

SASKATOON NEW CENTRAL LIBRARY BUSINESS CASE

Summary Report

September 2019

SPLCONNECTS



OVERVIEW

In the spring of 2018, Saskatoon Public Library (SPL) engaged in community conversations to learn what spaces Saskatoon residents would like to see as a part of a new central library.

The “What We Heard Report” was released in the fall of 2018 and the results were affirmed through community consultation.

KPMG was engaged by SPL to undertake a Central Library Feasibility Study and develop a Business Case for the project. Saskatoon Public Library engaged Kindrachuk Agrey Architecture (KAA) to provide technical input into the Business Case.

SPL operates as a statutory board, under the provisions of The Public Libraries Act, 1996.

Under the Act, borrowing requires approval by City Council. The Business Case is being presented to City Council for borrowing approval in the fall of 2019.

This report is a summary of the KPMG Business Case is available at saskatooncentrallibrary.ca.

Additional public updates will be provided, and consultation opportunities will be available, as the project progresses.

EXECUTIVE SUMMARY

SPL has been enriching the community by inspiring discovery, curiosity and creativity through the sharing of spaces, experiences and ideas for over 100 years. SPL's locations seek to provide welcoming and vibrant community meeting spaces, with diverse collections, programs and services that are inclusive and promote lifelong learning.

In 2016, SPL released a Strategic Plan with a vision to change lives through community connections, engagement and inclusivity. It sets forth an exciting and ambitious vision of growth, modernization and cultural progress. In pursuit of the vision, SPL has been readying for the future, making the necessary changes to ensure the library has the ability and capacity to create strategic and sustained positive community impact for future generations.

Frances Morrison Central Library (FMCL), and eight SPL branches serve a population of over 278,000 residents. In 2018, 48% of Saskatoon residents were members, SPL had over 1.6 million visits, circulated over 3.3 million items, and patrons saved over \$43 million by borrowing materials from the library.

FMCL opened its doors in 1966 to serve a population of 115,000. As Saskatoon's population has grown, SPL has continued to experience growth in visitors, circulation and membership, with the majority of the demand placed on the central library. FMCL was designed to house a collection of 100,000 items. As of 2018, the collection size had increased by 170%, and the number of employees has grown by 74%. Today, FMCL is SPL's largest and busiest location.

Designed for a different era of public libraries, SPL now faces challenges in delivering modern library services at FMCL with increasing patron expectations, demand for technology and space, and changing community demographics. As the heart of the library system, the central library serves as a hub to support branch libraries with

collections, specialized services, spaces and expertise. The ability of a central library to support the needs of both its patrons and the needs of the neighbourhood branches determines the vitality of the entire library system. FMCL is now failing to meet the demands of the community it serves.

Both SPL as a library system and the 78,000 square foot FMCL facility are undersized to serve the current Saskatoon population, based on industry benchmarks. Lack of capacity and high demand for service is straining SPL's ability to provide library service across the city. As a result of the small size and condition of the facility, FMCL has troubling service gaps including lack of public space, an inability to support the technology needs of patrons, lack of programming rooms, an undersized collection, and safety and security concerns.

FMCL is deficient on significant building codes (dating back nearly 20 years), many of which create risk for the organization. Some of the most critical issues are a lack of a sprinkler system in the event of a fire, not enough fire exits, accessibility issues, and only a handful of public washrooms.

With the City of Saskatoon anticipating the population to grow to 500,000 in the next 30 to 40 years and the changing demographics of the city, demand for library space and service is expected to grow, placing a further strain on an already strained system. A new central library is a critical piece of SPL's long-term plan to address growth and service demand. A new central library will also address the safety, service gaps, and accessibility issues, as well

executive summary

as add the much-needed capacity required for SPL to continue to deliver vital library services to the community.

A new central library is fundamental to delivering on SPL's vision to change lives. The planned new Saskatoon central library blends traditional library service with new and innovative spaces, programs and services, and will enable SPL to adapt library services to meet the changing needs of patrons into the future.

Community input, library best-practices, benchmarking, building code, accessibility standards, the City of Saskatoon's Plan for Growth, and SPL's Strategic Plan informed SPL's new central library functional program. SPL envisions a new central library that will inspire the community, be a model for sustainability and accessibility, and be a source of pride for those who call Saskatoon home.

The new central library is estimated to be 149,000 square feet and includes a larger collection, indoor

and outdoor green spaces, a mix of quiet and animated spaces, expanded Local History space, technology-centred learning and innovation spaces, and public meeting and gathering spaces.

The new central library estimated project cost of \$154 million (adjusted for inflation). Funding sources are a combination of reserve funds, land sale proceeds, donations and \$87.5 million in borrowing (with the debt repayment via the library levy). The new central library is planned to open in 2026. The project is projected to result in \$132 million in value-added economic activity (GDP) during the construction phase, and an estimated \$15 million annually once operating.

The Business Case for a new central library describes how a new facility will contribute to the overall quality of life for all of Saskatoon's residents, create positive social and economic impact and contribute to downtown revitalization.



