15, (a total of 96,170) reveals a highly educated population: 55 percent have some measure of university education and only 8 percent have less than Grade 9. The distribution of residents with advanced education in the three planning districts corresponds to the distribution of family income: Mainland South has the smallest percentage of its population with university education, with or without degrees or certificates.

● Language background

Although more than 70 languages are identified as spoken at home, for the vast majority of the population the language spoken at home is English.

	Population	English	French	Other
Peninsula	60,835	58,490	710	1,620
Mainland South	20,705	20,105	175	430
Mainland North	30,140	28,565	285	1,280
	111,680	107,160(96%)	1,170(1%)	3,330(3%) [8]

.5 Educational opportunities

In addition to a dual system for elementary and secondary schools, Halifax includes five universities: Dalhousie, King's College (affiliated with Dalhousie) Mount St. Vincent (originally a female college, now coeducational) St. Mary's, and the Technical University of Nova Scotia. As well there are three institutes offering specialized education: the Nova Scotia Institute os Technology, the Nova Scotia College of Art and Design, and the Atlantic School of Theology.

.6 Culture and Recreation

Halifax is recognized as the cultural centre of Nova Scotia, with music and

theatre major attractions: the Atlantic Symphony and the Neptune Theatre are both known beyond their region. Early Halifax newspapers - the Gazette and the Novascotian have been discontinued but the Chronicle-Herald and the Mail-Star remain. There are two museums and the public archives of Nova Scotia which maintain and exhibit records of Halifax history and culture.

All major Canadian social organizations for adults and children are represented in Halifax, supplemented by long established ethnic societies such as the Charitable Irish and the North British. Sporting activities are dominated by amateur programs, with yachting, rowing, canoeing and swimming reflecting the maritime character of the City.[9]

.7 Economic development

Distance to markets and lack of local resources limit manufacturing opportunities so that the economy is dominated by wholesale distribution, transportation, government, educational functions and specialized services such as the internationally recognized Bedford Institute of Oceanography. Offshore oil development is leading to additional economic growth.[10] The downtown core of the City serves as the business centre for the region and the province as well as for the City of Halifax.

.8 Summary: Implications for Library Service

Analysis of the community, its demographic and physical characteristics, and its social and planning directions have important implications for library services. The City is the centre of economic and cultural life in Nova Scotia and a public library capable of supporting that responsibility is required. Although the City of Halifax is not growing rapidly, the surrounding metropolitan area (CMA) is, and the Halifax Regional Library (HRL) extends its services to the metropolitan region and beyond to the people of Nova Scotia through the province's regional library system.

The HRL has responded to many of the library service implications which are dictated by the characteristics of the City and region:

● The HRL has outlets in the three City planning districts, with two in the district with the largest population.

● The transportation system and the City commercial, business and civic centre support the location of the Main Library.

● The percentage of seniors residing in the Peninsula indicate that adult collections and services should be a major emphasis for Main Library services.

● The largest age grouping in the population, 20 to 39 years (which includes students, people entering the job market, and families with young children) is consistently the group which is the heaviest public library users in North America. [11]

● The distribution of family income and educational background suggests that library service emphasis in Mainland South and in some wards of the Peninsula should include early childhood and continuing education programs and resources. At the same time, the above average levels of income and education in other wards (in North Mainland and some sections of the Peninsula) indicate populations which are traditionally above average library users.[12] The existing library services and use reflect these characteristics.

● There are at least three implications arising from the location of several post-secondary educational institutions in Halifax:

- The fact that the 18 to 24 year old group contains the highest percentage of public library users was confirmed in a recent study: 66 percent were public library users.[13]

- Although alumni and other off-campus patrons are allowed to borrow certain materials from all Nova Scotia university/college libraries (Novanet) such use is restricted (it does not include reserve items, periodicals, etc.) is very specialized (scholarly, professional or technical material not normally held in public library collections) and represents a very small number of loans. The total number of outstanding loans to off-campus borrowers at all Novanet libraries represents less than .4 percent of HRL circulation.[14]

- The existence of these specialized collections in the Halifax area means that the HRL can base its collection development policies on the understanding that such material is available through interlibrary loan and other resource sharing agreements and can concentrate on providing titles which will supplement and enhance, not duplicate the university/college collections. The strength of resource sharing in the metropolitan region and throughout Nova Scotia was emphasized in a 1990 survey of resource sharing in Canada, conducted by the National Library. Noting that "Nova Scotia has enjoyed a long tradition of cooperation and resource sharing among various types of libraries" and that "reciprocal borrowing in the metro Halifax/Dartmouth area is a major element" of this sharing, the report concluded that "the concentration of academic and public libraries in close proximity encourages this pattern, and the policies in place reinforce it."[15]

● The HRL collections represent a range of languages, but the majority of the population and language backgrounds are correctly reflected.

3. INFORMATION TECHNOLOGY AND THE INFORMATION SOCIETY

The impetus for the changes which are now occurring in library services across North America has been the impact which information technology has had on library collection formats, services, and operating systems. Computer and communications technology, introduced into libraries and the publishing industry more than three decades ago, have combined to change the way information is produced and packaged, the method of accessing that information, and the procedures that libraries follow in bringing collections, access, and services to their communities. Most importantly, that change is continuing and rapid, and it is predicted that the pace of change will not decrease for at least another two decades.[16]

● Collections

A diminution in print publishing is not forecast; rather the present library collections will have to be supplemented or increased by publications in electronic and optical disk (CD-ROM) format; both of these formats are increasing at an exponential rate. Non-print media, including audio/visual as well as special materials such as archival records, will continue to be important components of all public library collections.

● Access

Access to these new collections will be in different forms, primarily online or CD-ROM. Both are based on electronic catalogue records which provide access to the collections whether they are distributed to several locations or whether a patron wants to search the catalogue from home, school, or place of work. As well, through reciprocal agreements and networks, access can be extended to catalogues and the resources of other libraries.

More than catalogue records have become accessible. Information resources, whether periodicals and encyclopedias or data from agencies such as Statistics Canada, are also available electronically via communications links or on CD-ROM disks, either networked or available in the local library. Again, such access can be within the central library or can be distributed to branches, to home, school or place of work.

● Library procedures and services

The manual activities which demanded long periods of time from library staff members - checking books in and out; preparing and filing catalogue cards; searching through indexes - have been replaced by automated circulation systems which can be operated by the patrons; catalogue records on CD-ROM or online which can be loaded directly into a local catalogue data base; online or CD-ROM catalogues on microcomputers, distributed throughout a library building or

system; indexes, encyclopedias, specialized information available electronically or on CD-ROM; and computer software to manage the information retrieved, making it possible for patrons to create their own information data bases in or through the library.

● Implications: general

The introduction of information technology has several implications for the library facility, the users, and the staff. The concept of the library building is broadened by viewing the library as a means of accessing information beyond the building. Work assignments for many staff members will change, requiring more highly skilled staff to provide more sophisticated services as manual tasks are eliminated. An important responsibility will be the provision of training in the use of the new equipment and resources for users with no other opportunity to learn them.

Within the library building there will be changes in the space required for some collections: e.g. space for reference collections may decrease with the introduction of online and CD-ROM resources, but the space required for both user and staff work stations will increase as computer equipment must be accommodated. Light sources (both inside and outside) must be controlled so that glare does not impede use of electronic resources; power and communications cabling must be available throughout the building at mid-floor locations to support both library collection and personal material use; acoustical control will need to be increased due to the noise of computers and printers; and everything must be flexible in order to accommodate the unknown yet predictable changes which will continue to occur.

Methods of service delivery of library services can also change. Some Canadian libraries are replacing traditional small or neighbourhood branches or deposit stations with electronic satellites. Such a facility can provide the user with a small collection of books as well as access to the Library's online catalogue and to CD-ROM information databases. Material in the central library can be reserved from the satellite branch and picked up later. Some libraries are including delivery of the reserved material to a convenient location or to the satellite branch. Facilities for using computers and CD-ROM resources would be part of the satellite library furnishings.

Another important role for public libraries is increasing support for a community's economic development. Although it is recognized that society has moved into the information age, many smaller businesses and industries have not yet integrated information resources or skills into their basic activities. Graham Clayton, co-founder of the Ontario Success Research Foundation, states that "if you plan to make money in business, the most valuable single skill that

you will require is knowing how and where to find information." The source of such information is identified as the local public library, "where one must spend as much time as possible, learning how to use the major directories and guides for product, company, marketing and demographic information".[17] With many of these information resources now available in video and electronic formats, the technology based public library becomes a key factor in the economic development plans for a community.

● Implications: HRL

The concept of networked library services is particularly relevant in a regional library system as experienced in Nova Scotia. Online catalogues, CD-ROM resources, and other electronic publications can all be accessible within a wider system, and duplication of resources and services can be minimized through network access. More, not less, dependence will be placed on the HRL Main Library, which has the major public library reference resources - collections and staff - in the region and province. (See also 4.1)

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• Implications: HRL

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4. CITY OF HALIFAX REGIONAL LIBRARY

.1 History

Free public library service began in Halifax as the Citizens Free Library, with the purchase of the Mechanics Institute Library in about 1867[18], and it was housed in the City Building. Unfortunately, this Citizens Library continued to serve as the public library for Halifax City until 1951, when the Halifax Memorial Library opened with a collection of only 20,100 volumes. This early public library experience in Halifax can be contrasted with that in the rest of Canada (excepting Quebec and Newfoundland) where more than 125 communities, some of them very small, had stand alone and functional specific library buildings before or shortly after the turn of the century.[19]

Concern had been expressed about the embarrassing inadequacy of public library services in Halifax from as early as 1899, when an alderman reminded the citizens that "Halifax lagged far behind other cities with her library. For instance, Hamilton, which had the same population, spent almost double for salaries .. the amount the Halifax library had for salaries, the purchase of new books, building and repairs"[20]. In 1933, a National Commission of Enquiry reported in Libraries in Canada that "Halifax, the provincial capital, is known everywhere as a classic example of lack of public interest .... in the public library."[21] It is therefore gratifying to report the startling growth of collections, services and use which have occurred in the Halifax public library system in the past four decades.

Both the Main Library and North Branch buildings were dedicated as memorials: the Main Library to those who died in both World Wars; an exhibit honouring Silver Cross mothers and a Book of Remembrance are permanently on display. The North Branch was designated a memorial to those who died in the 1917 explosion.

Public libraries in Nova Scotia operate under the Libraries Act and Regulations of 1989 and 1990, which define how such libraries are constituted and funded, subject to approval of the Minister of Education. All public libraries are designated as regional, whether they are formed within one city or town or a grouping of municipalities, and are responsible to the broader community. The Libraries Act establishes the funding formulae through which the regional public libraries receive funds from their municipality and grants from the province.[22] (For text of the Libraries Act see Appendix 1)

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.2 Goals and Objectives

The Halifax Regional Library, through its Library Board, is guided by vision and mission statements which reflect the priorities for allocating collections, services, and staff within the HRL system.

<u>Vision</u> Free access to information and ideas is a democratic right of every citizen. Public libraries ensure this right by providing the public with opportunities to participate fully in changing society through access to a wide range of humanity's thoughts, ideas, information, and expressions of creative imagination.

<u>Mission</u> The HRL ensures consistent, cost effective and high-quality service by providing:

- timely, efficient, free and equitable access to social, economic, cultural, educational, and recreational materials in a variety of formats to all persons in the community;
- a forum for cultural, multicultural, educational and recreational exchange;
- opportunities for self-directed life-long learning;
- information services to help people make informed decisions;
- materials and programs to children and young adults which start them on a path to life-long learning and stimulates them in an interest in independent reading, research skills, critical thinking and creativity;
- leadership in the support of the principles of intellectual freedom and access to information;
- support for social and economic development;
- support for literacy and reading for people of all ages and abilities;
- public awareness of library resources and services;
- welcoming and accessible facilities with adequate space, resources and services to meet the needs of a capital city for recreation, information and culture;
- the best possible user-oriented public library service through use of proven innovation, technological developments and changes in public library services;
- support for a comprehensive personnel program, designed to attract, develop and retain sufficient numbers of qualified staff, who reflect the community, capable of meeting the needs of library users;
- access to local, provincial, national and international resources by supporting and participating in information networks, including the library networks in Nova Scotia, Canada and worldwide.

.3 Profiles of library outlets

The HRL provides service through a Main Library located in the central core
of the City, and through three distributed branches. Detailed profiles follow:

.1 <u>Halifax Memorial Library</u>

● Service population: 114,455 (Halifax City only. See 5.2, below)

● Physical facility:
  Building opened: 1951
  Size of original building: 25,000 square feet
                          on three floors
  Renovation/expansion: 1974
  Size of expanded building: 38,688 square feet
  Technical Services moved to North Branch; vacated space
      used to create program room for adults and children: 1980-82

● Collections (in volumes)

	Adult	Young adult	Children
Fiction	26,768	2,833	27,903
Non-fiction	81,104	515	23,504
Non-print	6,602	597	1,302
Reference	9,095	404	1,282
	123,569(67.9%)	4,349(2.4%)	53,991(29.7%)

Total = 181,909 volumes

● User accommodation
  - individual seats (at tables, informal, equipment, etc.)
    adult: 118
    children/young adults: 35
    Total   153
  - program space
    adult or children: 120
    puppet room: 20
    Story Hour room: (floor)
    Total   140 seats

● Library use
  - circulation
    adult: 377,156
    children's: 220,423
    Total   597,579

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- info/reference
  - adult: 75,959
  - children's: 17,190
  - Total 93,149
- program attendance
  - adult: 5,185
  - children's: 36,421
  - Total 41,606
- computer use
  - children: 3,604

● Staff size: 71.0

.2 Halifax North Memorial Library (North Branch)

● Service population: 8,601 (west from Harbour to Robie;
                                    north from Cogswell to Russell)

● Physical facility:
  Building opened: 1966
  Size of original building: 24,000 sq.ft. on two floors
  - lower level housed the bookmobile, its collections and staff work areas; branch work area staff room, and auditorium.
  - main level: adult and children's areas
  - penthouse: Story Hour room
  Renovations: 1980-82
  - relocation of Library Technical Services operations from Main Library to lower level, resulting in relocation of programming space to first level, with resulting reduction in collection/service space.
  Renovations: 1993-94
  - creation of new puppet room on first level; branch head's office relocated in penthouse.

