

OTTAWA CENTRAL LIBRARY: OPL STAND-ALONE FACILITY OPTION

DOCUMENT 4

On March 8, 2016, the OPL directed staff to pursue concurrent planning processes for both a stand-alone Central Library and an OPL-LAC Joint Facility. The work undertaken for each path included site evaluation, functional program, and project cost estimates. This document provides details for the OPL Stand-alone Facility with a focus on the areas that differed from the staff recommended OPL-LAC Joint Facility.

1. FUNCTIONAL PROGRAM

The OPL Stand-alone Facility is estimated at 134,500 gross square feet, with spaces identified in Table 1. The new Ottawa Central Library Master Program developed by the Resource Planning Group Ltd. is provided as Document 13.

Table 1: OPL Stand-alone Facility Components

Component	Estimated Size (GSF) ¹
1. Exterior Spaces: public arrival and departure, parking access, service access	N/A
2. Main Entrance and Town Square: building entrances, atrium, café, Friends Shop, access to the Ottawa Central Library and Library and Archives Canada	7,242
3. Public Forum and Meeting Spaces: multi-purpose gathering room, meeting rooms	14,290
4. Library Entrance and Express: library entrance, self-service, stairs and elevators, popular materials	8,296
5. Community Services: newcomers, adult literacy, learning languages, removing barriers to use	10,578

¹ Gross Square Feet

Component	Estimated Size (GSF)¹
6. Children's Discovery Centre: learning, playing discovering, story area, collections, gaming	12,622
7. Creative Centre: teaching, experimentation, new technologies, materials, design, creation	8,232
8. Teens' Centre: spatially and acoustically contained, noisy and quiet	4,208
9. Adult Fiction and Non-Fiction: collections, business, careers, science, health, sports and recreation, stories and imagination	30,817
10. Living Ottawa: past, present and evolving community history, community exhibits, collections and programs	9,469
11. Service Coordination Centre: research, collaboration, program and service design and planning	5,757
12. Corporate Services: system-wide service and operations management, Library Board and City interfaces	9,900
13. Building Services / Materials Handling: secure materials handling, building management, materials and supplies storage	13,117

2. SITE SELECTION PROCESS

The site selection process was the same for both the OPL Stand-alone and OPL-LAC Joint facilities. The following identifies the differences, where applicable.

For the purposes of the Candidate Site Inventory, the minimum site area for the OPL Stand-alone Facility was 40,000 square feet. The Site Evaluation Committee for the OPL Stand-alone Facility was the same as the OPL-LAC Joint Facility, save for the two Library and Archives Canada representatives (see section 3.2 of the staff report).

Stage 1 – Site Evaluation

The following criteria and associated weightings were approved by the OPL Board on July 12, 2016, for the OPL Stand-alone Facility.

Screening Assessment Criteria Summary

- S-1 The site allows for the design and development of a facility that is accessible by people with disabilities / Pass/Fail
- S-2 Sufficient site area to accommodate the functional building program / 20 points
- S-3 The site configuration and features allow for an innovative architectural design/ 5 points
- S-4 Visibility of the site / 15 points
- S-5 Accessibility by public transit / 25 points
- S-6 Accessibility by walking and by cycling / 15 points
- S-7 Proximity to the cultural and administrative centre of the City / 20 points

Detailed Assessment Criteria Summary - OPL Stand-alone Facility

- D-1 Zoning status / 5 points
- D-2 The site configuration and features allow for sustainable design and minimal environment impact / 10 points
- D-3 Proximity to paid parking spaces / 5 points
- D-4 Existing or planned future development in the surrounding areas will be complementary in terms of character and image of the facility / 10 points
- D-5 Proximity to existing or planned cultural, commercial, residential and institutional facilities that are complementary in terms of function and use / 10 points
- D-6 Development of the new library facility would serve as a catalyst and economic driver for Central Area Development / 10 points
- D-7 Development of the new library facility contributes to the City's development policies, secondary plans and transit oriented growth and intensification / 10 points
- D-8 Development of the new library facility contributes to the establishment of a new civic focal point and civic identity / 15 points
- D-9 No significant physical encumbrances / 7 points
- D-10 No significant servicing encumbrances / 5 points
- D-11 No significant environmental encumbrances / 5 points
- D-12 No significant legal encumbrances / 8 points

Stage 1: Site Evaluation

For the OPL Stand-alone Facility, Board-approved site evaluation criteria and weightings were applied to all 12 sites in the Inventory. The Screening Assessment Criteria resulted in Site 1 not meeting the 70% minimum threshold. Therefore, 11 sites (Sites 2 to 12) proceeded to Detailed Assessment. The Total Assessment Scores and rankings are provided in Table 2 below. Consensus scores for each site by criterion are provided in Document 8.

Table 2:
OPL Stand-alone Facility Site Evaluation Consensus Scores and Rankings

No.		Score ²	Ranking ³
2.	Bounded by Daly, Mackenzie King and Nicholas	81.9	4
3.	Bounded by Slater, Laurier and Bank	70.5	10
4.	Bounded by Queen, Albert and Kent	75.0	7
5.	Bounded by Queen, Albert and Lyon	75.1	6
6.	Bounded by Albert, Slater and Lyon	75.0	8
7.	Mid-block between Slater, Laurier, Bronson and Bay	66.9	11
8.	Bounded by Confederation Line, Albert and Commissioner	87.5	1
9.	Bounded by Confederation Line, Albert and East of Booth	86.9	2
10.	Site part of Phase 1 LeBreton Flats Development and East of Booth	76.4	5
11.	Bounded by Confederation Line, Albert and West of Booth	85.6	3
12.	Bounded by Scott, Trillium Line and City Centre	73.9	9

At the conclusion of Consensus Workshop 1, the highest-ranked sites for the OPL Stand-alone Facility were: 1. Site 8 – 87.5 points; 2. Site 9 – 86.9 points; and, 3. Site 11 – 85.6 points.