“ Today, as cities and suburbs reinvent themselves, and as cynics claim that government has nothing good to contribute to that process, it’s important that institutions like libraries get the recognition they deserve. After all, the root of the word “library,” liber; means both “book” and “free.” Libraries stand for and exemplify something that needs defending: the public institutions that — even in an age of atomization and inequality — serve as bedrocks of civil society. Libraries are the kinds of places where ordinary people with different backgrounds, passions, and interests can take part in a living democratic culture. They are the kinds of places where the public, private, and philanthropic sectors can work together to reach for something higher than the bottom line. ”

Eric Klinenberg, *Palaces for the People: How Social Infrastructure Can Help Fight Inequality, Polarization, and the Decline of Civic Life.*

REINVESTMENT IN CENTRAL LIBRARIES

Within the past 15 years, there has been a resurgence of central library revitalization worldwide. These facilities are seen as key contributors to successful, livable cities and improving the quality of life for residents.

No longer are libraries designed solely as buildings for books. Today, library design is human-focused. Modern libraries combine the best features of traditional libraries with an array of new and innovative services.

Modern libraries are spaces for inspiring discovery, creativity, innovation, and where digital, cultural and social literacies can develop. Public libraries also offer technologies, bridging the digital divide between those who can afford access and those who cannot.

Out of all the cherished public institutions, libraries represent the most authentic democratic spaces. Programs and services are free, everyone is welcome, and freedom of expression reigns.

Around the world, cities are investing in central libraries to serve as municipal landmarks, a welcoming place where all residents—regardless of age, gender, income level, physical ability, or social status—can gather to learn, share, and create. These facilities serve as pivotal components of community innovation and downtown revitalization strategies.

New central library projects built or in progress across North America:

Ottawa ON, 2024 (in progress)

Edmonton AB, 2020 (in progress)

Guelph ON, 2018 (project approved)

Calgary A, 2018

Vancouver BC, 2017

Austin TX, 2017

Halifax NS, 2014

Billings MT, 2014

Kitchener ON, 2014

Minneapolis MN, 2006

Seattle WA, 2004



Calgary AB



Vancouver BC



Halifax NS



Seattle WA

For more, see the [New Central Library Business Case section, "Business Need."](#)

COMMUNITY IMPACT

Investing in libraries contribute many positive benefits for the communities they serve, including:

Social Infrastructure

- Libraries provide community leadership in the areas of reconciliation, anti-racism, social inclusion, anti-poverty, and harm reduction initiatives.
- Libraries provide welcoming, safe and accessible spaces supporting various educational and social pursuits and enhance the collective quality of life for residents.
- Through helping residents improve things such as literacy rates and employability factors, along with providing safe and welcoming places to gather, libraries directly address social determinants of health.
- Through community partnerships, libraries help strengthen community collaborations and connections.
- Libraries reduce inequality by providing equal and free access to collections, services, programs, technology, and spaces.

People & Ideas

- Libraries support a wide range of literacy objectives and help support the growth of its users in many critical areas, including reading, technology, writing and civic engagement. Literacy rates directly correlate to the overall health and prosperity of communities.
- Libraries provide free programs and services supporting educational growth and helping to advance job/career prospects, which is particularly important for a community's most vulnerable individuals, including youth and those living in poverty.
- The wide range of library programming helps support the varied needs of different demographics.
- Libraries are amongst the most important public institutions for new Canadians, providing welcoming spaces, programs and services; including settlement and language supports.
- Innovation labs and other technological innovation spaces can greatly enhance a community's creativity and commercialization efforts.
- By providing equal access to WiFi, public computers, software programs and other forms of modern technology, libraries help bridge the digital divide in communities.
- Through providing diverse collections, spaces and forms of access, libraries respond to and reflect the diversity inherent within their communities as a whole.

Downtown Rejuvenation

- Libraries help showcase a city and add to the brand and marketing efforts of a city.
- New central libraries have been shown to have significant impacts on downtown revitalization efforts, boosting real estate values and contributing to other significant economic benefits.
- Libraries often attract other progressive businesses, cultural organizations and residential ventures, leading to economic diversification.
- By boosting the overall health and prosperity of a city, libraries can also help their communities attract more high-profile events and conferences, and drive tourism.
- Increased visitor traffic to libraries results in increased spending at nearby shops and restaurants.
- Libraries can significantly strengthen the cultural fabric of a community and increase the attractiveness of downtown cores, resulting in improved labour attraction and retention rates.

Community-Building

- As one of the only spaces where all people are treated equally and can gather freely, libraries play a significant role in helping residents make connections and build community.
- By increasing the overall health and prosperity of a city and its residents, libraries contribute to increased civic satisfaction, engagement and pride.
- For people who do not have personal access to modern modes of communication, libraries help people remain connected to others through courtesy phones, WiFi and public computers.

For more, see the [New Central Library Business Case section, "Economic & Community Impact Analysis."](#)

SOCIAL IMPACT

Public libraries serve as a critical component in enhancing the quality of life for all and helping to address global needs at a community level.