● Collections (in volumes)

	Adult	Young adult	Children
Fiction	6,790	459	6,759
Non-fiction	9,408	108	5,793
Non-print	786	32	651
Reference	1,980	106	1,062
	18,964(55.8%)	705(2.1%)	14,265(42.1%)

Total = 33,934 volumes

- User accommodation
  - individual seats
    adult: 37
    children: 12
   Total   49 seats
  - program space
    multipurpose rooms: 210 seats
    puppet room: 23
   Total   233 seats

- Library use
  - circulation
      adult/children: 75,190
  - info/reference: 13,799
  - program attendance
      adult: 7,814
      children/YA: 28,305
   Total   36,119
  - computer use
      adult: 665
      children/YA: 2,347
   Total   3,012

- Staff size: 12.8

.3 **Captain William Spry Branch** (formerly Mainland South)

- Service population: 20,780 (**Mainland** south of **Bay Rd.**)

- Physical facility

   1983: opened in former liquor store, 225 Herring Cove.

   1986:   relocated in **Captain William Spry Community Centre**, with 5,816 sq.ft. on main level.

   1994:   addition of 4,200 sq.ft. on second level of community centre. (temporary relocation of branch during renovations)

● Collections (in volumes)

	Adult	Young adult	Children
Fiction	8,936	986	8,431
Non-fiction	12,404	276	6,937
Non-print	1,285	54	985
Reference	1,482	84	1,482
	24,107(55.6%)	1,400(3.2%)	17,835(41.2%)

Total = 43,342 volumes

● User accommodation
  - individual seats
     adult: 42
     children: 27
   Total   69 seats
  - program space
     2 rooms: 108 seats

● Library use (reduction from 1993 due to temporary
              relocation)
  - circulation   156,324
  - info/reference   15,385
  - program attendance
     adult: 3,089
     children/YA: 12,964
   Total   16,053
  - computer use
     adult: 198
     children/YA: 583
   Total   781

● Staff size: 11

.4 **Thomas Raddall Branch** (Mainland North)

● Service population: 28,498 (mainland, north of Bay Road)

● Physical facility:
    1989: opened in Clayton Professional Centre
          10,200 sq.ft. on main floor.

- Collections (in volumes)

	Adult	Young adult	Children
Fiction	11,337	1,612	11,032
Non-fiction	12,843	242	8,297
Non-print	1,600	151	1,515
Reference	2,166	81	996
	27,946(53.9%)	2,086(4.0%)	21,840(42%)

Total = 51,872 volumes

- User accommodation
  - individual seats
    - adult: 59
    - children: 18
  - Total 77 seats
  - program space
    - 2 rooms: 289
      - (includes Puppet Theatre)
      - (children sit on carpet)

- Library use
  - circulation: 376,755
  - info/reference: 32,357
  - program attendance
    - adult: 2,858
    - children/YA: 22,261
  - Total 25,119
  - computer use
    - adult: 398
    - children/YA: 840
  - Total 1,238

- Staff size: 16.3

.4 Relationship of HRL to provincial regional library system

The eleven regional libraries in Nova Scotia receive more provincial funding than in other provinces, with such support (1992) varying from $5.99 per capita (Halifax City) to $19.79 per capita (Cumberland region). In terms of provincial support as a percentage of total budget this varies from 13.65 percent (Halifax City) to 72.44 percent (Cape Breton)[23]. Comparable provincial support in Ontario ranges from 8.34 percent for cities over 100,000 population to 25.58 percent for county or regional libraries.[24] In western provinces it is less.

The Nova Scotia provincial support corresponds to the responsibilities which each regional public library has to the population of the province as a whole. All provincial residents may have cards and freely borrow circulating material or receive information and reference assistance from any regional public library in Nova Scotia. In the HRL approximately 25 percent of library members (as registered patrons) are from outside the City and it is expected that non-City resident use will increase once the remote (or home) access module of the new automated system is implemented.

The role of the HRL is unique within the province in terms of services offered, particularly with respect to information requests answered or programs attended. In the 1990 provincial statistical report, the differences for the five largest reporting regional libraries in Nova Scotia were as follows:

Table 1[25]

Regional Library	Population (1991 census)	Collection Size	Information/ Reference Questions	Librarians & other prof.	Programs	
					Number	Attendance
Halifax City	114,456	422,873	205,181	30	4,923	97,801
Dartmouth	67,796	141,059	51,569	11	684	11,714
Halifax County	148,594	194,196	49,249	12.5	669	16,148
Cape Breton	128,806	169,353	74,317	7	532	9,072
Pictou/Antigonish	68,877	122,996	65,820	3	88	2,053

These differences reflect the wider responsibilities of the HRL: the Halifax City Library has collections and a librarian establishment which are considerably larger than those in other Nova Scotia communities, even though the population may be smaller. Information or reference and programming activities relate directly to the breadth and quality of the collections and to the numbers of the professional staff.

The HRL, as evidenced by the amount of non-resident use (25 %) and by the statistical data (Table 1) is fulfilling the role of a central public reference library for the entire province, supporting continuing education and learning activities for young people and adults. It is also providing considerably more outreach and collection enhancement through the program activities which are provided for both adults and children. The regional system is a cooperative one, however, with interlibrary lending agreements which reduce the burden on the largest library, and cost sharing, particularly for major programs, important features.

The difference in the Nova Scotia model for public library service can be illustrated in a comparison with Ontario, where there are many examples of urban

comunities providing library service to neighbouring communities or regions. The Ontario libraries, however, have the option of receiving direct income for the service provided, either through contracts between Library Boards (for example, Brantford, Shelbourne, and Orangeville have contracts with adjacent townships) or through non-resident fees (for example Kitchener and Gloucester). The regional system in Nova Scotia is supported by larger provincial grants in lieu of local contracts or fees.

.5 Library Automation and Information Technology

The HRL began creation of a machine readable database (upon which any automated library system must be based) in 1985, using a vendor (UTLAS) for cataloguing information for all new titles. The database thus derived was used to produce a microfiche catalogue, spine and circulation card labels, and shelflist cards. A subject authority file was created within the database using the vendor's authorities service. A retrospective conversion of all manual catalogue records was completed by 1987. In 1988 the Library implemented microcomputer based serials software: Serials Control System; and in 1989 microcomputer based software for acquisitions: Card Datalog.

In December, 1991, the City authorized an RFP for an automated online library system, with Dynix Library Systems Inc. the successful bidder; the contract was signed in March, 1993. The following functional modules are fully or partially implemented or have implementation scheduled:
- Circulation: implemented in 1994.
- Public access catalogue (PAC): 63 PAC terminals in the four library facilities; implemented in 1994.
- Home access: 10 remote access lines planned for implementation in early 1995.
- Acquisitions system replaced by Dynix module, November, 1994.
- Serials system replaced by Dynix module, December, 1994.

Access to wider networks is now available in the Main Library through the newly formed Chebucto Freenet, which also provides limited access to Internet. The HRL was one of the motivating groups supporting this development, which should lead to expanded information resources and services available to the citizens of Halifax and the Halifax metropolitan area.

Computers and computer software is available to the public in all library facilities: in Children's Services in the Main Library, and for adults and children in the three branches. Computer literacy sessions are available in association with the computers.

At present there is only one CD-ROM station, in the Main Library Reference Services. Power and communications cabling which would support the necessary expansion of CD-ROM and electronic reference services is scheduled for installation in 1995.

.6 Summary

● Halifax was later than other Canadian cities in establishing a central building for public library services.

● The Nova Scotia regional library system is different from other provinces in that the provincial funding is higher but so are the responsibilities: all Nova Scotia residents may borrow freely from any regional public library. In the HRL, 25 percent of use is by non-residents.

● The library profiles provide basic data about a well used library system, but they cannot reveal the enthusiasm of the library staff members as they provide guidance to readers, young and old, in their selection of reading material or gathering of information. Nor do they reflect, except in numbers attending, the wealth of programs and learning opportunities which the Library provides, frequently in cooperation with other regional libraries, local universities, or service organizations. A quarterly publication, Guide, details service themes and program highlights for each branch, and support for pre-school as well as school children is particularly evident: drama clubs; art, story and poetry contests; crafts; school time programs for class visits, and computer training are among the many activities detailed.

● The HRL has been behind most Canadian public libraries in introducing an integrated automated online library system, but is now managing a carefully planned implementation.[26]

An assessment of the HRL, its services and facilities, is included in sections 6, 7 and 8.

5. BACKGROUND FOR LIBRARY SERVICES IN LARGE CANADIAN CITIES

.1 Norms or criteria

Most library statistics are collected by the provinces, within whose jurisdiction libraries fall, although such reporting is not uniform. There is only one compilation of public library data which permits comparisons of public libraries across Canada. The Canadian Association of Large Urban Public Libraries (CALUPL) collects such data each year, and the compilations are usually available within 15-18 months. The latest CALUPL statistics available are for 1992.[27]

For a variety of reasons, including the fact that CALUPL is a voluntary, not a required survey, the data from the 39 cities included in 1992 is not comparable in all instances. For example:

- some cities have maintained borrower files without removing non-valid (deceased, moved away) patrons. (One city reports more borrowers than population!)
- the Metropolitan Toronto Reference Library was established to provide reference resources and services for the Toronto area municipalities. As a result, several cities, including Toronto, Etobicoke, Scarborough, York and East York, do not have central reference libraries of their own. Several other cities also follow the model of a distributed system with no central library , or of area libraries, community branches, and a smaller central library. (North York)
- some libraries report data from March to April, others from January to December;
- all libraries do not report answers in some or several of the required categories;
- reporting or typographical errors are obvious in some entries, etc.

Due to the incompatibility and incomplete nature of much of the data, a selection has been made from the 39 libraries based on four criteria:

- complete (or almost complete) data provided;
- population size or system configuration similar to Halifax;
- provincial capital cities;
- cross section of Canada.[28]

The CALUPL variables have been reduced for this Study to those which provide insight into physical facilities, financial support, library collections, library use, library services, library programs, library automation and library staffing. Rankings and percentages per capita have been developed for most variables, since total numbers are meaningless for comparative purposes in such a diverse group.

Tables 2 to 8 display this data, with corresponding analysis of the various indicators.

Table 2
CALUPL comparisons: basic data

	Population	Borrowers	per pop %	Annual Hours of Service		Annual visits	
				Hours	per 1000 cap	Number	per cap.
Saint John's, NF	100,000	18,768	18	8,060	100	233,272	2.3
Nepean, ON	110,000	77,144	70.1	11,418	103.8	792,287	7.2
Thunder Bay, ON	113,946	82,207	72.	11,668	102.6	908,180	7.97
Halifax, NS	114,455	64,967	56.7	11,587	101.2	1,036,950	9.05
Oakville, ON	114,500	71,649	62.5	14,344	125.	1,084,781	9.47
Richmond, BC	129,624	79,231	61.	8,502	65.6	928,560	7.16
Regina, SK	188,000	52,513	28.	20,296	107.9	2,350,637	12.5
Victoria, BC	203,695	80,133	39.4	12,809	62.8	---	---
Vancouver, BC	471,844	304,548	64.5	48,598	102.9	1,369,129	2.9
Edmonton, AB	618,195	253,728	41.	36,749	59.4	3,599,968	5.82
Winnipeg, MB	620,000	236,358	38.	49,624	80.0	2,866,000	4.6
Toronto, ON	635,395	489,660	77.	89,817	141.3	5,011,500	12.6

Legend and Notes:
```
per cap  : per capita
%        : percentage
Borrowers: numbers of registered borrowers
```

Comments: Basic data

St. John's has been included in Tables 2-8 since it is the only library in eastern Canada, other than Halifax, represented in CALUPL. It has not been included in the calculations because it represents a provincial rather than a community based library system.

● Borrowers The average population percentage for memberships in the public library was 55.5%; Halifax, with 56.7% borrowers, is very close to the average although 6 of the libraries have memberships considerably larger.

● Hours of opening Halifax, at 101.2 hours, ranks 7 of 11 in the numbers of hours per 1,000 population in which its facilities are open, but it is above the average which is 95.6 hours.

● Annual visits Halifax ranks fourth in the number of annual visits (9.05), in a comparison with a wide range of results. The low visit rate for Vancouver and some of the other communities may be indicative of systems with older branches which have not yet been fitted with electronic entrance/exit channels.

● Summary This comparison of basic data indicates that the HRL is open only slightly less than the norm, and is at or slightly above the norm in percentage of the population which registers as library members and in the number of annual visits.

Table 3
CALUPL comparisons: physical facilities

	Service points		Space sf				Seats	
	Central	Branches	Central sf	Branches (Total) sf	Total Space sf	Total Space pc	#	per 1000 cap.
Saint John's	1	4	7,265	6,458.5	13,724		85	.8
Nepean	1	3	28,127	27,815	65,629	.59	350	3.2
Thunder Bay	0	4	----	66,738	70,505	.62	360	3.2
Halifax	1	3	38,680	38,762	75,576	.66	340	2.9
Oakville	1	3	40,108	31,873	71,981	.62	386	3.37
Richmond	1	2	47,737	5,264	56,728	.43	288	2.22
Regina	1	8	73,305	54,704	128,009	.68	632	3.36
Victoria	1	4	46,716	37,298	84,015	.41	458	2.24
Vancouver	1	19	160,065	110,548	270,613	.57	N/A	---
Edmonton	1	12	169,257	98,880	268,137	.48	2,650	4.2
Winnipeg	1	21	121,560	180,538	302,099	.49	350	.58
Toronto	0	33	----	295,963	346,081	.54	1,851	2.9

Legend and Notes:

sf: square feet; this measure is used for library planning due to the standard modules of library furnishings and hence building structures: the three foot shelf and work surface, which continues to be used throughout Canadian and American library furnishing industries.