² Total points out of 100

³ Ranked position out of 11

Following completion of the approved site evaluation process, the Site Evaluation Committee then undertook the same sensitivity analysis for the two Screening Assessment criteria related to Accessibility criteria S-5 and S-6. This analysis resulted in an increase to the total score for Site 8 (to 87.9 points), and a decreased score for both Site 9 (to 86.5 points) and Site 11 (to 85.2 points). As a result, rankings were unchanged by the sensitivity analysis.

Stage 1 - Results

At the conclusion of Site Evaluation Consensus Workshop 1, site rankings were determined for the OPL Stand-alone Facility. The three highest-ranked sites (Sites 8, 9, and 11) are within the branch catchment area of the current Main Library.

Board Confirmation of Stage 1 Results

During the closed session discussion the Board did not exercise the option to include an additional site for the Stand-alone Facility.

At the end of Stage 1, the Board-confirmed sites for Stage 2 – Further Due Diligence for the OPL Stand-alone Facility were Sites 8, 9, and 11.

Stage 2 – Further Due Diligence

As a result of the removal of Site 11 from the inventory (as per the OPL-LAC Joint Facility option), two sites (Sites 8 and 9) proceed through due diligence for the OPL Stand-alone Facility. The results of Stage 2 – Further Due Diligence for the OPL Stand-alone Facility are shown in Table 3 below.

Table 3: OPL Stand-alone Facility Due Diligence Score

Site	Total Due Diligence Cost	Score
Site 8	\$106,593,000	100
Site 9	\$115,175,300	85

Overall Assessment Scores (Stage 1 and Stage 2)

The overall scores for the OPL Stand-alone Facility are detailed below in Table 4.

Table 4: OPL Stand-alone Facility Overall Score

	Site 8	Site 9
Stage 1 Site Evaluation Score (out of 100 points)	87.5	86.9
Stage 1 Adjusted Score (Stage 1 Evaluation Score x 80%)	70	69.5
Stage 2 Further Due Diligence Score (out of 100 points)	100	85
Stage 2 Adjusted Score (Stage 2 Further Due Diligence Score x 20%)	20	17
Overall Assessment Score	90.0	86.5
Ranking	1	2

As an outcome of the overall site selection process, **Site 8** was confirmed as the best possible site for an OPL Stand-alone Facility.

Stage 3 – Recommendation on the Preferred Site(s)

Site 8, the City-owned site at 557 Wellington Street, was identified as the preferred location for the Ottawa Central Library.

3. ESTIMATED PROJECT COST AND FUNDING STRATEGIES

The Class D construction cost estimate for the OPL Stand-alone Facility on the recommended site (557 Wellington) is \$110.076 million. The estimated annual operating pressure is \$1.55 million. The total project cost reflects hard costs, soft costs, adjustments to account for the proposed project delivery implementation schedule, and HST. It excludes parking facility costs.

While the June 2015 figure consisted of a high-level comparative analysis of several project options, including New Build and modernization of the existing facility, these cost estimates were based on simple square foot costing established on historical

information and a high-level program framework. The 2015 cost estimates were not informed by a master program which incorporated public input, and did not include detailed costs of site-specific servicing and remediation.

The Class D cost estimates for the joint facility are based on more rigorous, detailed planning and analysis by external quantity surveyors (Turner and Townsend). See Report for Class D Construction Cost Estimate, Ottawa Public Library (Library Only), Exemplar Site City of Ottawa. Turner & Townsend, November 21, 2016. (Document 14)

OPL Stand-alone Facility Capital Requirement

The optimal configuration for the OPL-LAC Joint Facility was identified as a four-storey facility (i.e. four levels above ground). High-level capital costs are broken down in Table 5, as follows and detailed further in Document 12:

Table 5: High Level Capital Costs

	Amount (\$,000)
Land	0
Construction (hard costs)	86,000
Construction (soft costs)	24,100
TOTAL	110,100

It is recommended that the City provide the lands to the Ottawa Public Library Board for the new Ottawa Central Library at no cost. Hence, the amount above does not provide for a land cost for OPL.

To offset the City / OPL portion of the debenture financing costs for the new facility, there are a number of funding sources available. Confirmed funding sources include the use of Development Charges (\$3.2 million) (OPL Central Area) and OPL (\$1 million) (Library) Reserves. This amount equals \$4.2 million, thus reducing the amount required to \$105.87 million.

The same funding strategies would be investigated for an OPL Stand-alone Facility as described in section 5 of the staff report.

Operating Requirement

It is anticipated that the new Ottawa Central Library will have increased annual operating and maintenance costs in the amount of \$1.55 million, over the existing

facility. The rationale for increased operating costs is the same as for the OPL-LAC Joint Facility as described in section 5 of the staff report.

High-level operating costs are identified as follows:

Service Delivery	\$0.625 million
Maintenance/Security/Other	\$0.925 million
TOTAL	\$1.55 million

Based on the Project cost estimate, the “worst case” scenario is \$105.9 million in tax-supported debt financing. This would represent an annual debt servicing cost estimated at \$6.1 million. The increased operating cost is estimated at \$1.55 million annually, for a total estimated annual impact of \$7.65 million.

NEXT STEPS

If the OPL-LAC Joint Facility is not approved by the Board and Council, or by the Government of Canada, staff will prepare a Board report including recommendations on site, project delivery, and project cost and funding for an OPL Stand-alone Project for Board and Council consideration.

December 8, 2016