As a key contributor to strong communities, public libraries contribute to at least 10 of the 17 United Nations Sustainable Development Goals.ⁱ These goals establish core activities to achieve a better and more sustainable future to address global challenges, including those relating to poverty, inequality, climate, environmental degradation, prosperity, and peace and justice.ⁱⁱ

Public libraries also have a significant role to play in responding to the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) the Truth & Reconciliation’s Calls to Action (TRC), and the Missing and Murdered Indigenous Women and Girls (MMIWG) Calls for Justice.ⁱⁱⁱ



For more, see the New Central Library Business Case section, “Public Library Trends.”

CHANGING COMMUNITY DEMOGRAPHICS

The fastest-growing demographics in Saskatoon are typically frequent users of library services, amplifying the capacity pressure experienced at current facilities.

31%

31% increase in Indigenous residents, with a rapidly growing youth demographic between 2011 and 2016.^{iv}

65%

65% increase in newcomers between 2011 and 2016.^v

72%

72% increase in residents who identify as a visible minority between 2011 and 2016.^{vi}

The prevalence of Low Income among 18 to 64-year-olds, based on the after-tax low-income measure, **DECREASED ONLY 1.5%** while median total income **INCREASED BY 30%** between 2011 and 2016.^{vii}

6%

6% increase in 2018 with 475 people experiencing homelessness, including 38 children. The library was accessed 5,483 times, making it the most accessed service by this group, above the Food Bank and Shelters.^{viii}

For more, see the New Central Library Business Case section, "Demand and Use Projections."



PUBLIC LIBRARY TRENDS

Modern libraries provide a sense of community within cities and help address systemic social issues, such as affordability, literacy, social isolation, and exclusion. Libraries have become civic commons and a vital part of healthy civic infrastructure. They create neutral and safe spaces for human interaction. They are places where people come to meet, learn, share, and where people feel a sense of belonging and community. Public library systems play a critical role in society, as demonstrated by library usage and trends.

Demand for physical materials is decreasing

Physical circulation across Canada has seen a slight decline; however, the use of SPL physical resources is still active and has slightly increased with over 3.3 million items circulated in 2018.

Demand for electronic resources is increasing

Libraries are responding to the trend towards user demands of e-resources and streaming services.

Collections are diversifying beyond traditional materials

Libraries continue to grow and diversify their collection offerings with new services, formats, and options such as Book Club in a Bag kits, WiFi hotspots, and STEAM (science, technology, engineering, art, and math) kits.

Demand for multilingual collections is growing

As newcomer populations in Canada settle in communities, libraries have responded to their needs by expanding their multilingual collections and adding programming.

Reconciliation is changing how libraries curate collections & spaces

Libraries across Canada are participating in the national call for reconciliation and honouring Indigenous perspectives and diversifying their collections, and honouring indigenous perspectives into space designs.

Local content is a priority

Libraries are working to increase access to local content, self-publishers, and digitizing local history materials to make them more accessible.

Increased demand for programming

Over the past five years across Canada, library programs per capita have grown at a rate of 6.3% due to increased demand and attendance.^{ix}

Library as a community partner

Libraries have become increasingly linked as strong partners for community-based organizations to help meet the needs of their communities. Also, many libraries have added outreach workers to their staffing compliments to address the needs of patrons who frequent the library.

For more, see the [New Central Library Business Case section, "Public Library Trends."](#)

ABOUT SPL

Governance

SPL is a charitable organization, governed by a volunteer board, appointed by City Council, under the Public Libraries Act, 1996.

Strategy

SPL's 2016–2021 Strategic Plan (the Strategic Plan) charts a course toward modernization and cultural progress.

Organization

SPL has a flexible and modern organizational structure designed to strategically and deliberately create a positive community impact.

Services

SPL provides programs and services to enhance the educational and recreational needs of the community.

Financial

SPL is primarily funded through its own defined levy as part of municipal taxes and maintains reserve funds to support future infrastructure requirements.

For more, see the [New Central Library Business Case section, "Introduction to Saskatoon Public Library."](#)



CURRENT CAPACITY PRESSURES

Since FMCL's construction over 50 years ago, population growth and demand for library services in Saskatoon has exceeded SPL's growth and has strained SPL's ability to provide quality library services.

