



City of  
**Peterborough**

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**To: Members of the General Committee**

**From: Sheldon Laidman, Commissioner, Community Services**

**Meeting Date: January 17, 2022**

**Subject: Closure of DelaFosse Library and Inclusion of Library branch  
in Arena and Aquatics Complex  
Report CSACH22-003**

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## **Purpose**

A report to provide Council with an update on the status of the DelaFosse branch library facility and services, and to recommend that a Library branch be included as part of the new Arena and Aquatics Complex at Morrow Park.

## **Recommendations**

That Council approve the recommendations outlined in Report CSACH22-003 dated January 17, 2022, of the Commissioner of Community Services as follows:

- a) That the DelaFosse Library branch be closed permanently in its location at 729 Park Street South;
- b) That the lands known municipally as 729 Park Street South be declared surplus to the needs of the municipality and be authorized for sale;
- c) That all proceeds post sale of the lands known municipally as 729 Park Street South be committed to the cost for a replacement library facility;
- d) That the replacement location for the library facility be designated within the new Arena and Aquatics Complex at Morrow Park and completed as part of Phase 1 of the project previously approved by Council;

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- e) That an amount of \$250,000 in the Library Board Invested Funds be approved for transfer to the replacement library facility capital project to be used toward the construction;
  - f) That the \$3,520,000 plus HST additional costs be funded as follows:
    - i. Canada Community Building Fund (CCBF) Reserve Fund - \$2,020,000
    - ii. Development charges - \$250,000
    - iii. Proceeds from the sale of 729 Park Street South - \$1,000,000 (estimated)
    - iv. Library Board - \$250,000;
  - g) That the Library Board be requested to enter into a lease agreement to ensure their commitment to operate the branch within the Arena and Aquatics Complex; and
  - h) That the Mayor and Clerk be authorized to execute agreements between the City and Library Board to give effect to the recommendations in Report CSACH22-003 on terms acceptable to the Commissioner of Community Services and in forms acceptable to the City Solicitor.

## **Budget and Financial Implications**

To proceed with the inclusion of a Library within the Arena and Aquatics Complex, an amount of \$3,520,000 which is net of HST rebate is required to be added to the Arena and Aquatics Complex project previously approved by Council. It is proposed that the total amount be funded by a combination of Canada Community Building Fund (CCBF) Reserve Funds, Development Charges, the proceeds from the sale of the DelaFosse Library Branch and the Library Board Reserve.

## **Background**

### **History of the DelaFosse Branch Library**

In February of 1949, a branch library opened in the south end of Peterborough above what was then a hardware store. A new building was constructed next door, and on December 1, 1965, the DelaFosse branch library officially opened in its current location. The DelaFosse Library branch has remained largely as it was when constructed in 1965. Public access computers and a security system have been added, minor capital repairs have been completed, when necessary, but little else has been done in the areas of modernization, accessibility, and usability.

The 10,000 square foot facility consists of 4,350 square feet of space featuring library materials for adults and children on the upper level. The lower-level features two open areas with a separate entrance, a small kitchenette, a staff washroom and the public washrooms.

Customer service, shelving and custodial personnel were shared with the main branch. The DelaFosse has four public computers, printing and self-serve photocopying services available. However, no programs are offered and only circulation services (library item borrowing) were regularly available during operating hours. Community members were redirected to the main branch if they required any other assistance beyond borrowing physical items.

Due to the pandemic, the DelaFosse has been closed to the public since March 13, 2020. Plans to reopen in 2021 have been put on hold due to safety concerns associated with the condition of the facility.

At the May 11, 2021, Library Board meeting, it was moved that an updated building condition assessment of the DelaFosse be completed. Working with the City's Facilities and Energy Manager, Lett Architects Inc. was hired to review, assess, and report on the facility's current state and what might be involved to meet today's standards for accessibility, energy efficiency, and serviceability.

### **Current Facility Concerns**

Lett provided a report to the Library Board at the October 5, 2021, meeting Report PPL21-027, stating that the building suffers from an undersized floor structure, a poor performing envelope, the use of hazardous construction materials, and a constrained site to access for reconstruction.

Given the facility's age, it is very likely that asbestos was used in its construction and abatement would be required as part of any renovation project.

Initial cost estimates provided by the consultants indicate that costs would exceed \$3 million to renovate the DelaFosse and bring it up to current health and safety and accessibility standards.