Comments: Physical facilities

● Central library The changing nature of public libraries with respect to facilities and services is illustrated in this comparison: two systems without central libraries (Thunder Bay, Toronto); one city with a new central library about to open which will triple the amount of central library space available per capita (Vancouver); at least three cities which have demonstrated through studies their desperate need for additional space for their central libraries (Victoria, Oakville, Nepean).

● Branches Halifax has the same number of branches as the other library systems in comparable sized cities: three; only Thunder Bay is different, with four. (The additional branch in Thunder Bay provides the circulating collection function for a crowded 1905 facility.) Although not a branch, bookmobile services should also be mentioned. Halifax, Oakville, and Winnipeg were operating bookmobiles in 1992. (27 % of this group, and 30 % of all CALUPL libraries.) Several cities, including Halifax, have discontinued bookmobile services in the past two years.

● Seating Five of the ten libraries have more seating per capita than Halifax; a sixth has the same number. Only three have fewer seats for library users.

● Space Halifax ranks 5 of 9 in central facility space; this would be 6 if the new Vancouver central library were included. In total space per capita Halifax is second highest in the ranking, which corresponds to the oversizing of meeting room facilities in the three branches.(see 8.1, below) The average for total space per capita is .55; if the new Vancouver facility were included it would be .61, with Halifax only marginally above the norm.

● Summary Halifax meets the norm for cities of its size in the number of branches, but is well below the norm in provision of seating for individual users. It is above the median in the size of its central facility, and in total space provided per capita it is second highest. In addition to reflecting the oversizing of meeting room space in the Halifax branches, the data displayed in this table reveals older and crowded central facilities, now well below the accepted standards used in planning new library facilities.[29]

Table 4
CALUPL comparisons: financial

	Revenue					Expenditures			
	Total rev.	% munic	% prov	munic per cap	prov per cap	Staff % of budget	Material % of budget	Automation $ total	$ per 1,000 pop.
Saint John's	1,040,951	nil	86.7	nil	9.03	68.5	11.8	8,700	8.70
Nepean	4,358,474	84.9	6.0	33.65	2.64	61.6	11.0	109,367	994.24
Thunder Bay	5,025,053	84.5	7.6	37.29	3.36	60.04	10.5	79,163	694.74
Halifax	4,997,582	84.5	13.45	36.92	5.87	67.79	10.52	66,642	582.24
Oakville	5,100,812	85.	5.9	38.25	2.64	63.3	12.5	62,494	545.79
Richmond	3,297,000	92.6	3.4	23.56	.86	67.9	16.1	84,200	649.69
Regina	10,017,947	82.	6.3	44.17	3.36	58.	11.9	211,134	1,123.05
Victoria	6,459,805	87.2	6.2	27.66	1.98	59.2	15.1	205,172	1,007.25
Vancouver	22,568,457	89.3	3.9	42.72	1.90	68.89		1,051,977	2,229.50
Edmonton	17,470,539	81.6	15.0	23.06	4.26	63.0	12.	562,988	910.70
Winnipeg	17,122,165	66.1	10.7	18.25	2.96	65.6	12.4	311,744	502.81
Toronto	34,374,425	88.3	6.2	47.79	3.39	74.8	6.8	540,590	850.79

Legend and Notes:

```
rev     : revenue
munic   : municipal
prov    : provincial
per cap : per capita
pop     : population
```

Comments: Financial

● Provincial support Table 4 illustrates the differing funding mechanisms in the provinces:

- Ontario and Saskatchewan provide little support: approximately 6 percent.

- Nova Scotia, Manitoba and Alberta support their libraries at the 10 to 15 percent level.

- British Columbia provides minimal provincial funding to public libraries: less than 4 percent.

● Municipal support Five cities have higher municipal support per capita, and Halifax is only slightly above the average support: $35.30 per capita. In terms of provincial per capita support Halifax ranks highest of 10 libraries. (Winnipeg has not been included in this comparison because Manitoba is alone among the provinces in partially funding public libraries from school budgets.)

● Expenditures Halifax spends more (at 67.8%) than the average percentage (64.5%) of its budget on salaries and corresponding less than the average in its expenditures for library materials. Of the ten libraries reporting in this category, seven spend more on materials, one the same, and only two less. This imbalance may be attributed to the fact that Halifax is the only one of the libraries in the group which did not have automated systems in 1992; manual systems, particularly for circulation, require more staff to operate. The HRL

expenditures on automation were also low in 1992 on a per capita basis: eight libraries of eleven spent more than Halifax.

● Summary Halifax receives one of the higher amounts of funding from the province, in return for service to a wider population. The percentage of their budget for personnel, which is higher than the norm, would appear to relate to several factors:

- the lack of automated systems in the reporting year;
- they were among the small percentage of CALUPL libraries still providing bookmobile services in 1992;
- they have a greater investment in providing programs.

Table 5
CALUPL Comparisons: Staff

	pages/ clerks	paraprof.	Librarians/ other prof.	maint.	Total 1 less main.	Total 2	librarians % Total 1 staff	Pop. per librarian
St. John's	5	20	4	-		29		25,000
Nepean	29.9	28.2	17.5	2.	75.6	77.6	23.1	6,666.6
Th. Bay	47.5	19.	15.	8.5	81.5	90.	18.3	8,139.
Halifax	50.	36.	27.2	7.5	111.2	118.7	24.4	4,933.
Oakville	50.15	20.43	18.58	3.19	89.16	92.35	20.8	7,853.2
Richmond	35.7	8.	16.2	2.	59.9	61.9	27.	8,001.
Regina	84.	46.	38.	9.	168.	177.	22.6	6,962.9
Victoria	87.5	-	29.5	-	116.8	116.8	25.2	7,147.
Vancouver	29.5	245.5	103.3	22.2	337.8	400.	27.3	4,657.8
Edmonton	112.07	163.4	51.64	4.	327.15	331.15	15.7	16,708.
Winnipeg	137.8	108.	46.2	-	292.	292.	27.9	14,027.
Toronto	328.5	74.2	156.2	66.6	558.9	625.5	15.8	4,651.5

Legend and Notes:
    pages   : student assistants
    paraprof: paraprofessional. This term is used to include Library technicians and/or library assistants, terminology which is not standardized in public libraries across Canada.
    maint   : maintenance workers
    Total 1 : excludes maintenance staff
    Total 2 : all inclusive staff numbers
    prof   : professional staff who are not librarians (e.g. system analysts)

Comments: Staff

Total library staff establishments can be interpreted incorrectly by inclusion of maintenance personnel, since some cities contract out or centralize all or most public building maintenance. Considering total staff numbers excluding maintenance, Halifax has more staff than library systems of comparable size and character (3-4 branches). Halifax is third lowest in the number of residents served by each librarian, 4,993, (which means it has more librarians per resident) and has considerably less than the average number of residents served by librarians: 7,248. Halifax is fifth in the percentage of staff which is professional (librarians and other professionals) and is only slightly above the average of 22.8%. (see table 6, which follows)

● Staff balance An analysis of the composition of the distribution of library staff by classification levels illuminates the above results. Public library staff organizations have changed since the beginning of the century from consisting totally of professional librarians to a staff which includes three major components: clerical, paraprofessional and professional. The model for a balance of these three groups within a public library staff establishment is recommended as:

Library staff category	%
student/clerical assistants	50
paraprofessionals	25
librarians/other professionals	25[30]

Table 6
Staffing balance

	Pages/clerks	% Total	Paraprof	% Total	Lib/prof	% Total	Total
Nepean	29.9	40	28.2	37	17.5	23	75.6
Th. Bay	47.5	58.3	19	23.3	15	18.4	81.5
Halifax	50	45	36	32.3	27.2	24.4	111.2
Oakville	50.2	56.3	20.43	22.9	18.58	20.8	89.16
Richmond	35.7	60	8	13.3	16.2	27	59.9
Regina	84	50	46	27.3	38	22.6	168
Victoria	87.5	75	--	0	29.5	25	116.8
Vancouver	29.5	8	245.5	63.6	103.3	27.3	377.8
Edmonton	112.1	34.3	163.4	49.9	51.6	15.8	327.15
Winnipeg	137.8	47.2	108	37	46.2	15.8	292
Toronto	328.5	59	74.2	13	156.2	28	558.9

Legend and Notes:

see Table 5

As illustrated above, HRL comes closest to meeting the recommended balance with the professional staff only slightly higher than recommended guidelines. The disproportionate numbers in either the clerical or paraprofessional categories in the majority of the CALUPL libraries studied may explain the high or low percentages of librarians/professionals in the other libraries.

● Summary Halifax is above both norms and averages in the size of its total staff. This relates to the percentage of the budget allocated to personnel rather than to acquisitions, discussed above. (See Table 4, summary) The balance of its staff between professional, paraprofessional and clerical indicates that it is making efficient and effective use of the skills of the various staff categories.

Table 7
CALUPL Comparisons: Collections 1992

	Collections		Vols. added 1992	Serial titles	titles added
	Tot.items	p.c.			
St.John's	---	---	---	---	---
Nepean	268,371	2.44	32,765	1,042	10,706
Th. Bay	377,932	3.32	20,601	583	---
Halifax	419,491	3.6	25,353	824	---
Oakville	292,961	2.56	43,678	736	13,081
Richmond	347,157	2.68	38,522	558	10,066
Regina	502,951	2.6	37,450	703	---
Victoria	619,106	3.03	50,251	1,174	26,486
Vancouver	1,311,244	2.7	128,349	N/A	39,315
Edmonton	1,444,694	2.3	181,239	---	---
Winnipeg	---	3.10	188,323	---	---
Toronto	1,926,348	3.03	213,382	7,109	---

Legend and Notes:

Tot.items	:	total items, including back volumes, video cassettes, etc.
p.c.	:	per capita
vols.	:	volumes or items
serial titles	:	periodical, magazine, or journal or newspaper subscriptions
titles added	:	the numbers of titles as opposed to the numbers of volumes (which includes multiple copies added end year to a library collection is an important measure of real collection development as opposed to clerical activity. Unfortunately less than half the libraries surveyed include this information.

Comments: Collections

● Many CALUPL libraries did not report sufficient data to permit analysis of various collection components (e.g. titles, periodicals, reference). In fact, total volumes were the only data consistently reported. In this category Halifax reported the highest number of volumes per capita. However, Halifax was the only Library without automated systems in 1992, and an accurate count of the total HRL collections has only now been produced (1994) from the automated records. The approximate collection size in 1992 would have been more accurately reported as 311,057 volumes, which is slightly less than the three books per capita which is recommended for urban public libraries. This revised collection size would place Halifax in the fifth ranking (with Vancouver and Richmond) behind four libraries and ahead of four.

Table 8
CALUPL comparison: Service and Use

	Circulation		In house use	In house use p.c.	Reference Questions		Programs	
	Total	p.c.			Total	p.c.	Attendance	per 1000 capita
St.John's	425,570	4.25	206,680	2.06	17,947	.17	8,188	.08
Nepean	1,168,438	10.62	332,251	3.0	183,748	1.6	24,532	2.23
Th. Bay	1,208,023	10.6	1,034,831	9.08	309,078	2.7	30,130	267.
Halifax	1,383,829	12.0	774,600	6.76	141,338	1.23	130,716	1,140.
Oakville	1,509,229	13.18	889,803	7.77	107,459	.94	61,469	536.8
Richmond	1,423,377	10.9	---	--	115,957	.89	13,363	103.1
Regina	2,514,659	13.37	1,315,050	6.99	351,005	1.86	105,446	560
Victoria	2,602,090	12.77	---	--	178,873	.88	12,746	62.5
Vancouver	6,408,354	13.58	N/A	N/A	1,311,841	1.76	97,751	131.7
Edmonton	7,680,527	12.42	2,490,600	4.02	1,117,775	1.8	120,676	195
Winnipeg	5,186,600	8.37	---	---	414,337	.67	90,357	145
Toronto	6,399,828	10.07	3,024,736	4.7	752,752	1.2	163,389	257

Legend and Notes:
  pc: per capita

Comments: Service and use.

● Circulation Halifax is 6 out of 11 in terms of per capita circulation, and slightly above the average of 11.6. (The norm for all CALUPL libraries, excepting provincial, is 10.06.)

● In-house use In-house use of library resources, which can be a less accurate indicator since it is not usually computer generated, shows Halifax as fourth highest out of seven reporting.

● Reference questions answered. In reference questions answered Halifax is 5 out of 11, and below the group average of 1.4 questions per capita.

● Program attendance. Halifax is providing more programs with considerably more people attending per capita than other libraries. This may relate, in part, to the physical facilities. For example, both Vancouver and Toronto have old library buildings which do not have adequate multi-purpose rooms, if any; Nepean, Thunder Bay, and Oakville, which have comparable sized systems, have many fewer staff members, making it difficult if not impossible to mount programs.