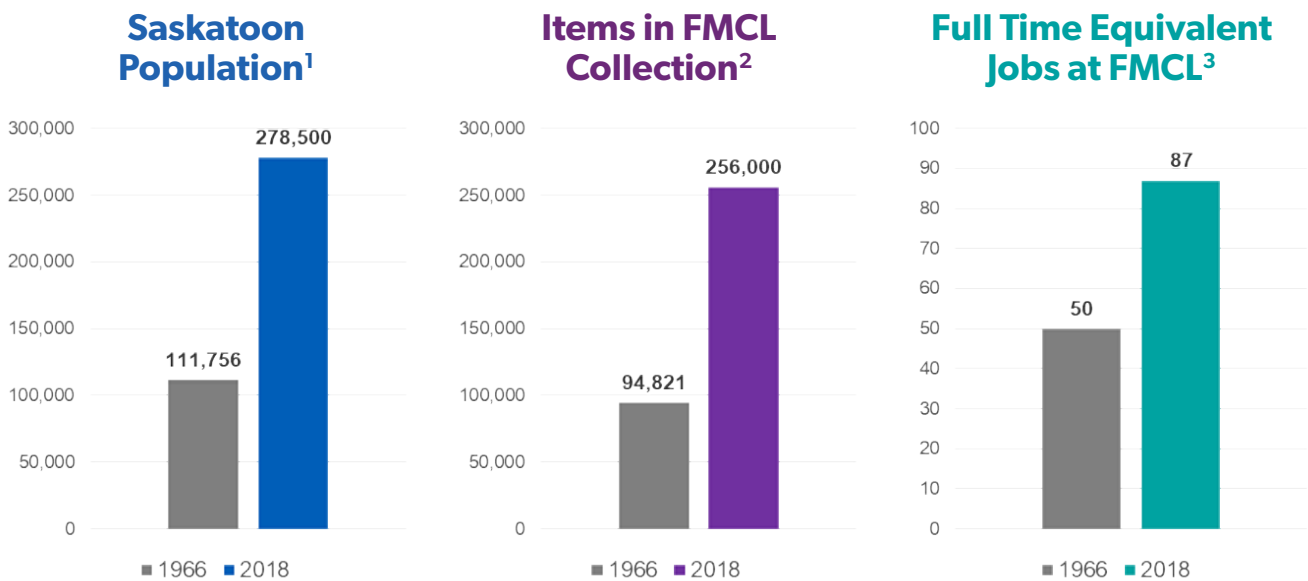
The negative impact is felt most significantly at FMCL (the oldest of all SPL's facilities).

FMCL, as a core part of the SPL system, serves a significantly increased population and membership (+249%).

FMCL was designed for 50 employees, and to hold less than 100,000 items in its collection. As of 2018, the FMCL collection size increased by 170%,

and the number of employees based at FMCL has grown by 74%.

FMCL features specialized areas and services not available at other SPL locations, including an art gallery, theatre, accessibility services, Local History, and a Reconciliation Reading Area. It also holds the largest proportion of items in SPL's collection.



For more, see the New Central Library Business Case section, "Frances Morrison Central Library at a Glance."

FMCL DEFICIENCIES

FMCL is non-compliant with modern building codes, including fire, mechanical, electrical, and accessibility requirements, with known violations for nearly 20 years.

- The City of Saskatoon Building Standards Branch determined that architectural improvements will not be permitted without the non-compliance subjects being addressed.
- There are insufficient fire exits, which possess a significant life safety liability.
- The mechanical systems in the building are original, dating back to 1966. For the building to operate successfully through another life cycle, a complete retrofit of the mechanical system would be necessary.
- As of 2005, the original electrical systems were identified as nearing the end of their anticipated life.
- Roof leaks prove difficult to troubleshoot and repair and damage the collection when they occur.
- The building can no longer meet the functional needs of the library, including the flexibility to keep up with user demands of space, programming and modern technology.

For more, see the [New Central Library Business Case section, "Frances Morrison Central Library at a Glance."](#)



Shelving is not FADS compliant



Local History materials are degrading due to lack of proper storage



Only one washroom large enough to be accessible



Makeshift shipping and receiving area in the basement due to lack of space on the main floor



Cracked and crumbling entrance



Only eight public waterclosets



Overcrowding in the Local History Room



Cramped materials check-in workspace



Materials in storage due to lack of space on the main floor



Irreplaceable items are stored in the basement due to lack of space



Water damaged and crumbling foundation

SERVICE GAP ANALYSIS

SPL has identified usage based on personas describing ways in which patrons use the library to identify service gaps. These personas are fluid, meaning that a specific person could use the library in several ways. Persons represent types of use only and are not intended to have demographic or any other data related to them.

SPL's personas include:



Social

Patrons use the library as civic commons.



Tool

Patrons use the library's tools and technology to leverage their skills and abilities.



Task

Patrons use the library with a specific purpose or are there to "get something done."



Collaboration

Patrons come to the library in groups to work on projects together.



Sanctuary

For these users, library resources are a life-line and a way of maintaining a connection to society.



Distance

These patrons either cannot, or choose not to, use the physical library but use library services supported by central library operations support.

Service gaps included but are not limited to:

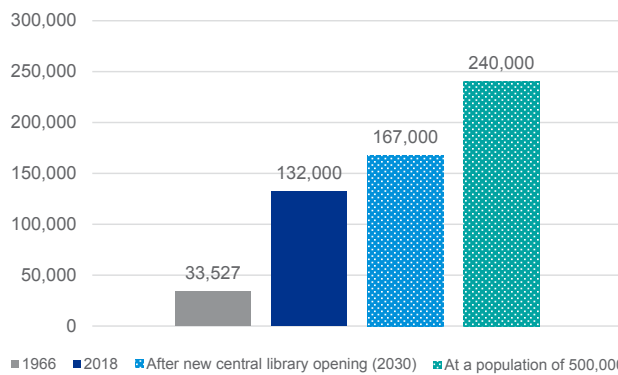
- Limited area for browsing collections and displays
- Limited soft seating
- No café
- Lack of programming spaces
- No video games
- No technology-centric innovation spaces
- Limited access to power
- No private/collaborative group spaces
- No audio or video editing or digital tools
- Barrier-free entry and travel throughout the facility
- Lack of designated quiet areas in the branch due to space limitations
- The environment is not inviting
- The collection is too small
- Local History is too small, and there is not enough workspace
- Shortage of public computers
- A severe shortage of washrooms

For more, see the New Central Library Business Case section, "Service Gap Analysis."