Accessibility to the DelaFosse does not meet minimum Ontario Building Code (OBC) standards. The library entrance features both stairs and a ramp which are too steep for those with mobility issues. The guards and handrails are not adequate to meet today's OBC, and much of the concrete and masonry work that comprises the ramp needs repair. The stairs that approach the front door also require by OBC standards accessories such as handrails on both sides, tactile warning strips, and improvements to the nosing contrast strips.

The interior upper level is only accessible by stairs. Washrooms are located in the basement, with no elevator access and are currently in an insufficient quantity. The

washrooms are also non-accessible single stalls with ageing fixtures in need of replacement.

Lighting in the entire facility is identified in the Lett report as poor, particularly in the washrooms and basement areas.

Both the interior and exterior accessibility concerns create barriers for the public including the inability for Library staff to offer programming in the current space.

Access to the children's area is via stairs only and features a decommissioned fireplace located in a sunken pit area. The entire children's area is not accessible to anyone with a stroller or mobility device.

It is possible that the lower level of the facility could be used for library programming, however there is no accessible entrance, stairs feature prominently on the inside of the facility between the two rooms on the lower level and insufficient washroom facilities are available for program participants. Were the library to run programs at the DelaFosse, only street parking would be available for participants.

Insufficient parking was also noted concerning both accessibility and general facility deficiencies.

### **Co-Location of Library in the Arena and Aquatics Complex at Morrow Park.**

Morrow Park has a dual zoning - PS.1 and OS.3. The PS.1 is a Public Service District that specifically lists a library as a permitted use.

The current size of library space at the DelaFosse facility is 4,350 sq ft. The approximate size of the space planned to be available for library use at the Arena and Aquatics complex is 4,725 sq. ft. plus the opportunity to utilize common spaces and multipurpose rooms. The Library can be located in one of the identified leased spaces, providing a permanent tenant and partner. (See Appendix A).

The Morrow Park property was transferred to the City of Peterborough from the Morrow Trust with the City's use of the property regulated by the City of Peterborough Act that was enacted in May 1984. The City of Peterborough Act (1984) allowed for the dissolution of the Morrow Trust, with the City of Peterborough Act (1984) continuing as the direction on the use of the property. The Act states that the property can be used for park and recreation uses. The City is replacing existing baseball fields on the property with an arena and recreation centre, which is consistent with the requirements of the City of Peterborough Act (1984). The addition of a library branch as an additional use within the complex would also be consistent with the City of Peterborough Act (1984).

Including a library branch in the new Arena and Aquatics complex would add additional community space within the facility utilizing designated leased space included in the

design without reducing planned green space and only increasing total square footage in a minor way. This library branch would remain in the southern end of the community as the proposed location is only two blocks away from its current site. This would ensure continuity in service provision to that area of the city, however, with several improvements:

- Co-located in a shared multi-use City facility (a practice supported by Vision 2025, A Ten-Year Strategic Plan for Recreation, Parks, Arenas and Culture, City of Peterborough, 2016).
- Significant opportunity to increase foot traffic to the library branch (previously averaged 100/month).
- Significant opportunity to increase library branch operating hours (was previously open max 15 hours/week) as arena facilities are generally open 7 days/week and approximately 16 hours/day.
- Fully accessible facility.
- Modernized/sustainable facility built to standards following the Canada Green Building Council LEED certification system (reduction of utilities and maintenance costs).
- Increased library collection space.
- Increased access to parking. There are only two designated library parking spots currently. Street parking is the only option for library visitors. Peak operating hours for a library are generally off-peak to the operating hours of an arena facility.
- Better overall location. Lansdowne Street is high traffic, highly visible and a primary corridor for travel in Peterborough.
- Shared use of general concourse areas and planned programming space/multipurpose rooms. There is no useable programming or activity space in the current facility.
- Opportunity for reduced operating costs by sharing costs with the facility such as snow shovelling, cleaning, washrooms, and technology.

A library space within the Arena and Aquatics complex would provide a shared space available to everyone – parents and siblings waiting for ice time, students studying between practices or while waiting for someone else to finish up on the ice, visitors to the community using the complex, etc.

There would be significant enhancements to the services that the library would be able to provide in this location, including a more fulsome and diverse collection, programming activities, access to public computers and expanded operating hours. The use of the shared multipurpose space at the new facility would allow staff to lead programs and activities, something that has been impossible at the current location due

to the lack of space, accessibility concerns, parking challenges, and limited operating hours.

More information about co-locating library facilities can be found on the Ontario Library Services (OLS) website here: [Ontario Library Services](#)

The Arena and Aquatics complex location would increase visibility of the library branch and it would be used by all community members as well as visitors to the city. The expected additional foot traffic would far surpass what would have ever been possible at the current DelaFosse branch location.