Table 9
CALUPL comparisons: automation/information technology

	Database	PAC	Dial-up access	MIS	CD-ROM	PC's	Electronic networks	Online searches
St.John's						no	no	no
Nepean					--	--	2	1,930
Th. Bay						no	2	38
Halifax	no	no	no		no	no	2	nil
Oakville						no	2	324
Richmond							3	---
Regina						no	4	613
Victoria						no	2	---
Vancouver						no	2	---
Edmonton							--	nil
Winnipeg						nil	nil	nil
Toronto							2	no

Legend and Notes:

PAC : online public access catalogue; the automated replacement for card or microfiche catalogues

Dial-up: the capability for the public to access the PAC through their telephone and computer access connections

MIS : management information systems (for personnel, budgets, etc., usually microcomputer based.

CD-ROM : compact disk, read only memory

PC's : personal computers, now provided within public libraries for personal use by patrons.

Comments: Automation/information technology

Halifax was the only library in the group (and within CALUPL) to be without automated systems in 1992, although they did have their data base in machine readable form. Halifax was also the only library in the group (in 1992) not providing access to reference or information resources in CD-ROM. Only 4 of the 11 libraries were providing retrieval from online databases or access to personal computers at that time, and Halifax was not one of these. Halifax did, however, belong to two electronic networks, providing access through them to their users. With the implementation of the DYNIX system in 1994, and installation of more cabling (for microcomputers and CD-ROM stations) in 1995, Halifax should be approaching the same level as the other libraries in efficient operation and in making new information resources available to their users.

.2 Library standards

Library standards have been developed by several jurisdictions (Ontario[31], Wisconsin[32]) or library organizations (American Library Association[33]). These are based on averages and experience at public libraries across North America, and are updated frequently to reflect changing societal goals and needs. In planning for new library buildings, library planners apply these standards to develop projections of space needs, often using a compilation of various standards which is appropriate to the particular situation of an individual library. Table 10 reflects such a compilation for the Halifax Main Library.

For purposes of this Study the service area population for the Main Library includes a percentage of the CMA. This is based on the recorded use of the HRL by non-City residents: 25 percent, reflecting the fact that the Library is similar to other City institutions, "which all serve metro residents".[34] Without data from the automated system it has not been possible to locate precisely the individual non-resident users, so that only 20 percent (rather than 25%) has been attributed to the metropolitan region (CMA) users at this time. That number has been used to establish the HRL service area. In order to define with more accuracy the HRL population base, an analysis of the data from the completed borrower records would be useful. A user survey, which would identify place of work, frequency of use, etc. would also increase knowledge of the Library's users.

Table 10
Comparison with Standards

Variable	Standard	Actual (1994)	Required by standard
Population (CMA)		157,504	
Collection	(Library system: 3 vols pc) (Main library: 2 vols pc)	181,909	315,008
Reference collection	5% of collection	9,095	15,755
Periodicals	10 per 1,000 pop.	1,487	1,575
Circulation	8 per cap.	1,383,829	1,260,032
Staff size	1 per 2,000 pop.	77.2	78.8
Prof. Librarians	1 per 5,000 pop.	25	31.5
Seating (individual)	3 per 1,000 pop.	293	473
Parking	1 for every 300 sf of building	Nil	127

As Table 10 indicates, the Main Library is below standards in collection size (total, reference, and periodical subscriptions) seating for individual users, and parking space, but it is above the minimum standards for use. In staff and librarian size it is close to the standards.

Additional guidelines have been developed for collection development purposes. It is recommended that library collections should be divided between adult/young adult and children's on a basis of approximately 70 percent to 30 percent, with a slightly higher percentage of children's material in branches. Within adult/young adult print collections the ratio should be : fiction 35 percent and non-fiction 65 percent. An increasing proportion of total collections should include non-print material; at the present this percentage is 5 percent, but this should probably be raised to match the increased production of non-print formats.

The norms or criteria derived from the CALUPL data review, and the standards for central libraries have been used in the assessments of various aspects of HRL services.

6. Assessment : Collections, Services, Automation and Staffing

.1 Collections

The data on library collections in the CALUPL survey includes size and funding only, and other guidelines have also been used to assess the HRL collections in four categories: size, balance, development (including funding) and access.

● Size

Adjusting HRL 1992 CALUPL data to accommodate the errors discovered through the 1992/93 record conversion program, the system has a total collection (1994) of approximately 311,057 volumes, which is below the standard for total library system collection size of 3 books per capita, and in the middle ranking of the CALUPL libraries. Using the Halifax service area population (see 5.2, above) the required total 1994 collection size requirement would be approximately 475,500 volumes for the system and 315,000 volumes for the Main Library. With the 1994 system total of 311,057 and 181,909 volumes in the Main Library, the HRL collections are clearly inadequate in terms of number of volumes for both the system and the Main Library. (see also Collection development, below)

● Balance

In order to determine the balance between adult and young adult/children's collections, the percentage of the collection in each library facility assigned to these two categories is displayed and related to the percentage of the population in age group 0-19 years in the planning districts.

	Adult collection %	Young adult/child. collection %	Population: 0-19 planning district %
Main	67.9	32.1	18
North	55.8	44.2	18
Spry	55.6	44.4	22
Raddall	53.9	46.1	29

As displayed, the difference in collection balance between the three branches and the Main Library is quite apparent, with the Main Library collection corresponding to the population profile more closely than the branch collections, as well as to the standards (see 5.2, above). Although there is a basic children's collection which must be available in each branch and a system-wide resource collection which should be provided in the Main Library, the analysis suggests that the children's collections have been developed out of proportion to adult collections in the branches. Given the inadequacies of the total

collection size, it would appear that more attention should be given to the development of adult collections. The high population of seniors in the Peninsula planning district also supports attention to adult collections in the Main Library and the North branch.

The balance within the adult collections has also been analyzed, relating them to library standards:

Collection	Standard	Main	North	Spry	Raddall
	%	%			
Reference	5 (-10)	7.5	10.4	6.1	7.7
Media	5	7.6	4.1	5.3	5.7
Circulating					
Fiction	35	33.9	35.8	37.1	40.6
Non-fiction	65	66.1	47.4	51.5	46.

Although a difference between the Main Library adult collections and those in the branches could be expected, the under representation of non-fiction in the three branches is cause for concern. The size of the reference collections in the three branches, particularly North, also requires analysis. Most urban library systems specify core reference collections and limit the number of total volumes for neighbourhood and community branch libraries, with questions requiring in-depth response referred to the central library. The use of electronic resources and networks lends emphasis to this approach. The higher range of media collections in all facilities reflects the growth of compact disks and video cassettes in public library collections; the standards should be revised upwards.

● Collection development and support
The Collection Development Policy for the HRL is incomplete, at present, with some non-fiction areas, collection categories, and non-print material not yet included.

The HRL was low in the CALUPL survey for the percentage of the library budget assigned to materials acquisition as compared to staff and operating. (The norm was 13.6 percent of the total budget; Halifax assigned 10.5 percent in 1992.) Although an increase in the allocation to materials acquisitions may be possible if personnel costs can be reduced, this may not be sufficient to address collection inadequacies, particularly in the Main Library; additional and special funding, separate from the acquisitions budget, may be required. The need to build up reference resources in electronic format (Halifax was the only library not reporting any) is also extremely important.

● **Access**

Although the electronic access provided to most collections through the new online catalogues is excellent, there is a lack of public access to two major collections in the Main Library: periodical back issues and government documents. This is due in part to the configuration of the 1974 building addition, but minor adjustments could make these collection publicly accessible. Experience in other libraries has shown that students and adults are capable of locating and using periodicals and documents without staff assistance, whether in print or microform format. Closed collections are frequently overlooked by library patrons in their search for information, and this policy of restricting access should be reviewed.

.2 Services

There are four major services (in addition to collections) which can be reviewed in a public library: circulation and use, information/reference, hours of opening, and collection enhancement through programs.

● **Circulation**

As noted in the review of selected CALUPL libraries, HRL has a per capita circulation (12) which is slightly above the group average of 11.6, and well above the total CALUPL norm of 10.06; there are five libraries in the comparator group with higher circulations (12.42 - 13.58). All libraries reviewed are above the minimum circulation of 8 books per capita.

The Main Library has maintained separate circulation records for adult and children but the branches have not. For example, Main Library use corresponds to the major collection distribution, recognizing that children frequently take out more books per visit than adults, particularly picture books.

	Adult	Children's
	%	%
Collection	68	32
Use	63	37

Library use reports for the branches as well as the Main Library will be generated by the new system as soon as borrower registration is completed. They are essential management information, both for collection development and distribution and service assignments.

● **Hours of opening**

As illustrated in Table 2, the HRL is open above the average number of hours for its four facilities and only slightly below the majority of libraries in the same CALUPL population category.

● Reference/information questions and Programs

As indicated in the CALUPL review, HRL is below the average in the number of questions answered, with one library in the group providing double the amount of service in this category as Halifax. This result may relate to the higher priority which HRL appears to give to library programs, as evidenced by the highest ranking in the CALUPL group for program attendance (see Table 8) and to the amount of space allocated to program rooms within the branch facilities. (See 4.3) Although specific factors in each community may influence the establishment of library service priorities, it has been recognized that access to information resources and services is essential if Canadians are to compete in the new information society, and should be a focus for public libraries. The CALUPL norms suggest that the balance between reference/information services and library programs in the HRL can be questioned.

.3 Library automation and information technology

It is too soon to measure the impact of the automated library system, Dynix, on HRL services and staffing, but it can be noted that HRL has selected a system which is favoured by 40 percent of the libraries in the CALUPL comparator group.[35] As noted previously, HRL has been behind other public libraries in library automation but it is now catching up. It has also been behind in provision of CD-ROM resources and retrieval from online data bases. Although this also is changing, increased emphasis will be required for the provision of a full range of information technology resources: CD-ROM's, electronic publications, e.g. newspapers, and subscriptions to online information services.

HRL was comparable to the other libraries in using automated management systems and in access to electronic networks. The use of such networks can play an important role in the extension of reference/information services to the branches and to other libraries in the CMA. Such resources (e.g. CD-ROM jukeboxes or towers, online newspapers) held in the HRL Main Library can be made accessible to remote locations. This eliminates the need for duplication of resources and ensures that appropriate staff support is available.

An important aspect of information technology in libraries which has been neglected by the CALUPL survey is the amount of staff and user training which is required as the new resources and services are introduced. HRL is providing computer literacy training which corresponds to its present equipment, but new training programs will be needed for CD-ROM and electronic resources, online retrieval, and network access.

In 1992, HRL was lower than comparable CALUPL libraries in support of technology. As the automated operating system implementation nears completion,

it is appropriate that HRL policies, priorities, physical facilities and budget allocations be reviewed to determine if sufficient support is being assigned to information technology resources, services and equipment.

.4 Library staffing

As indicated above, the HRL is slightly high in its total number of staff, but is the only library in the CALUPL group which has an appropriate balance between professional and non-professional staff and between clerical and paraprofessional staff. The larger total staff establishment, in comparison with CALUPL libraries, can be attributed to the following:

- The 1992 HRL CALUPL data included bookmobile services.
- The implementation of an automated operating system has occurred later in the HRL than in other CALUPL libraries.
- The crowded and non-functional layouts of the Main Library and three branches for collections, user stations, and staff work areas has resulted in staff inefficiencies.
- The closed collections in the Main Library are labour intensive.
- There may be a relationship to the high number of programs offered. In comparison with branch library standards, the North and Raddall branches are above the suggested guidelines while the Spry branch staffing is below.

.5 Conclusions and Recommendations

- The HRL collections have been shown to be inadequate in size in both the Main Library and total system, with inappropriate collection balance in many instances.
- Part of the problem with collection size has arisen because the HRL budget does not assign a sufficient share to materials acquisitions.
- The collection inadequacy is such in the Main Library that special funding may be necessary to bring the Main Library collections up to necessary volume standards.
- The Library's Collection Development Policy is incomplete and can't guide the acquisitions planning process or provide direction in the building and balancing of collections. With full implementation of the automated systems, an analysis of library use related to the various collection components and locations will make it possible to provide input to the collection development and budget allocation processes.
- Two Main Library collections: periodical back issues and government documents, are inaccessible to the public.
- The HRL collections experience circulation which is above the norm for large urban communities and greater than minimum standards.

● Although the HRL is now providing major reference resources and assistance for the provincial regional library system, it appears to be less aggressive in these services than similar CALUPL libraries; the emphasis on programs appears to have diminished the attention to reference/information services.

● The comparatively low level of funding which the HRL has assigned to information technology (1992) suggests that the priority for information technology based resources and services requires review.

● Technology makes it possible to network CD-ROM and other electronic resources and to make them available from the Main Library to remote locations.

● Training in the use of the new electronic formats and equipment will be required.

● The comparatively higher staffing levels in the HRL in 1992 could be due to several legitimate reasons; reductions in staff have already been accomplished and more should be possible when the automated system implementation is completed. This lower percentage of the budget to personnel should provide for increases to the collection acquisitions allocation.

Recommendations

Collections and Access

Recommendation 1. An increase in the percentage of the library budget allocated to materials acquisitions should be assigned a high priority in the budget planning process.

Recommendation 2. A library collection development program, funded in addition to regular acquisitions should be initiated, with particular attention given to the Main Library collections.

Recommendation 3. The Collection Development Policy should be updated, completed, and coordinated with the budget process.

Recommendation 4. Issues of collection balance, including system guidelines, should be addressed within the Collection Development Policy. Data and reports from the automated systems should be reflected.

Recommendation 5. Collection development emphases should include information technology resources - CD-ROM's, electronic publications (e.g. newspapers) and subscriptions to online information resources and services.

Recommendation 6. Public access to the periodical back issues and document collections should be made available.

Services

Recommendation 7. Library use data from the automated circulation system should be used in the collection development and budget allocation process.

Recommendation 8. Service priorities should be reviewed, with more emphasis placed on the provision of information/reference services.

Automation and information technology

Recommendation 9. The priorities for information technology - financial resources, systems, facilities, staffing, training - should be reviewed within the budget planning process; CD-ROM and electronic resources are required immediately.