DEMAND & USE PROJECTIONS

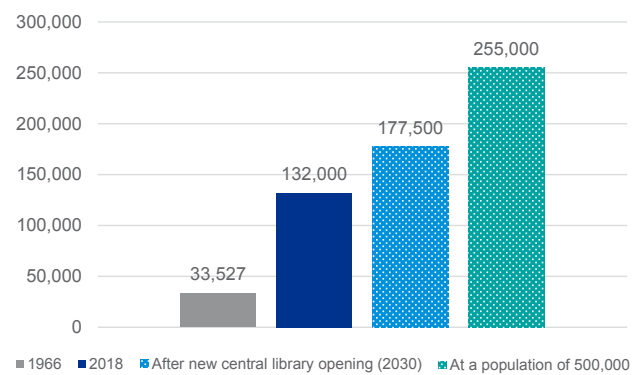
To date, SPL has experienced growth in membership and visitation in alignment with population growth. Based on the experiences of other cities, membership and visitation growth could outpace population growth with enhanced services offered in a new central library.

Total Members at Current Membership Rate^{1,2}



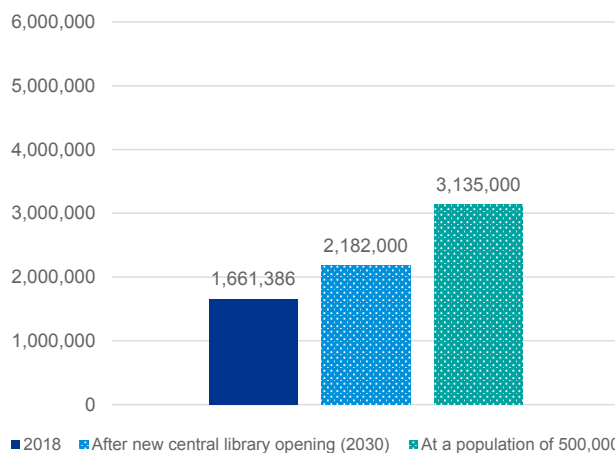
If membership levels remain consistent with 2018 membership levels (48% of the population), SPL will have an additional 108,000 members at a population of 500,000.

Total Members at Forecasted Membership Rate^{1,2}



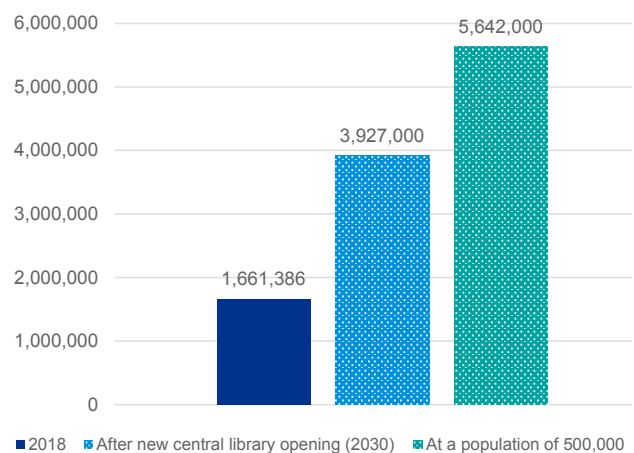
If membership levels increase when a new central library opens (at the same annual rate experienced by other Canadian cities), SPL will have 255,000 members at a population of 500,000.

Total Visits at Current Rate^{1,2}



If the number of visits in 2030 and 2050 remains consistent with 2018 levels (average of 6.3 visits per person), SPL will experience nearly 2.2 million visits in 2030—an increase of 31%.

Total Visits at Forecasted Rate^{1,2}



If visits increase at the accelerated rate as experienced by other Canadian cities following the introduction of a new central library, SPL will experience over 3.9 million visits in 2030—an increase of 136%.

For more, see the New Central Library Business Case section, “Demand and Use Projections.”

DRIVING FACTORS FOR A NEW CENTRAL LIBRARY

All residents of Saskatoon have an opportunity for an enhanced quality of life with the introduction of a new central library. The factors that are driving the need for a new central library are:

The Role of Libraries in Communities

The role of libraries has evolved. Today, designs are human-focused. Modern libraries combine the best features of traditional libraries with an array of new and innovative services to create transformational impact in their communities. The public library is positioned to notice when there is a need in the community, and steps in to fill gaps in opportunity and access.

The FMCL Facility Condition

The current building is over 50 years old and has significant life-safety and accessibility deficiencies. Upgrades are not permitted unless the building code deficiencies are addressed.

