

## MANAGEMENT REPORT

Date: March 10, 2022  
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Meeting Date: March 23, 2022

TO: Library Board  
FROM: Julie Iannacone  
SUBJECT: **Facilities Redevelopment Overview**

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### **SUMMARY**

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

### **PURPOSE**

This report is for information.

### **RECOMMENDATION**

That the Board receive the report for information.

### **POLICY**

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

### **INDIGENOUS CONSIDERATIONS**

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

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

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

### **STRATEGIC IMPLICATIONS**

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

### **BACKGROUND**

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

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

VPL's branch development is funded through the City of Vancouver's Capital Plan. In February 2018, the Board approved the Library's submission to the City of Vancouver for the 10 year Capital Outlook based on the priorities in the Facilities Master Plan.

Staff then worked with the City of Vancouver on the library components of the City's Capital Plan. The Capital Plan is a four-year financial plan for investments in Vancouver's infrastructure and

amenities. In July 2018, Council approved the 2019-2022 Capital Plan totalling \$2.8 billion, including \$2.2 billion of City-led capital investments and \$0.6 billion of in-kind contributions achieved through development. Approximately two-thirds of the City-led capital programs focus on maintenance and renewal of aging assets, while the remaining one-third focus on new or upgraded infrastructure and amenities to support growth.

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

**DISCUSSION**

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

The Library is currently discussing multiple opportunities for branch redevelopment.

<b>Library/Neighbourhood</b>	<b>Potential Timeline</b>
Oakridge Branch	Completion: 2024
Marpole Branch	Planning & Design: 2023-2026 Capital Plan Completion: 2027-2030 Capital Plan
Joe Fortes Branch	Master Plan: 2019 – 2022 Capital Plan Planning & Design: 2023-2026 Capital Plan Completion: 2027-2030 Capital Plan
Britannia Branch	Completion: 2031 - 2034 Capital Plan
Collingwood Branch	To be determined
East Fraser Lands	To be determined
Jericho Lands /West Point Grey Branch	To be determined
Señákw / Burrard Slopes	To be determined
Central - Children’s Library	Completion: 2023-2026 Capital Plan

## 1. Oakridge Branch

At 13,000 square feet, Oakridge was VPL's second largest branch in 2019. The branch closed in November 2019, and relocated to a temporary site of 2,200 square feet at Oakridge Centre that opened in December 2019. That temporary site closed due to COVID-19 in March 2020 and was unable to reopen due to construction impacts. Library staff worked with architects and city partners to secure and renovate a new site at the Peretz Centre for Jewish Culture which opened in November 2021 and will provide access to popular and essential library services for the remainder of development.

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

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

Library staff are currently working with City partners and the architects to ensure that the branch is designed for flexible use to support community members' technology needs, and provide spaces for community programs. This project is being delivered as a Community Amenity Contribution (CAC)<sup>1</sup> as part of the 28-acre Oakridge Development project. Currently the project is in the Design Development Phase with building permit application expected in Q2 2022 and completion anticipated in Q2 2024.

Information about the Oakridge development can be found here:

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

## 2. Marpole Branch

Built in 1971, the Marpole Branch is located at 8386 Granville St. The facility was formerly leased and was purchased by the City in 2013. At 3,600 square feet, the branch is undersized and is often very crowded. In comparison, VPL's newest branch, náca?mat ct Strathcona is 11,000 square feet.

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

The current neighbourhood population is 24,000 and it is expected to grow to 36,000 by 2041. The branch was first included in the City's Capital Plan in 2012-2014, and has been included in each plan since then. The 2014 Marpole Community Plan identified the need for a renewed, larger library and the Facilities Master Plan ranks it as a high-priority branch for reinvestment, with a recommended size of 17,000 square feet.

The current branch site at Granville and 67th Avenue has been identified as the location for a new civic centre which was planned in the 2019-2022 Capital Plan to include a 17,000 square foot library, as recommended in the VPL Facilities Master Plan, and other civic amenities that may include housing, childcare and cultural spaces. The Marpole-Oakridge Community Centre will remain at its Oak street location following a Park Board motion in 2016. VPL is working with City partners on planning for the civic centre. Funding may not be available to reach the size recommended in the Facilities Master Plan.

The Marpole area is the location of a former Musqueam village and burial site known as *čəsnaʔəm*, and the City and Library are engaging with Musqueam Indian Band to discuss the project. The project has been delayed due to COVID-19, as engagement could not proceed as planned. The project is a candidate for the 2023-2026 Capital Plan. The next step will be to engage a design team through a public Request for Proposal process for a Feasibility Study followed by Rezoning and Detailed Design.