Recommendation 10. The increased CD-ROM and electronic resources should be networked in the Main Library and connected to the HRL branches and to the other libraries in the metropolitan area.

Recommendation 11. Training programs for both staff and users should be introduced in support of the new resources, systems, and networks.

Staffing

Recommendation 12. The allocation to staffing within the HRL budget should be reduced, providing an increased percentage for collection acquisitions.

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Services

Recommendation 7. Library use data from the extended circulation system should be used in the collection development and budget allocation process.

Recommendation 8. Service priorities should be reviewed, with more emphasis placed on the provision of information/reference services.

Automation and information technology

Recommendation 9. The priorities for information technology – financial resources, systems, facilities, staffing, training – should be reviewed within the budget planning process; CD-ROM and electronic resources are required immediately.

Recommendation 10. The increased CD-ROM and electronic resources should be generated in the Main Library and connected to the HEI branches and to the other libraries in the metropolitan area.

Recommendation 11. Training programs for both staff and users should be introduced in support of the new resources, systems, and networks.

Staffing

Recommendation 12. The allocation to staffing within the HEI budget should be reduced, providing an increased percentage for collection acquisitions.

7. ASSESSMENT OF MAIN LIBRARY: PHYSICAL FACILITY

The physical space available for library services is the major focus of this Study. However, the configuration and distribution of that space and a number of building elements such as lighting, acoustics, cabling, etc. also impact on the efficiency and effectiveness of the library services which are provided. The assessment which follows reflects both the space and building requirements.

.1 Role of a central library

The space requirements for a central or main library in a large urban community (i.e. over 100,000 population) correspond to the role of that library within the total City. The Main Library in the City of Halifax is the hub and focal point of the City's library system, and will be increasingly for the Halifax metropolitan area. It has six important roles at the present time:

● Establishes a highly visible focus for library services within the community.

● Fulfils the role of the public reference, continuing learning, and research library for all citizens of Halifax. This role will be further enhanced through use of networked electronic resources.

● Houses the most complete collection of appropriate selections from the world's literature: fiction, non-fiction and non-print media.

● Acts as a branch library for people living and working in the Main Library service area, providing general information and leisure reading or programming.

● Houses major resource support for users of public library services in the metropolitan region and throughout Nova Scotia.

● Centralizes collection development, programming, and administrative support for the distributed system. (Main Library and branches)

● A seventh role which the Main Library will fulfil increasingly as it completes implementation of its automated systems is: acts as a communications centre for the developing provincial information network, linking individuals or organizations with resources or information sources whether City, metropolitan area, provincial, national or international.

.2 Service area

As discussed above (6.2) the service area for the Main Library has been established using 20 percent of the CMA population (minus Halifax) in addition to the City itself. It is important to recognize the implications for the Main Library if the total user population is not included in determining the building size which should be planned. Using the City of Halifax projected population only, a building size of some 20,000 square feet less than the user based

building would result, with capability to accommodate a smaller collection and fewer user seats. Service to the residents of the City would be compromised: Halifax City residents would have to compete with a user population which would include the regional borrowers, in a building which was designed for 70-80 percent of the population using it. The smaller building would be at capacity the day it was occupied, with crowding of collections, user accommodation, and staff service and work areas.

Since a main or central library collection continues to expand as it constantly adds and continues to hold a portion of each year's new publications, new central library buildings are planned to accommodate such growth for 15 to 20 years. The population base for a new or expanded Halifax Main Library building has been projected to 2016, and has been estimated as follows:

Service Area populations:[36]

	1995	2016
City of Halifax	114,455	120,170
CMA	329,700	365,920
CMA (-Halifax)	215,245	244,850

Population base for Main Library and Main Library expansion:

	1995	2016
City of Halifax	114,455	121,170
20% of CMA(-Halifax)	43,049	48,970
	157,504	170,140

.3 Space requirements

Library space is determined primarily by three elements or functions: collections, user accommodation, and staff and service work areas. When measuring such functional space it is referred to as net assignable space and is measured, in this report, in square feet.(nasf) Total building space, which includes walls, columns, washrooms, mechanical/electrical space etc. is called architectural or non-assignable space, and is referred to as gross space. It is measured in this report in gross square feet.(gsf) Library standards or formula and the experience of other libraries provide the sizing for each of these elements as well as for the total facility. Since the ultimate size of a central library, which serves as the hub and focus for public library services within a city, is of such vital importance, three methods have been used in determining the space requirements for the HRL Main Library.

<u>Method 1:</u> Total building size projection

Using CALUPL comparisons to determine size when planning a new or expanded central library is not useful since the data doesn't reveal the age or character of present facilities or the status of, or plans for, expansion. Since library collections (and user populations, in some instances) are a constantly increasing component of a central library, experience has indicated that library buildings should be planned so that they can accommodate the expanding collection and user numbers for a minimum of 20 years. Analysis of the construction of central libraries throughout North America has resulted in acceptance of the following general formula for establishing the size of central library facilities.

Population	gross square feet per capita
Under 100,000	.6
100-150,000	.55
150-200,000	.5
200,000 and over	.45 [37]

In Canada, recent new central libraries in cities over 200,000 (Hamilton, Mississauga, North York, Vancouver) all used .45 gsf per capita in planning their central library size. A new library in a smaller city, Richmond Hill (under 150,000) was based on .55 gsf. With a population base projected to 170,140 in 2016, the Halifax Main Library space requirements should use the .5 gsf formula, as follows:

Gross space required: 170,140 @ .5 = 85,070 gsf

<u>Method 2:</u> Functional element formula

Calculations of space requirements for the three functional elements, with the addition of an estimate for major non-assignable space, results in an appropriate gross building size. This is illustrated below:

● Collection space

The simplest method for calculating collection space requirements is to use a volume per capita formula, with 2 volumes per capita normally used for central library holdings in communities under 200,000. Using the 2016 population data base would project the collection size to:

170,140 @ 2 vols p.c. = 340,280 volumes

The accepted measure for collection space planning purposes is 10 volumes per square foot. This leads to a total collection space requirement of:

340,280 @ 10 vols psf = 34,028 nasf

● User accommodation space

User seating requirements for a central library are established using a per capita formula: 3 seats for 1,000 population for libraries serving between 100,000 and 200,000 population:

$$\frac{170,140}{1,000} \text{ @ } 3 = 510 \text{ seats}$$

This number includes the individual seats for adults or children at carrels, tables, equipment stations, group studies and informal seating. Seating in program or meeting rooms is calculated based on 5 percent of the total functional space for a library building of this size.[38]

Space for seating is based on an average allocation of 30 square feet per user. A refinement of this formula is used after the station varieties and numbers have been determined.

$$510 \text{ @ } 30 \text{ sf. } = 15,312 \text{ nasf}$$

● Staff and service space requirements

Space for library staff and service areas is determined by taking 25 percent of the total collection and user space.

$$25\% \ (34,028 + 15,312) = 12,335 \text{ nasf}$$

● Total building size

The total building size includes the space requirements for the three functional elements, an allocation for program and meeting space, and a component for the non-assignable spaces such as washrooms, corridors, walls, stairwells, etc. Given the present environment of financial restraint, many jurisdictions are limiting non-assignable space to 25 percent. On that basis the total building size determined using functional component requirements is as follows:

	nasf
collection space	34,028
user space	15,312
staff/service space	12,335
Sub-total	61,675 nasf
program space @ 5%	3,080
Sub-total	64,755 nasf
non-assignable space @ 25%	21,585 sf
Total gross space required:	86,340 gsf

Method 3: Wheeler Githen formula

A formula based on an analysis of central library buildings was developed by J. H. Wheeler and A. M. Githen in 1941, and adjusted by them in 1958. A further adjustment was made by Canadian jurisdictions in the 1970's, to reflect the increase of in-library use of library collections for reference purposes.[39]

This formula is based on the assumption that overall library floor area is determined by three elements: collections, user seating, and circulation. The formula is as follows:

V = the number volumes projected at 1.75
S = The number of seats for readers at 1.25 per 1,000 projected population, exclusive of auditorium or meeting rooms
C = the annual circulation for the entire library system for the most recent year.

Formula: $\dfrac{V}{10}$ + 50 S + $\dfrac{C}{35}$

Applying this formula to the Halifax Main Library space yields the following:

V = 170,140 x 1.75 = 297,745
S = 157,730 x 1.25 ÷ 1,000 = 212
C = 1,383,829

$\dfrac{297,745}{10}$ + (50 x 212) + $\dfrac{1,383,829}{35}$ = 79,913 gsf

Total gross space required: 79,913 gsf

.4 Summary of space requirements and deficiency

The three methods of calculating building size vary from 79,913 to 86,786 gsf, with an average of 83,923 gsf. For planning purposes it appears reasonable to base building size calculations on a total building size of approximately 84,000 gsf, with functional space of 63,000 nasf.

It is also useful to calculate the space required for the HRL central facility at the present time, using the 1994 population base. Only one method has been used for this calculation: method 1, above.

● 1994 space requirements, Halifax Memorial Library building:

157,504 @ .5 = 78,752 gsf

With an existing facility of 38,688 gsf, the present space deficiency is 40,064 gsf.

.5 Physical facilities: library building criteria

.1 Entrance/exit and security

It is recognized that a public library building must have a single entrance/exit system in order to maintain security for the collections; the acceptance of electronic detection systems as standard library entrance/exit equipment strengthens this requirement. As well, the check-out positions of the circulation desk must be directly adjacent to the detection system and library exit if an efficient security operation is to result.

Increasingly important in library security is the need for sight lines from staff service desks to as much of the library or a library floor as possible, and collection aisles must be positioned so that staff and users can see through them to facilities beyond. Parents prefer that the Children's Library not be isolated within the building, and that it be located adjacent to high use adult collections and facilities. Placement of public washrooms, and the need for their visibility, is a particular security concern. External security, which includes exterior lighting and parking access, should not be neglected, and staff computer card access to all exterior doors should be considered.

.2 Access and ease of use

Ease of access for the majority of library patrons implies access to parking directly adjacent to the library. The library building design criteria for such parking is one parking space for every 300 square feet of building.

Easily identified service points, traffic patterns, communications systems, user areas, and the various collection areas contribute to the ease of use of a library. Bookstack aisle widths should be a minimum of 40 to 42 inches, with wider aisles in reference, periodical and children's collection areas. A variety of user facilities, complementing individual collections, also encourages ease of use:

- individual tables;
- multi-station tables (for no more than 4);
- individual study and research carrels;
- Audio-visual, CD-ROM, and microcomputer equipment stations or clusters;
- microform viewing and printing stations;
- periodical index tables;
- group study or project rooms;
- informal seating near current periodicals and newspapers;
- specialized children's furnishings, both for individuals and groups (Story

Hour and craft rooms)
- specialized stations for people with disabilities: e.g. Kurzweil readers;
- closed studies for literacy counselling;
- CD-ROM or online training rooms;
- meeting rooms.

.3 Functional relationships.

Since staff costs are the major expense in any library operation, the facility must be planned to permit staff efficiency in all functions. The various elements of a library - collections, user accommodation and services - and the organization and access to them, must be arranged so that they are convenient to the user and in functional relationships which permit economical operation by the library staff. Examples of this is the necessary relationship of the circulation desk to the library exit/control system, or of staff work areas to the various public service desks.

Relationships or adjacencies of library functions must also reflect changing patterns of library use. For example, one trend in public library use is now family oriented, with parents bringing their children to the library. This has resulted in a need for a close relationship between the adult popular or current collections and the children's collections and services.

.4 Flexibility and expansion.

Changing resources and patterns of library use and access, whether due to social or technological changes, make it imperative that the library building encompass the capability for internal change and future expansion. The possibility of horizontal expansion should be accommodated in the initial planning process.

Within the library, spaces should be simple and adaptable to a range of functions. There should be sufficient structural support to allow book stacks to be placed anywhere and in any configuration. As well, the possibility of accommodating collection growth in compact shelving should be identified and appropriate structural capacity provided in at least some portion of the library building. It is essential that the building be able to adapt to the changes required by new technologies, allowing introduction of power and communications in mid-floor locations and providing flexibility in lighting and furnishing arrangements, in order to support computer or network equipment and services for both staff and users.

Many of the flexibility requirements described above relate to a number of architectural or design considerations which become part of the fabric of the building: structural strength, lighting, acoustics, power/communications, humidity, heating, ventilation and air conditioning (HVAC), maintenance, signage, and special or handicapped access. (Discussion of these items follows, .5 -.11)

.5 Structure

Floor loading capacity throughout the building of 150 pounds per square foot live load is required; 250 pounds per square foot is necessary to accommodate compact shelving in defined areas. As well, attention must be paid to the column spacing and resulting bay size. (That space bounded by four columns.) Library shelving will continue to be manufactured in three foot widths, so that the library module must be divisible by three if an efficient layout is to result. As well, there is a certain size below which the column spacing should not go. A 15 or 18 foot column spacing, for example, results in so many columns that it is difficult to provide logical sequencing for collections. A square module with a minimum of 21 feet between columns is recommended. It should be noted that the module size has implications for lighting layouts.

Core elements - washrooms, stairwells, elevators - are most efficient if placed on the perimeter of the building; a central location causes confusion for the user and operational inefficiencies for the staff.

.6 Lighting

The increasing variety of collection formats, particularly technological, and the necessary equipment used with them, dictates variety and flexibility in the lighting system. An appropriate set of light levels is illustrated below:

Lighting levels

Function	Foot candles
general ambience	50
work surface: staff or user	65
book stack aisle	30 - 45
corridors	20
meeting room	50
local history (task lighting, only)	70

Recessed fluorescent or indirect lighting with low brightness fixtures is recommended. In order to eliminate glare and to accommodate both the equipment and work surface requirements, task lighting should be provided for a high proportion of user stations. Ceiling lighting should be at right angles to

bookstack ranges.