Changing Demographics

Since 1966, Saskatoon's population has more than doubled and is anticipated to reach 500,000,^{xi} resulting in further capacity constraints. Additionally, demographics are changing and creating new service needs.

Higher User Expectations

The rapid rate of innovation has resulted in high, yet still realistic, expectations from residents. FMCL cannot meet the infrastructure, technological, and programming expectations, in its current condition.

Central Library as a Foundation for Branches

The central library is the heart of a library system. The branches cannot reach their potential without a central library's diverse collection, distribution, programming, and administrative support.

Leadership in Sustainability & Accessibility

The current FMCL physical space is not aligned with SPL's mission and vision to serve as an accessible community hub, with limitations in access and movement as well as inefficient building operations. The Project would serve as an opportunity to be a community leader, modelling sustainability and accessibility for decades into the future.

City Plans for Downtown Rejuvenation

Based on the experiences of other cities, a new central library will advance the City of Saskatoon's plans for downtown rejuvenation. It will add animation to the downtown core, and be a key place making component of making Saskatoon a great community to live.^{xii}

For more, see the New Central Library Business Case section, "Business Need."

community-derived guiding principles

COMMUNITY-DERIVED GUIDING PRINCIPLES



A welcoming and accessible hub.



Has space for a large and diverse collection of materials.



Has a variety of spaces to meet the needs of the community.



A place for learning and innovation.

For more, see the New Central Library Business Case section, "Functional Program."

FUNCTIONAL PROGRAM OVERVIEW

A functional program is a technical scope-of-work document. Community input, library leading practices, benchmarking, building standards, the City's plan for growth, and SPL's strategic goals informed SPL's new central library functional program.

The new central library is estimated to be 149,000 square feet. This size aligns with comparative facilities, design and building standards, and industry benchmarking.

The functional plan for a new central library includes:

- Space to improve access, searchability, functionality, and growth in physical material holdings
- Enhanced browsing collection of new and popular materials
- Indoor and outdoor green spaces
- An indoor play space for children
- Indigenous perspectives integrated throughout the building, and a dedicated ceremony space
- Public access to computers and ample access to power for patrons who bring their devices
- Learning spaces for users to explore and use for creative pursuits
- A mix of quiet and animated spaces for both individuals and groups
- A mix of table and casual seating
- An expanded Local History space with fire-protected storage for irreplaceable materials
- Creation of a new Oral Stories collection
- Flexible programming spaces
- Technology-centred learning and innovation spaces
- Public meeting and gathering spaces
- Bookable rooms for patrons to use
- A tenant operated café
- Universal accessibility
- Public art
- Environmental design leadership

For more, see the New Central Library Business Case section, "Functional Program."

SPATIAL ANALYSIS

A preliminary set of functional program requirements, including types and sizes of spaces, have been developed by KAA and the new central library project team.

Collections

21%

Space to improve access, searchability, functionality, and growth in physical materials, and valuable materials

Programming & Discovery Spaces

18%

Learning spaces for users to explore and use for creative pursuits

Public Computing & Assistive Technologies

6%

Public access to computers, assistive technologies, and access to power for patrons who bring their devices

Service & Checkout

1%

Convenient and easy access to employee assistance and checkouts (including self-checkouts)

Note: proportions do not total 100% due to rounding.

Public Seating, Collaboration Spaces & Bookable Spaces

15%

A mix of quiet and noisier spaces, individual and group spaces, and table/chair and casual seating

Open & Gathering Spaces

9%

Indoor and outdoor green spaces, and a play structure for children

Public Washrooms & Water Fountains

3%

Enough washrooms and water to meet the needs of users

Retail

2%

Café & Friends of the Library Shop

Building Operations

9%

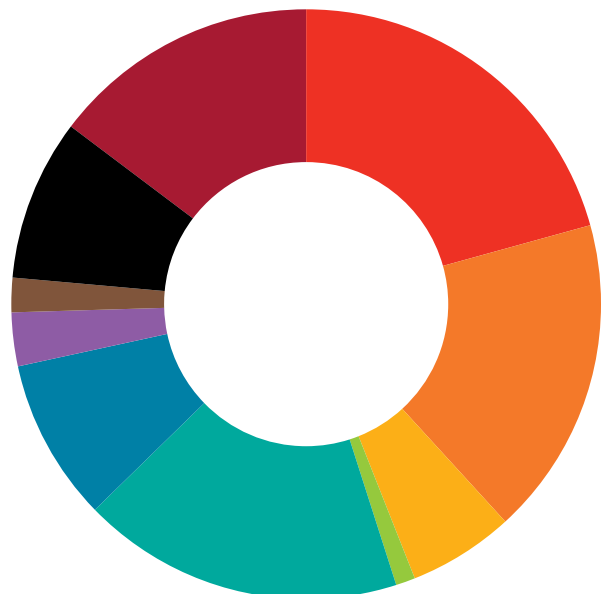
Sufficient area for materials processing, including automated materials handling and paging, and modern and energy-efficient systems.

Employee Work Areas & Storage

15%

Centralized administration, support services and work areas for program and service delivery planning

For more, see the New Central Library Business Case section, "Functional Program."