### **Peterborough Public Library Board Support for Relocation**

The information gathered in the Library's 2018 Strategic Plan community survey and the 2020 Library Services Review community survey demonstrate that the community is supportive of additional library branches with expanded hours of service, accessible and central locations and a wider variety of program offerings. Co-located facilities were also mentioned as supported by several commentors in the surveys. Summaries of the survey results are available on the Library's website: [Summary Results from Community Surveys](#)

The City of Peterborough owns the DelaFosse facility at 729 Park Street S, while the Library Board governs the operations of the library services offered there. The Library Board at its meeting of January 11, 2022 passed a motion supporting the recommendation to close the existing library branch at 729 Park Street S. and to have a replacement facility constructed within the Arena and Aquatics complex at Morrow Park.

Based on public library service guidelines and peer comparators it is recommended for a city of Peterborough's size that there should be several additional library service points while maintaining the Main branch downtown. The replacement of the branch within the Arena and Aquatics complex at Morrow Park with an improved branch with additional service opportunities will ensure the City moves towards additional library services offered in the city.

### **Project Financing**

The Arena and Aquatics Complex project consultants were contracted to undertake a preliminary conceptual design to explore the opportunity to incorporate a library branch into the existing conceptual design for Phase 1 of the project. A Class D construction cost has been undertaken on the addition of the library into previously designated leased space on the lower level of the facility and results in an estimated additional budget requirement of \$3,520,000 plus HST required to be added to the current project.

The project budget for the Library to be included in Phase 1 of the Arena and Aquatics Complex project at Morrow Park is outlined in Table 1 and the proposed Project Funding Model is outlined in Table 2 below:

**Table 1 – Project Budget for the Library in the Arena and Aquatics Complex at Morrow Park (Phase 1)**

<b>Description</b>		<b>Amount</b>
Construction Costs	Library addition at Northeast Pavilion (4,725 sq ft)	\$2,750,000
Consulting Fees	Schematic design, design development, contract documents, and construction administration.	\$165,000
Project Soft Costs	Permits, inspection fees, bonding, furniture, fixtures, and equipment.	\$330,000
Contingency	10% of construction costs	\$275,000
<b>Total Estimated Costs</b>		<b>\$3,520,000</b>

**Table 2 – Project Funding Model**

<b>Funding</b>	<b>Total Funding</b>
Recoveries (Sale of Property)	\$1,000,000
DC Debt (Library)	\$250,000
Canada Community Building Fund (CCBF)	\$2,020,000
Library Board funds	\$250,000
<b>Total Project Funding</b>	<b>\$3,520,000</b>

### **Schedule and Next Steps**

Should Council approve the recommendations in this report, work will commence to include the Library in the Arena and Aquatics Complex project immediately. The current Site Plan Application will be revised to accommodate this revision. All future Arena and Aquatics Complex project communications, consultations and Council reports will include the addition of the library in Phase 1 of the project. The overall goal is to have construction begin in the late summer or early fall of 2022. In order to not impact the construction timeline of the overall project, the decision on including a library within the overall project must be made in January. A delay to the decision will cause the remainder of the project and the detailed planning for the project to be put on hold awaiting this decision.

### **Summary**

The DelaFosse Library branch at 729 Park Street South has been closed since March 2020 and is in a poor physical state that would require a budget more than \$3M to bring to OBC standards to reopen to any level of service. The Library Board met on January

11, 2022 and are in support of the recommendation to close the existing library branch at 729 Park Street S. and to have a replacement facility constructed within the Arena and Aquatics Complex at Morrow Park because of the challenges currently faced by the DelaFosse library branch.

Council's endorsement of the recommendations in this report will approve the replacement of the DelaFosse library within the new Arena and Aquatics Complex at Morrow Park in Phase 1 of the project and the redirection of funds from the sale of the DelaFosse Library Branch to be applied toward estimated total cost of \$3,520,000 plus HST for the project.

Submitted by,

Sheldon Laidman  
Commissioner of Community Services

**Contact Name:**

Jennifer Jones  
Library CEO  
Phone: 705- 745-5382 Ext.2370  
Fax: 705-745-8958  
E-Mail: [jjones@peterborough.ca](mailto:jjones@peterborough.ca)

Gillian Barnes  
Project Manager, Facilities and Planning Initiatives  
Phone: 705- 742-7777 Ext. 1828  
Fax: 705-876-4606  
E-Mail: [gbarnes@peterborough.ca](mailto:gbarnes@peterborough.ca)

**Attachments:**

Appendix A – Potential library location in the Arena and Aquatics complex (phase 1)