A note of caution should be included about natural light. While outside views are an attractive feature of any building, the glare which results for computer and viewing screens requires great sensitivity in design. The library of the future will have more, not less, equipment, or will require facilities for users who bring their own computers with them. Glare introduced by windows, light wells, or poorly designed overhead fixtures detracts from the function of the library, both now and in the future.

.7 Acoustics

Even with the introduction of equipment related formats, the library remains a place of information seeking, study and learning. The heavy traffic which all these activities encourages, as well as the variety of collections and services offered, requires special attention to the acoustical environment. There are only two real solutions: grouping and/or isolation of noisy activities such as staff work areas, technology equipped user stations, and photocopy machines; and use of sound absorbent materials on both floor (carpet) and ceiling. Hard surfaces are to be avoided in all areas of the library.

.8 Power/communications

There are several methods for bringing the power and communications required by technological resources and services to mid-floor locations, each with different costs attached to them:

- flat wiring under carpet tiles;
- a conduit grid laid in the concrete slabs;
- conduit in each support column;
- cable tray provided throughout the space in a suspended ceiling;
- inserts provided in the concrete slab at predetermined intervals.

It should be possible to determine the most effective and yet cost efficient method of providing the necessary power and communications outlets during the facility planning process. It is also possible to define the number and kind of outlets at service desks, circulation and control areas, staff offices and work rooms, and at user stations. For example, there should be at least three duplex outlets for each staff workstation and service desk position, and two for user stations; separate communications cabling may also be required. Perimeter outlets should be provided every six feet, with empty conduit in all columns.

.9 Building systems

Heating, ventilation including filtering, and air conditioning are important factors in determining the environment which the library seeks to provide for its users, staff and collections. A library presents an additional need for good HVAC systems: library collections are particularly vulnerable to conditions of high heat, low humidity, and unfiltered air, with paper - particularly in books, newspapers and periodicals from the late nineteenth and early twentieth centuries - deteriorating at an alarming rate. Stability in both temperature and humidity are essential for resource preservation, with the following ranges recommended as reasonable for both books and people.

Temperature : 20°C ± 2°
Relative humidity : 40% ± 10%

Special and separate HVAC controls should be provided for rare and historical collections, and for a computer room, if appropriate. Fire protection should be provided with a dry pipe sprinkler system throughout the building.

.10 Signage/display

The graphic identification of the library as well as of internal library functions should be planned and incorporated in the design of the facility. A good functional layout should make the library arrangements implicit, but a coordinated signage program remains necessary and adds to the ease of access and use. Exhibits and displays are also important aspects of library service, and provision for such facilities should be integrated into the building design in all library areas.

.11 Special access

Special access conditions are required by people with disabilities, whether in wheelchairs, on crutches, or with impaired vision or hearing. A variety of design criteria exist:

- Access to the library should be level with no barriers such as doors opening outward;
- Within the library there should be clear traffic patterns, and sight lines to collection, user and service areas;
- Elevators (not escalators) should have signage which is sensitive to wheelchair patrons as well as to people with visual impairment;
- Library furnishings should be sensitive to handicapped patron needs, with sittings level heights for sections of all service desks, and wheelchair

accessible carrel or table stations;

- Individual equipment studies should be available for people who are visually or hearing impaired.

.12 Ambience

There is a difference of opinion between librarians and architects as to the ambience that should be created within the library space. Too frequently the functional requirements of the library - ease of access, logical collection arrangements, flexibility for lighting, power and communications, efficient functional relationships, etc. - are sacrificed for aesthetic design features. Use of colour and materials can provide elements of delight without compromising library functions; monumental central staircases, differing floor levels, mezzanines and atriums should be avoided.

.13 Library furnishings

Library furnishings should complement the library design and be both flexible and functional. Modular service desks (i.e. not built in) with work space at seating height for staff and counter space at standing height for users should accommodate new technological equipment through appropriate wire management features. Function specific processing counters with shelving or cupboards above, cupboards, kneeholes, etc., below and appropriate power and communications outlets provide efficient staff workstations for many library processing tasks.

Reader or work stations for staff and users should also respond to new technologies: ergonomic chairs, glare proof work surfaces (light not dark finishes) larger size work surface (3 feet by 5 feet minimum for staff; 2 1/2 feet by 4 feet for library users.[40]

.14 Service entrance

A public library requires convenient and secure ground level service/delivery access. This includes a loading dock with internal (elevator) access to library floors in close proximity. A close functional relationship with library technical or support service work areas is recommended.

.6 Measurement of Main Library against criteria

.1 Entrance/exit and security

● The second entrance/exit on the first (lower) level of the Main Library compromises security. Ostensibly for the handicapped, parents with strollers, and patrons using the program room, this entrance necessitates a second security system for the Children's Library as well as a complicated route for patrons who wish to take the elevator to the second (main) level of the Library.

● Security is also compromised by the lack of sight lines throughout the building; it is impossible to see all the collections and user facilities of any component - adult lending, reference, children's - from one position within that component.

● The public washrooms are inadequate and not appropriately visible to staff members, although they are officially monitored by the Community Services staff.

.2 Access and ease of use

Access to or use of this Main Library is not easy!

● There is no identified public parking on the site, and this is considered a necessity for public libraries. Although the proximity to the bus route and turnaround point is useful, it does not compensate for parking.

● Steps at the main entrance - five exterior, ten interior - must be climbed in order to reach the adult level, or climbed and descended in order to reach the children's level. The entrance on the lower (first) level requires a complicated route to reach the elevator.

● Ease of use is compromised by a number of factors:

- lack of reader facilities, in both number and variety;
- collection crowding and inappropriate sequencing or adjacencies; this is particularly noticeable in the Children's Library;
- large collections (periodical back issues and documents) closed to the public;
- shelving heights inappropriate to the function;
- low ceiling heights and different floor levels create problems in the Children's Library; some ceilings are as low as 6 ft 5 inches, others are 8 ft and 8 ft 9 inches;
- essential facilities unavailable or limited: group study rooms; CD-ROM stations; information technology training lab; microcomputer stations; media carrels; photocopy machines; microfilm printers and FAX machine; specialized children's furnishings.

.3 Functional relationships

Several important functional relationships are compromised by lack of space and by the building configuration:

- relationship of staff work areas to service desks;
- relationship of Children's Library to adult collections, particularly popular material;
- relationship of reference to adult non-fiction, periodical back issues and documents.

.4 Flexibility and expansion

- The building expansion which occurred in 1974 has contributed to the present inflexibility: the new wing created a separate entity, with no possibility to have collections flow in logical sequence into the expanded space.
- New technologies are accommodated with difficulty: it is impossible to introduce power and communications in mid-floor locations.
- Although further expansion of the building is possible, an addition would have to correct the present facility problems and be sensitive to new directions in library and information science.

.5 Structure

- Core elements - washrooms, stairs, elevator - are badly placed, unrelated and inadequate for library requirements.

.6 Lighting

- Different lighting systems in different parts of the facility do not respond to either collection or user needs, and overall lighting for collections, users and staff is low. Although the main adult lending area has good daytime lighting from the double height windows, the space is badly lit for evening hours. It should be noted that task lighting introduced over the new circulation desks is very successful.

.7 Acoustics

- Acoustic environments vary throughout the building due to different floor coverings, ceiling heights and crowded conditions.
- The Children's Library is particularly noisy due to the traffic congestion at the security/circulation point and the low ceilings.
- The noise from the park at the front of the Library can be quite intrusive

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during summer months, since present ventilation systems make it necessary to leave the windows open.

.8 Power/communications

It is difficult to meet present technological requirements in a 1950's building. As a result, functional needs such as placement of catalogue terminals are dictated by cabling capabilities.

.9 Building systems

● The building is frequently too hot or too cold.

● Staff work areas are poorly ventilated; this is compounded by overcrowded conditions.

.10 Signage/display

● Display opportunities were limited in the design of the original building.

● A stronger, more visible identifier on the outside of the building would be useful.

● A coordinated interior signage system, including maps, would improve ease of use for patrons.

.11 Special access

● The Main Library is an example of an older building which is particularly difficult for the physically handicapped, seniors, or parents with strollers or small children.

● The crowded conditions and the unfortunate planning of the addition add to the access difficulties.

.12 Ambience

Only the adult lending area in the original Memorial Library provides an environment conducive to the excitement and stimulation of reading and the satisfaction of learning. The general sense of the Library, for most of the time, is of a crowded, dark and difficult place.

.13 Library furnishings

Furnishings more appropriate to today's library resources and technology are required for both staff and users:

- ergonomic chairs for reader equipment stations and staff workstations
- wire management features for public service desks and staff processing units.
- light work surfaces on all carrels or tables.
- reader stations of a size which reflects the requirements of information technology.

.14 Service entrance

The truck dock area is a means-of-escape route from the lower level of the Library; this exit does not meet building code requirements.[41]

.7 Conclusions and Recommendations

- The analysis of space requirements confirms the belief that the Main Library is seriously handicapped by lack of space; there is a space deficiency of 40,064 gsf at the present time, based on the current user populations, and this is projected to increase to 45,512 gsf by 2016.
- The size of the user population on which the renovated/expanded library building is to be based will need to be clarified and confirmed during the building planning process.
- The present Main Library building is a 1951 building, expanded (with an unfortunate design) in 1974. It is not surprising that it cannot provide adequately or efficiently for a range of new collections and services and for increasing users demanding ever more sophisticated resources, including those based on information technologies. Although not worse than many other central library facilities of similar age, a number of specific building problems which have been identified include:
- The second entrance/exit on the lower level compromises security, access and ease of use of the present Main Library.
- Access is particularly difficult due to numerous stairs and levels within the facility, and the lack of sufficient and well located public elevators. Lack of parking is also an access problem for many patrons.
- The 1974 addition added to the original building's inflexibility and inefficiencies. The Main Library cannot respond to changing service concepts and resources or to new technologies without cost and difficulty.
- The building as presently configured is not only difficult for users; it is also labour intensive, resulting in a need for more staff than would otherwise be necessary.

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● Lighting and acoustic provisions vary throughout the building; for the most part they are fair to poor.

● The overall ambience created by the lighting and furnishings is not positive.

● A complete renovation of the original building and the 1974 addition should be coordinated with the necessary expansion. The objective of such a project (renovation and expansion) should be a building which will house the required collections, staff and user facilities, but do so in such a manner that the new Library will be easy to use for patrons and efficient to operate by fewer staff than are now required and meet all building design criteria (i.e. lighting, power, acoustics, etc.)

● A renovation/expansion project is a very complex task and the planning process for the project will consume a considerable amount of time and effort. (For details of the planning process see Appendix 2)

Recommendation 13. A user needs assessment should be conducted to clarify and confirm the population size and characteristics served by the Main Library.

Recommendation 14. The HRL staff and Board should initiate a planning process for an expanded/renovated Main Library facility.

8. ASSESSMENT OF BRANCH LIBRARIES

.1 Standards

The purpose of a branch library is to distribute basic information services, current materials, and supporting programs for children and adults in locations closer to where they live or work, without duplication of the in-depth collections, resources and services of the central library. When branch libraries were first instituted early in this century in Ontario, British Columbia, Alberta and Manitoba, it was assumed that citizens would walk to the library and that the distance to be travelled would be no further than a mile. Small neighbourhood branches of less than 10,000 sf were established in the larger Canadian cities, to serve populations of under 20,000 in a service area with a radius of 3/4 to 1 mile (1 - 1.6 km).

By the 1970's it was recognized that these branches were no longer efficient, as the automobile had surpassed walking as the preferred method of accessing libraries except in some specific situations. Larger collections were required to accommodate the growing non-print collections in addition to the increasing print publications. The newer large urban communities, for example North York or Brampton, Ontario, moved to larger service areas and populations: 35,000 community with a service area radius of 1.5 miles (2.4 km). These facilities were termed "community" or full service branches as opposed to the older "neighbourhood" branches. In the 1980's, many older cities with established systems of neighbourhood branches began converting them to the larger community branches, and standards for both the neighbourhood and the community branch facilities were developed.

In assessing the branch system in Halifax, the standards for the two types of branches have been used [42] as well as major building design criteria.

Standards : Neighbourhood branch

service area:	1 mile radius (1.6 km)
population:	up to 20,000
building size:	8,000 gsf on one level (.4 gsf per cap.)
collection size:	35,000 volumes/items
seating space:	2.5 per 1,000 capita
meeting rooms:	one facility for up to 80 divisible into two
staff size:	6 to 8 (not including student assistants)
hours of opening:	40 to 50 hours per week

Standards : Community or full service branch

service area: 1.5 mile radius (2.4 km)
population: up to 35,000
building size: 15,000 to 16,000 gsf on one level (.45 gsf per cap.)
collection size: 50 - 60,000 volumes/items
seating space: 3 per 1,000 capita
meeting rooms: one facility for up to 100 divisible (2 or 3 rooms)
staff size: 8 to 10 (not including student assistants)
hours of opening: 50 to 60 hours per week

The three Halifax branches fit most closely into two categories: North Branch can be classified as a neighbourhood branch; Captain William Spry and Thomas Raddall as community or full service branches. Comparisons follow in Tables 11 and 12, with location and catchment areas illustrated on Map 4.