Information about the Marpole Community Plan can be found here:

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

### **3. Joe Fortes Branch**

Joe Fortes Branch is co-located with the West End Community Centre, along with King George Secondary School. It is one of VPL's busiest branches and, at 4,500 square feet, is considerably undersized. The Facilities Master Plan identifies the Joe Fortes Branch as a high priority reinvestment with a recommended size of 20,000 square feet.

VPL staff are working with partners including City of Vancouver staff, the Vancouver School Board, and Vancouver Park Board on a renewal plan which will guide the redevelopment of the West End Community Centre and Joe Fortes Library. The renewal plan has five phases. The first phase developed the Vision and Principles and was completed in December 2021.

The next phase, Space Needs Identification, began in January 2022. It builds on the Vision and Principles for the future community hub and will result in a high-level plan (functional program) that will describe what is needed for accessibility, inclusivity, sustainability, resilience, and other community priorities and policy directions.

The master plan is expected to be complete in Fall 2022. Given the complexity of the site, planning and design is proposed to continue in the 2023-2036 Capital Plan and completion of the

new library and community hub would be proposed for the 2027-2030 Capital Plan. The intention is to seek Board and Council support of the completed Master Plan in 2022, including the VPL Board. The project team will continue to update the VPL Board at key milestones. More information is available here:

<https://shapeyourcity.ca/weconnect>.

Information about the West End plan can be found here:

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

#### **4. Britannia Branch**

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

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

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

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

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

Information about the Britannia Renewal project and opportunities to provide feedback can be found here:

<http://vancouver.ca/parks-recreation-culture/britannia-renewal-project.aspx>

## **5. Collingwood Branch**

In 2014, the City launched the Joyce-Collingwood Precinct Review to combine a land use review with upgrades to the Joyce Collingwood transit station. The plan identified needs to support growth for 25 years and to create a stronger, more cohesive neighbourhood, improved physical and social connections, and a more active, vibrant shopping street. In 2016, Council approved the precinct and a public benefits strategy, which includes an opportunity to renew and expand the Collingwood library branch near Joyce-Collingwood station.

The current Collingwood branch is located at the intersection of Rupert and Kingsway, with low housing density, limited parking and limited transit options. It was built in 1951 and renovated in 1996 and 2009. The branch is 5,200 square feet, however, only 2,900 is public space with 1,200 square feet of storage in the basement. Moving the branch to the Joyce Collingwood precinct will enable residents who use transit to easily get to the branch as well as serve both the planned and established housing developments. The branch is identified as a high priority for re-investment in the Facilities Master Plan with a recommended size of 10,000 square feet.

VPL and City of Vancouver Facilities Planning have provided feedback to a rezoning application which includes a library for 5163-5187 Joyce Street, submitted in September 2020. The City is currently inviting public feedback on the rezoning application here:

<https://shapeyourcity.ca/5163-5187-joyce-st>

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

Information about the Joyce-Collingwood Station Precinct Plan can be found here:

<https://vancouver.ca/home-property-development/joyce-collingwood-station-precinct-review.aspx>

## **6. East Fraser Lands (River District)**

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

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

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

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

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

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

At this time, there is no funding to incorporate a full service library branch, or any library services. VPL has expressed interest in a branch as well as alternative methods of providing service, such as a 'library kiosk' on the site or a limited service branch located with retail services. Further review with the City of Vancouver's Finance team and Real Estate and Facilities department will be required to develop a strategy for library services in this area to meet the long term growth needs of this neighbourhood.

Information about the project can be found here:

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

## **7. Jericho Lands / West Point Grey Branch**

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

The development of the Jericho Lands, and/or the extension of the Skytrain to UBC, provide anticipated opportunities to relocate West Point Grey branch to a permanent, city-owned facility



that meets the recommendations in the Facilities Master Plan, at the recommended size of 12,000 square feet. These opportunities for a new library location are likely to be more than 10 years in the future.

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

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

Information about the project can be found here:

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

In 2021, an opportunity arose to move the current West Point Grey branch to a better facility, one block east of the current site. In April 2021, the Board endorsed the move to the new location. The branch is anticipated to move in 2023.

## **8. Seńákw / Burrard Slopes**

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

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

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

This project is the implementation of the second phase of the revitalization plan for Central Library, funded by the VPL Foundation. The plan includes renovations, a second program room, and additional interactive space for the Children's Library on the Lower Level.

A feasibility study to review and build upon the functional programming work previously done by RPG (Resource Planning Group) in 2012 and establish the current functional needs for the Children's Library has been completed. This data was used to inform and create a conceptual & schematic design with a high level cost estimate.