PREFERRED CONSTRUCTION OPTION

Constructing a new, standalone building at a new downtown site was assessed to be the optimal solution to meet the objectives defined by the community.

For more, see the New Central Library Business Case section, “Functional Program.”

SITE SELECTION

SPL has worked collaboratively with the City of Saskatoon to determine potential downtown locations for a new central library. Due to the commercial sensitivity of site selection and its potential impact on neighbouring businesses and organizations, identification and any associated purchase or sale of the property will be publicly communicated following decision making and commercial negotiations.

Through the analysis and test-fit process, the existing FMCL site was eliminated as a viable option for a new central library site. The business case assumes the sale of the building and land and purchase of land in financial assumptions.

For more, see the New Central Library Business Case section, “Site Selection.”

DESIRED OUTCOMES

Opening a new central library aims to achieve a range of outcomes for SPL and the Saskatoon community it serves. Desired outcomes include the following:

Enhancing Library Services

A new central library will enhance SPL's ability to meet the current and evolving needs of Saskatoon's residents. SPL anticipates that a new central library will rejuvenate SPL's library system and add much-needed capacity to the library. The positive impact of a new central library will be felt through all branches and impact all neighbourhoods city-wide.

SPL envisions a flexible facility allowing spaces and services to be more agile and responsive to changing demands in the years to come. The new central library will be a space that blends traditional core library services with new programs and services to keep the library relevant and responsive to community needs.

Contributing to Social Inclusion & Building Social Infrastructure

SPL anticipates that a new central library in Saskatoon will have many positive social impacts, providing safe, accessible and inclusive spaces for citizens from all walks of life. Through supporting citizens in various educational and social pursuits, a new central library will help build community and enhance the overall quality of life for residents.

SPL envisions a facility that helps reduce inequality in Saskatoon through providing access to important library programs, services and collections. Providing free and welcoming spaces for people to gather will also help address issues of social isolation and encourage collective creativity.

Creating Positive Economic Impact

SPL anticipates that a new central library will create positive economic impacts through the jobs that would be created via construction of the facility itself, and through ongoing operations. By increasing the size/capacity of SPL, new jobs at the library will also be created.

Stimulating Downtown Revitalization

A new central library will contribute to the work the City is doing to make Saskatoon's downtown a more inviting place to visit, work and live. Experience has shown that when new downtown libraries are built, new stores, living spaces and mixed-use facilities follow suit. In particular, a new library adds to the vibrancy and culture in the city's downtown and to the immediate vicinity around the new facility. Central libraries around the world are being used as magnets for development and are often a primary project in a revitalization strategy.^{xiii}

For more, see the [New Central Library Business Case section, "Business Need."](#)

PROJECT COST ANALYSIS

The Project capital cost estimate is approximately \$154 million (in 2026 dollars), of which, \$87.5 million in borrowing is required. The estimate is driven by the desired future state functional program, industry benchmarks, and City-informed analysis and assumptions.

This estimated cost is inclusive of:

- land purchase
- site development
- professional services
- construction
- furniture, fixtures and equipment
- contingency
- taxes
- sustainability premium
- accessibility premium
- public art
- inflationary impacts

The building is costed assuming qualities of construction, durability, expression and finish appropriate for a public building which is to be operated and maintained to serve a growing population.

It is anticipated that costs will occur over the period of 2019 through 2026 including procurement, design, construction and transition to operations, as described on the following page.

A summary of proportion of total costs by type is shown below.

For more, see the [New Central Library Business Case section, "Financial Analysis."](#)

New Central Library Project Capital Costs by Type¹

- Contingency
- Taxes
- Site Related
- Professional Service
- Construction
- Furniture, fixtures & Equipment



OPERATING COST ANALYSIS

The impact of the new central library project on operating costs is expected to be \$2.3 million. The operating costs of a new central library have been assessed by an independent consultant.^{xiv}

Six new full-time equivalent (FTE) positions are required to operate the new central library.

Partial automation of materials handling will enable SPL to check in a higher volume of materials.

Efficiencies are anticipated to be realized due to the condition and efficiency of the new building,

as well as service delivery efficiency, through a modern functional program.

A summary of operating costs by type is shown below. Operating costs as illustrated exclude financing costs.

For more, see the [New Central Library Business Case section, "Financial Analysis."](#)

Annual Operating Costs by Type Post-New Central Library Opening¹

- Utilities
- General Operating Expenses
- Maintenance & Contract Services
- Salaries & Benefits
- Acquisitions



FUNDING STRATEGY

In preparation for an investment into a new central library, the City and SPL prepared a funding plan. As per the plan, there have been scheduled levy increases in effect since 2009.

- The funding plan incrementally increases the library levy on an annual basis in preparation for investment into a new central library.
- As per the funding plan, levy increases have been transferred to the new central library reserve since 2009.
- The funding plan projects the levy increases related to new central library project to end in 2026 based on current assumptions.
- The funding plan incorporates the project's capital cost.
- The funding sources for a new central library include SPL reserve funds, donations and borrowing.
- The actual amount SPL will seek to raise through donations will be assessed following project approval.
- Borrowing for a new central library requires the approval of City Council.
- Once construction has finished, SPL will direct the reserve contributions to future operating and financing costs.