Table 11
Library standards : North Branch

Standard: neighbourhood branch	North Branch
service area: 1 mile radius	
population: up to 20,000	8,601
building size: 8,000 gsf	12,000
collection size: 35,000	33,934
seating space: 2.5 per 1,000 pop.(50)	49
meeting rooms: 80 seats	233
staff size: 8	9.9
hours of opening: 40 - 50	50.5

Table 12
Library Standards : Capt. William Spry; Thomas Raddall
Branches

Standard : Community branch	Raddall	Spry
service area: 1.5 mile radius		
population: up to 35,000	28,498	20,780
building size: 15,000 gsf	10,200	10,016
collection size: 50 - 60,000	51,872	43,342
seating space: 3 per 1,000 pop.(105)	77	69
meeting rooms: 100 seats	289	108
staff size: 9 to 10	12.6	8.1
hours of opening: 50 to 60	51	50

BEDFORD BASIN

1·5 MILE RADIUS

BICENTENNIAL DR. 102

DUNBRACK ST.

LACEWOOD DR.

MACKAY BR.

BEDFORD HWY

GOTTINGEN ST.

1·0 MILE RADIUS

MCD. B

103

NORTH ST.

ST. MARGARETS BAY RD.

QUINPOOL RD.

OXFORD

ROBIE

NORTHWEST ARM

KIDSTON RD.

SAMBRO

HERRING COVE RD.

1·5 MILE RADIUS

1·5 MILE RADIUS

MAP 4
LIBRARY AND
SERVICE AREA
LOCATIONS

CITY OF
HALIFAX

0   1500M

■ MAIN LIBRARY

● 1 THOMAS RADDALL BRANCH

● 2 NORTH BRANCH
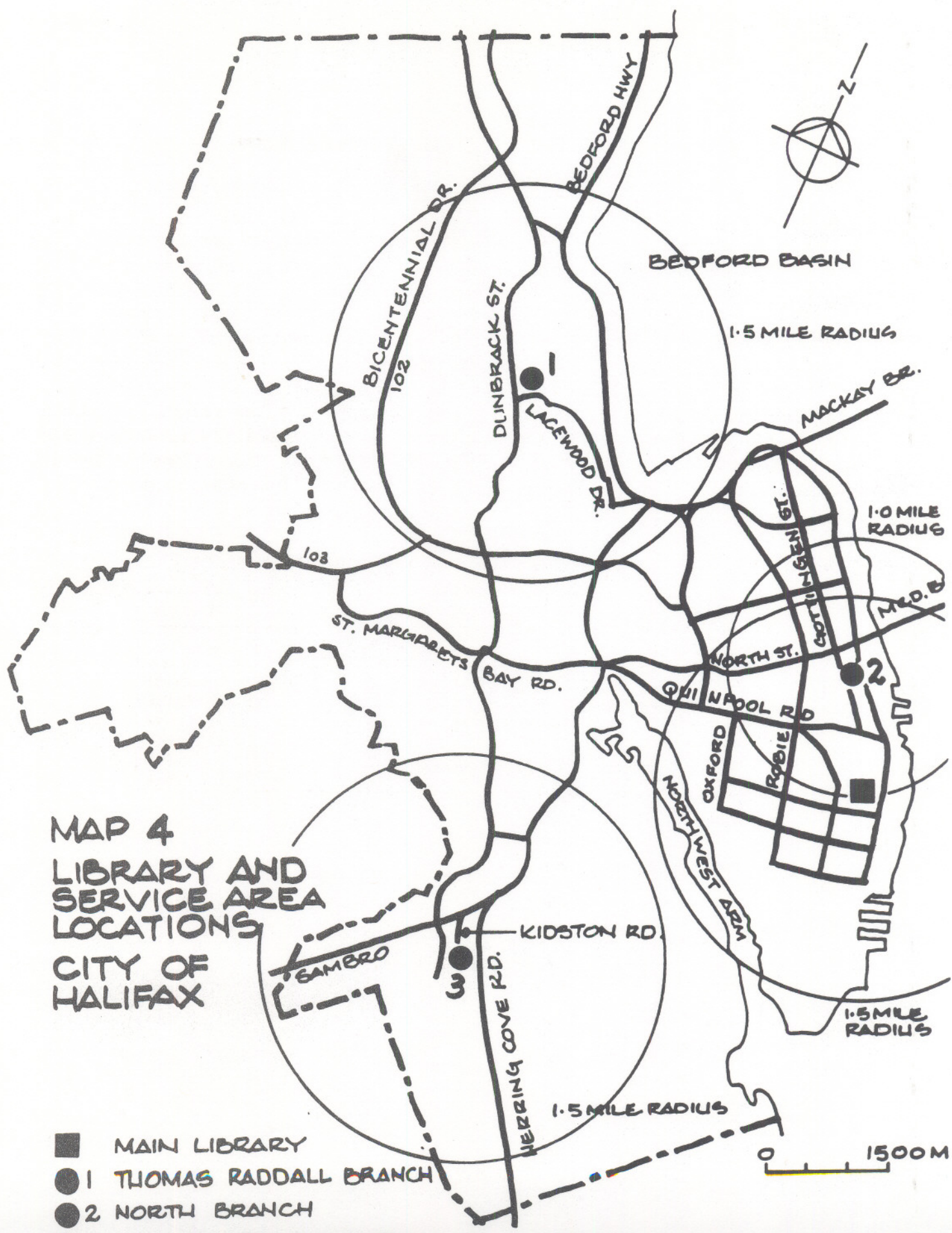
● 3 CAPT. W. SPRY BRANCH

MAP 4

LIBRARY AND
SERVICE AREA
LOCATIONS

CITY OF
HALIFAX

MAIN LIBRARY
1 THOMAS RADDALL BRANCH
2 NORTH BRANCH
3 CAPT. W. SPRY BRANCH

.2 Assessment : North Branch

● **Service area.** As illustrated on Map 4, the one mile (1.6 km) radius for the "neighbourhood branch" service area overlaps with the Main Library service area in its role as a community branch. The character of the population in the vicinity of the North Branch may justify a branch in this location, but there remains a considerable population on the Peninsula which is not within 1.5 miles (2.4 km) of any library outlet. The population served by the North Branch is at the low end of the standards for a branch library.

● **Standards.** As illustrated in Table 11, the North Branch facility has considerably more space than required by standards, a fact that is caused primarily by the very large facilities for meetings or programs. Collection, staff, and user seating numbers are almost identical to the standards.

● **Access.** Access to the North Branch has been compromised in the past month due to new construction now taking place on a former adjacent parking area to the south. Not only is there a considerably reduced number of parking spaces available, but pedestrian access from the library parking lot to the building entrance is along the less secure north side of the building. The one way street system which leads to the parking lot also complicates library access.

● **Lighting.** Lighting in the North Branch is generally poor, with light levels in the adult study area as low as 28 and 48 foot candles. Part of the problem is caused by the closure of the original skylights (water penetration problems) with no compensating artificial lighting introduced. Lighting is even less acceptable in evening hours.

● **Air quality.** Both levels of this facility (Library technical services are in the basement) suffer from very poor quality of air. This is noticeable to any user entering the building, and is particularly difficult for library staff.

● **Functional efficiency.** The general layout of the branch is satisfactory except for the size and relationship of staff work areas to the services performed.

.3 Assessment : Captain William Spry Branch. (Spry)

● **Service area.** The Spry Branch is located in Mainland South, an area which is not, according to a recent planning study, projected to show a measurable increase in population.[43] The minimal growth that can be anticipated can be accommodated within the existing facility. The Branch is situated in the centre of Mainland South, and the 1.5 mile catchment covers most of the district.

● **Standards.** As illustrated in Table 12, the Spry Branch is at the minimum for a "community branch" service area population, so the position at the lower end of the building size is realistic. Any drastic upward shift in population would require additional collections, seating, and overall building space. Note that the only library component that is above standards is the amount of space assigned to meeting and program facilities.

● **Access.** The Spry Branch is in a shared use building - a community centre with pool and other recreational facilities - which is not well located. It is some distance from the access road and it is not distinctly visible; the parking and entrance for the building do not face the street. The Branch occupies two floors within the Community Centre, with its own access systems independently controlled. The stairs to the second level are open, which can be a hazard for some people as well as a temptation for children. Unfortunately, the elevator is not adjacent to the stair system and is not immediately visible to the entering patron.

Lighting. The lighting quality and quantity varies throughout the Branch. In the newly opened second floor, pendant lighting fixtures provide a good quality of light overall, but the fixtures are not positioned so that they correspond to the layout of bookstacks and aisles, below. As a result, there are some bookstack aisles with reduced to inadequate lighting.

● **Functional efficiency.** The staff work area is undersized and crowded. The overall layout of the second floor is neither functional or effective.

.4 Assessment: Thomas Raddall Branch (Raddall)

● **Service Area.** The Raddall Branch, located in a professional building in Mainland North, is the largest and busiest of the three branches. It is projected that future growth in the City of Halifax will be concentrated in this area.[44] As Table 12 indicates, the current service area population is under the standard for a "community branch" at the present time. Of concern is the large number of residents of Mainland North who are more than 1.5 miles from the branch.

● **Standards.** The Raddall Branch is considerably undersized in total space and individual seating provided for the present and projected population base. The lack of space is readily apparent, since the impression of intense crowding is received immediately upon entering the facility. Such crowding will increase, since collections will have to be expanded to match the increasing population. The allocation of such a large portion of the total space available to the meeting or program rooms (289 seats when the standards suggest 100, maximum) explains part of the crowding problem. The staff size is also larger than the

guidelines; it is assumed that these numbers will decrease when the automated circulation system is fully integrated into library routines.

● **Access**. Access within the shared building is level, and it is a one level branch. The crowded and poorly located collection areas, however, compromise ease of access and use within the Branch itself.

● **Lighting**. Lighting ranges from poor to abysmal within the Branch, with the light levels so low in the staff work area and current periodical/reading area that the ability of people to use these areas effectively is questionable. The lighting over the non-fiction bookstacks is well placed (for the current layout) but there is insufficient light at the source: the single tube fixtures, of minimum design, are incapable of providing adequate lighting. The lighting problems in the circulation work area require immediate attention: light level readings of 10, 21, and 24 foot candles were taken in an area where 50 foot candles would be the absolute minimum and 65 is desirable.

● **Functional efficiency**. This is a very poor library layout, complicated by inadequate space for collections, user and staff areas. At the same time the spacious meeting rooms are not used during all library hours. Few of the desired functional adjacencies, which make a library efficient and easy to use, are present in the Raddall Branch.

.5 Conclusions and Recommendations

● The service area analyses indicates that all citizens of Halifax do not have equitable access to public library services; some are more than 1.5 miles (2.4 km) from a library outlet. The excellent public transportation system may compensate for this inequity to a degree.

● The size of one of the branches (North) is above standard; the other two are at the minimum (Spry) or below standard (Raddall) in total space available.

● The crowded collections and lack of user seating at the two community branches (Spry and Raddall) contrast with the provision of spacious meeting rooms. In two of the branches these latter are well above accepted standards.

● The quality and quantity of lighting is fair to poor in all branches. In the Raddall branch the problem is so serious that it requires immediate improvement.

● None of the branches has a furnishing layout that can support effective library services. Staff work areas are generally crowded and not necessarily

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related to the functions to be performed; collections do not have appropriate relationships or visibility for ease of use.

● A coordinated plan is needed which can establish the level of service and facility requirements for the branches, relative to location and service area populations.

Recommendation 15. A branch facility planning document should be prepared which establishes a range of standards for the HRL branch system: collections, user stations, staffing, services, facilities, and library building design criteria.

Recommendation 16. Plans for short and long range improvements in the branches should be made, related to the facility planning document.

Recommendation 17. Short term plans for the branch reorganization or renovations should include:
- assignment of excess meeting room space to relieve the crowding of the collections, individual user stations, and staff work areas;
- new furnishing layouts to improve efficiency and effectiveness;
- improved lighting.

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    Note: The use of a broader community in planning a new or expanded library building is commonly accepted: Brantford, Orangeville, Shelburne, Kitchener and Vancouver are examples of communities which have based their central library size on a population size greater than in their specific jurisdiction.

35. Note: The automated systems selected by CALUPL libraries, of which some are second generation, include:

Dynix	15	VTLS,Unysis, ULisys	4
Geac	10	Imlex	1
DRA	4	Best Seller	2
Dobis	1		38
ISM	1		

Nor is it only large urban libraries which have implemented such systems; public libraries, large and small have been installing automated systems since the late 1960's, changing to online systems in the early 1980's. Smaller libraries frequently shared such installations:
For example: The Library Consortium (Woodstock, Chatham, Kent Co. etc.)
York Library Network (Newmarket, Pickering, Vaughan, etc.)
It should also be noted that Canadian university libraries were among the pioneers in North American library automation. Dalhousie University had one of the earliest automated periodical systems: 1964.

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43. Halifax Transportation Study. op.cit.

44. Ibid.

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APPENDIX 1

Libraries Act
and Regulations

CHAPTER 254 OF THE REVISED STATUTES, 1989

as amended by
1990, c. 32
1990, c. 19, ss. 44, 45

An Act Respecting the Provincial Library and Regional Public Libraries

Short title

1   This Act may be cited as the *Libraries Act*. R.S., c. 254, s. 1.

Purpose of Act

1A   The purpose of this Act is to

(a)   have the Provincial Library co-ordinate the activities of provincially funded libraries;

(b)   establish and provide for the orderly operation of regional public libraries; and

(c)   provide support services to libraries in the Province. 1990, c. 32, s. 1.

Provincial Library

2   There shall be a Provincial Library of Nova Scotia, hereinafter called the "Provincial Library". R.S., c. 254, s. 2; 1990, c. 32, s. 2.

Administration

3   The Minister of Education shall have the general supervision and administration of the Provincial Library and of libraries and library services provided under this Act and subject to this Act, the functions heretofore vested in the Regional Libraries Commission. R.S., c. 254, s. 3.