The next phase, detailed design, is expected to be complete by Q4 2022. Construction is expected to begin in 2023 once committed funds have been verified and the timeline has been reviewed with other project delivery schedules at Central Library. The completion date is anticipated to be mid to late 2024.

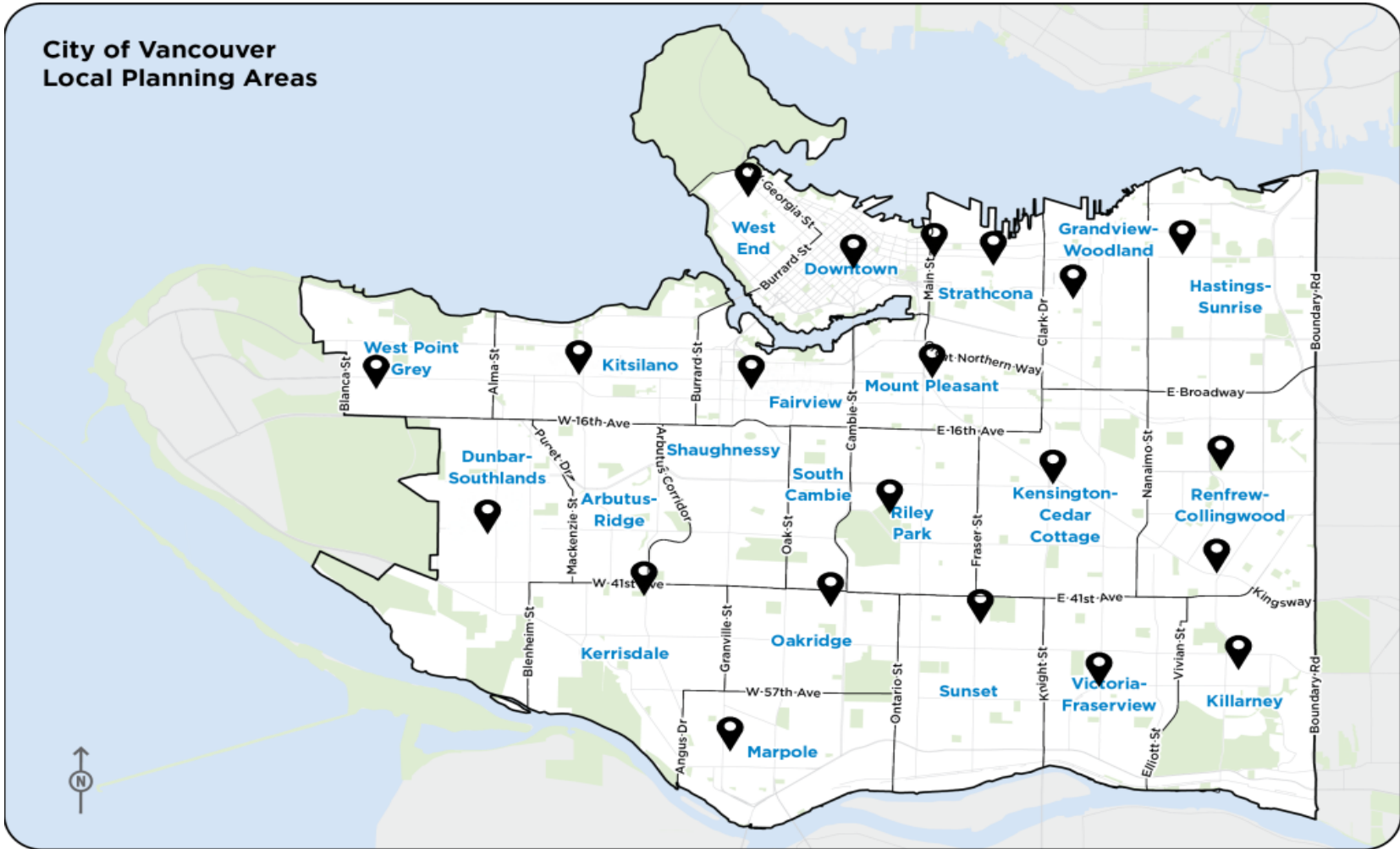
## **FINANCIAL IMPLICATIONS**

Funding for facilities developments is included in the City of Vancouver's capital planning process. The revitalization of the Children's Library at Central Library will be funded through the VPL Foundation.

## **FINAL REMARKS**

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

**APPENDIX A**



**APPENDIX B**

# Approved Population Growth Areas (2016-2041)