For more, see the New Central Library Business Case section, "Financial Analysis."

ECONOMIC IMPACT ANALYSIS

A new central library is projected to result in positive economic impact of an estimated \$132 million in value-added GDP during the construction phase and estimated GDP impacts of over \$15 million annually once operating.

Construction is estimated to contribute \$132M to Canada's GDP, with nearly 70% of these impacts occurring in Saskatchewan. Ongoing operations are expected to have an annual impact of \$15M (year after year) to Canada's GDP, with nearly 90% of these impacts occurring in Saskatchewan.

For more, see the New Central Library Business Case section, "Economic & Community Impact Analysis."

assumed project timeline

ASSUMED PROJECT TIMELINE

Preliminary Project timelines assumed by SPL and City for the purposes of the business case are shown below.

Changes to the Project as planned will require adjustments to the timeline. Following borrowing approval, SPL will refine the timeline to align with future decision making related to Project procurement.



For more, see the New Central Library Business Case section, “Financial Analysis.”



BUSINESS CASE CONCLUSIONS

Since FMCL's construction over 50 years ago, population growth and demand for library services in Saskatoon has exceeded SPL's growth and has strained SPL's ability to provide quality library services.

1. A new central library will enable SPL to provide enhanced library services to meet the needs of the Saskatoon community at the central location and provide much needed support to branches.
2. Libraries are a key contributor to strong communities, serving as a valuable resource in supporting the United Nations Sustainable Development Goals, UNDRIP, and the Truth and Reconciliation's Calls to Action.
3. A new central library is critical to meeting the experienced and forecasted demand for a steadily increasing population, and contributing to downtown revitalization. Continued population growth and changing community needs are exacerbating existing constraints.
4. FMCL fails to meet capacity and programming needs that can enhance the quality of life of Saskatoon residents.
5. FMCL is non-compliant with modern building codes, including fire, mechanical, electrical, and accessibility, dating back nearly 20 years.
6. In addition to social value, experiences of other cities indicate that a new central library will directly contribute to downtown revitalization and numerous other benefits to the community.
7. The Project will enable SPL to provide enhanced service delivery, bringing together traditional library services with a host of new services.
8. The functional program addresses the desires expressed by the community.
9. The functional program enables SPL to address the identified service gaps.
10. The Functional Program includes space for an expanded collection, individual and collaborative spaces, technology-focused spaces, theatre, storyroom, gallery, indigenous spaces and, children's, teen, and Local History.
11. The planned space needs for a new central library are 149,000 square feet.
12. The new central library estimated project cost of \$154 million (adjusted for inflation). Funding sources are a combination of reserve funds, land sale proceeds, donations and \$87.5 million in borrowing (with the debt repayment via the library levy).
13. A new central library is projected to result in a positive economic impact with an estimated \$132 million in value-added GDP during the construction phase and estimated GDP impacts of over \$15 million annually once operating.
14. Construction is estimated to contribute \$132M to Canada's GDP, with nearly 70% of these impacts occurring in Saskatchewan. Ongoing operations are expected to have an annual impact of \$15M (year after year) to Canada's GDP, with nearly 90% of these impacts occurring in Saskatchewan.
15. Upon required funding approval by City Council, SPL intends to proceed with land acquisition, public engagement activities, and securing a project team.

ENDNOTES

ⁱ Australian Public Library Alliance. About APLA Website. 2019.

ⁱⁱ United Nations. Sustainable Development Goals Website. 2019.

ⁱⁱⁱ Canadian Federation of Library Associations Truth & Reconciliation Committee Report & Recommendations, 2017.

^{iv} Statistics Canada Census Profile, Saskatoon CMA, 2016 Census and Conference Board of Canada Metropolitan Outlook Spring 2018.

^v Statistics Canada Census Profile, Saskatoon CMA, 2016 Census and Conference Board of Canada Metropolitan Outlook Spring 2018.

^{vi} Statistics Canada Census Profile, Saskatoon CMA, 2016 Census and Conference Board of Canada Metropolitan Outlook Spring 2018.

^{vii} Statistics Canada Census Profile, Saskatoon CMA, 2016 Census and Conference Board of Canada Metropolitan Outlook Spring 2018.

^{viii} Community-University Institute for Social Research, University of Saskatchewan. 2018 Saskatoon Point-in-Time Homelessness Count: Community Report Out. June 2018.

^{ix} Public Library Association. The 2017 Public Library Data Service Report: Characteristics and Trends. 2017.

^x City of Saskatoon. Population Growth and Rate of Change. 2018.

^{xi} City of Saskatoon. Population Growth and Rate of Change. 2018.

^{xii} Globe & Mail, Central Libraries Turn the Page, May 22, 2018. D. Lawrence.

^{xiii} Globe & Mail, Central Libraries Turn the Page, May 22, 2018. D. Lawrence.

^{xiv} David Hewko Planning and Program Management, Saskatoon Public Library New Central Library Operating Cost Analysis, 2019.