Appointment of Provincial Librarian

4   A librarian shall be appointed Provincial Librarian in accordance with the *Civil Service Act*. 1990, c. 32, s. 3.

BRANCH MAINTENANCE GRANTS

3 (1) Each city, town or municipality in which a branch library facility for a regional library board is located shall submit no later than March 1st of each year a statement on a form provided by the Minister detailing the expenditures for maintaining the branch library facility for the previous calendar year.

(2) The Minister shall upon receipt of the statement of expenses pay a grant to each city, town or municipality in an amount calculated in the following manner:

(a) the product of the number of square feet of library space approved by the Minister multiplied by the amount determined by the Minister annually; and

(b) the product of the population of the city, town or municipality multiplied by an amount determined by the
  . Minister annually.

(3) The total grant paid to a city, town or municipality under subsection (2) shall not be less than the grant paid in 1986, except in those cases in which the number of square feet pursuant to clause (a) of subsection (2) has decreased since 1986, but shall not be more than the actual expenditure for the calendar year for which the grant is paid.

(4) Each city, town or municipality planning to provide new or expanded branch library facilities shall submit a request to the Library Council by the 15th day of August of any year for approval by the Minister for a branch maintenance grant to be paid commencing in the year in which the new or expanded facilities are opened.

CAPITAL AND OTHER GRANTS

4 (1) Each regional library board wishing to apply for a capital grant shall not later than the 15th day of August of any year submit to the Library Council a request showing

(a) the extent to which it is necessary to erect, acquire, purchase, alter, add to, improve, relocate, furnish or equip buildings for branch library purposes;

(b) the preliminary cost estimates for the work;

(c) a statement of commitment from the supporting municipalities to pay their share of capital and operating costs;

(d) a statement of projected operating costs for the first two years; and

(e) any other information which may be required by the Minister.

(2) The Library Council shall review and consider each request and shall advise the Minister of all the requests received, those that it recommends for grants and the amounts of the grants so recommended.

(3) Where the Minister has received the recommendation of the Library Council, and he is satisfied that it is necessary to provide the facilities, he shall, after receipt of the approval of Governor in Council, advise the Library Council of the requests that have been approved and the maximum amount of the grant that has been approved.

(4) Where the Minister determines, all construction related details for a project shall require the approval of the Minister prior to the commencement of construction.

(5) Where a project is approved pursuant to subsection (3) and the Minister receives satisfactory supporting documentation regarding the actual cost of the project, he shall pay to the city, town or municipality a grant equal to the lesser of the maximum grant approved pursuant to subsection (3) or the same percentage of the actual cost as the operating grant under Section 2(2) is to the regional library board's approved operating funding level in the year the project is approved.

(6) Notwithstanding subsection (5), the Minister may agree to pay a city, town or municipality a grant pursuant to subsection (3) in two or more installments, but the total of such installments shall not exceed 85% of the approved grant until the completion of the project for which the grant is made.

(7) The operating costs incurred by a regional library board for a project approved pursuant to subsection (3) shall be identified and the Minister shall pay to the regional library board the portion of the operating costs that are approved by the Minister at the same percentage as set out in subsection (5) for the first two years.

(8) The Minister shall pay to a regional library board with new or expanded facilities approved pursuant to subsection (3) a grant for the initial purchase, as approved by the Minister, of library materials required to provide its programs and services calculated at the same percentage as set out in subsection (5).

FRENCH LANGUAGE

5   (1)   The Minister shall pay to a regional library board, where the French speaking population exceeds 12% of the total population of the area served by the regional library board, an annual French Language grant to assist in the provision of library service in the French language.

(2)   The grant shall be 5% of the annual operating grant under Section 2 and shall be in addition to the annual operating grant.

(3)   The grant shall be paid as set out in subsection (4) of Section 2.

(4)   The grant shall be conditional on the preparation of a separate financial statement, in accordance with subsection (2) of Section 14 of the Act, detailing the expenditures made for French Language library service provided by the regional library board.

Section 5(4) amended: OIC 91-430, N.S. Reg. 68/91.

REGIONAL LIBRARIES - FUNDING FORMULAE REGULATIONS

made pursuant to
the
LIBRARIES ACT

Section 15, R.S.N.S., 1989, c. 254

O.I.C. 88-481, N.S. Reg. 104/88

as amended by O.I.C. 91-430, N.S. Reg. 68/91

April 9, 1991

CONSOLIDATION PREPARED BY
THE REGISTRAR OF REGULATIONS

Halifax, Nova Scotia
1992

DEFINITIONS

1   In these regulations

(a)   "approved operating funding level" means the product of the per capita rate determined by the Minister multiplied by the population of the cities, towns or municipalities participating in a regional library;

(b)   "library tax rate" means a rate set annually by the Minister;

(c)   "population of a city, town or municipality" means the population as shown in the census last prepared by Statistics Canada;

(d)   "uniform assessment" means the uniform assessment of the city, town or municipality determined pursuant to the Municipal Grants Act.

OPERATING GRANTS

2   (1)   The cities, towns and municipalities served by a regional library shall pay to the regional library board serving the area a total payment calculated at the library tax rate per $100 of uniform assessment, or the amount paid in 1986 whichever is the greater.

(2)   The Minister shall pay to each regional library board an operating grant sufficient to make up the difference between the amount received by each regional library board from the cities, towns or municipalities being served by the regional library board and the approved operating funding level.

(3)   Notwithstanding subsection (2) the operating grant paid by the Minister shall not be less than the amount paid in 1986.

(4)   The grants set out in subsections (1) and (2) shall be paid in quarterly installments, one installment in the first month of each quarter.

Duties of Provincial Librarian

5   Under the direction of the Minister of Education, the Provincial Librarian shall.

(a)   have general charge of the Provincial Library;

(b)   direct the work of other officials and employees in the Provincial Library;

(c)   promote and encourage the extension of library service throughout the Province;

(d)   supervise libraries and library work supported under this Act;

(e)   perform such services as the Minister deems necessary or advisable to supplement the activities of libraries established under any Act;

(f)   co-operate with any cultural or educational organization, library association, library board or librarian in matters pertaining to the organization, maintenance and administration of the Provincial Library or any library established under any Act;

(g)   co-operate or associate himself with the National Library of Canada in any undertaking of value to the Province;

(h)   perform such other duties as are assigned to him by the Minister. R.S., c. 254, s. 5.

REGIONAL LIBRARIES

Agreement to establish regional library

6   (1)   With the approval of the Minister of Education, a city, town or municipality may enter into and carry out an agreement with other cities, towns, municipalities and the Minister, or with any one or more of them, for the establishment and operation of a regional public library.

Withdrawal from agreement

(2)   A party to an agreement under this Section may withdraw from participation in the agreement on the thirty-first day of December in any year by giving to each of the other parties not less than one year's written notice of its intention to withdraw. R.S., c. 254, s. 6.

Additional participation

7   Where an agreement made under Section 6 provides that an additional city, town or municipality may become a party to the agreement, the regional library board that was constituted as a result of the agreement shall be deemed to be the agent of each city, town and municipality that is a party to the agreement and as such agent may, in their names and on their behalf, enter into an agreement with an additional city, town or municipality for participation by it in the establishment, operation or support of the regional public library. R.S., c. 254, s. 7.

Borrowing power

8   A city, town or municipality that enters into an agreement under this Act for the establishment and operation of a regional public library may borrow or raise by way of loan on the credit of the city, town or municipality such sum or sums as the council thereof deems necessary for the purpose of erecting, acquiring, purchasing, altering, adding to, improving, furnishing or equipping a building or buildings for a regional public library or for the purpose of purchasing or acquiring books for such library. R.S., c. 254, s. 8.

Source of funds

9   Any sums required by the council of a city, town or municipality for the purpose of establishing or supporting a regional public library under this Act shall be held to be sums voted or granted for the ordinary lawful purposes of the city, town or municipality and may be raised, levied and collected in the same manner and in all respects as other sums required for the ordinary lawful purposes of the city, town or municipality are raised, levied and collected. R.S., c. 254, s. 9.

Regional library board

10 **(1)** Where an agreement for the establishment and support of a regional public library is entered into under this Act there shall be a regional library board for the management and operation of the library.

Composition of board

(2) A regional library board shall consist of

(a) one member appointed by each city, town and municipality that is a party to the agreement;

(b) two members appointed by the Governor in Council; and

(c) additional members appointed in such manner and number as the parties to the agreement agree.

Term of office

(3) A member of a regional library board appointed by a city, town or municipality holds office for a period of one, two or three years, as determined by the city, town or municipality making the appointment, and a member appointed by the Governor in Council holds office for such term as the Governor in Council prescribes.

Ineligibility for re-appointment

(4) A member of a regional library board who is absent without cause from more than one half of the meetings of the board in any term is ineligible for appointment to the board for the following term. R.S., c. 254, s. 10; 1990, c. 32, s. 4.

Powers

11 A regional library board is a body corporate under the name of "(*here insert name of region or district*) Regional Library Board" and may

(a) acquire and hold real and personal property of every description;

(b) equip, establish and maintain a regional public library;

(c) acquire and circulate books, periodicals, pamphlets and other articles and objects of educational or artistic value;

(d) borrow from time to time for the purpose of defraying its operating expenses an amount not exceeding one half of the amount expended by it during its immediately preceeding financial year;

(e) receive, hold and administer bequests, donations and gifts of real and personal property;

(f) enter into and carry out agreements with cities, towns, municipalities, persons, associations or organizations for the provision of library services to them on such terms and conditions as the board thinks advisable;

(g) make rules and regulations for the conduct and management of the business of the board and of the library;

(h) with the approval of the Minister of Education, engage a librarian to act as chief executive officer;

(i) engage such assistant librarians and other employees as the board considers advisable, and fix their compensation;

(j) do and perform such other acts and things as are conducive or incidental to the carrying out of its purposes and the exercise of its powers. R.S., c. 254, s. 11; 1990, c. 32, s. 5.

Provincial Library Council

12 **(1)** There is hereby established a Provincial Library Council which shall consist of

(a) the Deputy Minister of Education or his designee who shall be chairman of the Council;

(b)   the Provincial Librarian who shall be secretary to the Council;

(c)   one representative from each regional library board who is a member of the board recommended to the Minister by the regional library board and appointed by Governor in Council; and

(d)   any other additional members the Governor in Council may wish to appoint.

Term of office
(2)   The Governor in Council may fix the term of office of any member of the Library Council for a period not exceeding three years.

Term of representative
(3)   A member of the Library Council who is a member by virtue of his position or office shall cease to be a member when he ceases to hold that position or office.

Allowance
(4)   Each member shall be entitled to actual and reasonable travel and living allowances while attending meetings or travelling on behalf of the Council.

By-laws
(5)   The Library Council, with the approval of the Governor in Council, may make by-laws for the proper conduct of its business.

Review of public library service
(6)   The Library Council may study and review public library service in the Province and make recommendations to the Minister regarding same. R.S., c. 254, s. 12.

Recommendations respecting grants
13   (1)   The Library Council, on or before the thirty-first day of January, each financial year, shall forward to the Minister of Education its recommendations respecting operating grants to regional library boards, maintenance grants to a council of a city, town or municipality and capital grants by the Province during the following financial year.

When grants announced
(2)   The Minister shall announce the Provincial operating grants, maintenance grants and capital grants in respect of regional libraries as near as possible to the start of the financial year to which the grants apply. R.S., c. 254, s. 13; 1990, c. 19, s. 44.

Auditor
14   (1)   Each regional library board shall annually appoint as an auditor for the board a person who is licensed under the *Public Accountants Act*.

Financial Report
(2)   The auditor shall annually, not later than the fifteenth day of June, submit to the regional library board, the Minister of Education, and each city, town or municipality that is a party to an agreement for the operation of a regional public library, a financial report of the operations of the library for the financial year ending the thirty-first day of March. R.S., c. 254, s. 14; 1990, c. 32, s. 6; 1990, c. 19, s. 45.

Regulations respecting funding
15   (1)   The Governor in Council may make regulations

(a)   establishing a funding formula for calculating operating grants to regional library boards;

(b)   establishing a funding formula for calculating Provincial grants to help defray part of the maintenance costs incurred by the council of a city, town or municipality in providing space and covering the cost of utilities and other related expenditures for branch libraries;

(c)   providing for Provincial grants for capital construction and related operating costs in respect of regional libraries;

(d) respecting payments to regional library boards by the councils of cities, towns and municipalities;

(e) governing such grants as the Minister may, from time to time, deem appropriate.

Regulations Act
(2) The exercise by the Governor in Council of the authority in subsection (1) shall be regulations within the meaning of the *Regulations Act*. R.S., c. 254, s. 15; 1990, c. 32, s. 7.

Regulations
16 The Governor in Council may make such regulations as he deems necessary for the carrying out of this Act. R.S., c. 254, s. 16; 1990, c. 32, s. 8.

APPENDIX 2

Appendix 2

PLANNING PPROCESS FOR LIBRARY RENOVATION AND EXPANSION

1. Collection and review of pertinent articles and books on public library building planning.

2. Visits to recently constructed or renovated central library buildings.

3. User needs assessment to clarify and confirm the population size and characteristics to be served by the new facility.

4. Preparation of library building program, which includes:
   - Philosophy of service
   - Library design criteria
   - Population to be served
   - Space requirements for major elements:
     - collections (including categories, numbers and standards)
     - user accommodation (including varieties, numbers and standards)
     - staff and service (including numbers, organization and standards)
     - auditorium/meeting room complex
     - non-assignable space
   - Assignment of elements to functional groupings (called components) based on necessary relationships
   - Functional relationship diagrams
   - Identification, description (function and adjacencies) of components
   - Component distribution diagram
   - Facility sheets for each component or sub-component.(optional)

5. Feasibility study of the renovation/expansion of the Main Library, based on the completed building program and including cost estimate.

6. Fund raising campaign, if required.

7. Selection of architect, consultants.

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