

Report to / Rapport au:

**Ottawa Public Library Board
Conseil d'administration de la bibliothèque publique d'Ottawa**

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SUBJECT: Central Library Development Project

OBJET: Projet de construction de la Bibliothèque centrale

REPORT RECOMMENDATION

That the Ottawa Public Library Board approve the initiation of the site selection process for the Central Library Development Project, including a call-out for potential sites, as further described in this report.

RECOMMANDATION DU RAPPORT

Que le Conseil d'administration de la Bibliothèque publique d'Ottawa approuve le lancement du processus de sélection d'emplacement de la Bibliothèque centrale, y compris un appel à propositions d'emplacements, comme décrit dans le présent rapport.

BACKGROUND

On June 9, 2015, the Ottawa Public Library Board (the Board) received Central Library Development Report OPLB-2015-0061 on next steps in Central Library planning. In response, the Board approved Motion No. 20150609/3 which provided direction to staff

on the next steps of the Ottawa Central Library project, including a staged implementation process to be used as the basis for considering opportunities for a new-build Central Library. On July 8, 2015, Central Library Development was approved as a 2015-2018 Term of Council priority. This is a transformational project that will contribute to public pride in the City of Ottawa.

The purpose of this report is to seek the Board's approval to initiate the site selection process, including a call-out for potential sites for OPL stand-alone and OPL-LAC joint facilities. Information on the site selection process is provided, in addition to updates on the public engagement process, and overall Project planning process.

Initial results of the first stage of the implementation process have been presented to the Board. In January 2016, the Board received the results of public opinion research. In March 2016, resulting from the Request for Expressions of Interest (REOI) process, it was reported that the site for the Central Library needs to be determined before further stages of implementation (i.e. Request for Qualifications (RFQ) and Request for Proposal (RFP)) proceed. In addition, no clear project delivery method was identified. The REOI also resulted in interest from Library and Archives Canada (LAC) for a potential partnership with the Ottawa Public Library (OPL) in a new facility. Through Motion No. 20160308/10 on March 8, 2016, the Board approved undertaking a concurrent planning process for both an OPL stand-alone Central Library, and an OPL-LAC joint facility.

As a result of this new information, the implementation process outlined in the June 2015 report requires adjustment. What this means is that development and issuing of an RFQ and RFP will take longer than originally planned.

There are numerous planning inputs, or deliverables, required to support the development of a business case. The business case will provide the Board with recommended project delivery options, based on detailed financial analysis. The business case will support a decision package that will come to the Board by the end of 2016, and which will include recommendations on the potential partnership, site selection, project delivery method, and financial framework. Pending Board consideration and approvals, next steps for the Central Library Development Project ("the Project") will be recommended to Council. Following Council approvals, project implementation will begin, including an RFQ/RFP.

The Project is complex. The planning process is based on deliverables that are running concurrently, and responding to both the OPL stand-alone and OPL-LAC joint paths.

DISCUSSION

Planning Process

The planning process for the Project shifted when the REOI process identified a potential partnership opportunity with LAC, but not a clear path to a project delivery method. To address the resulting changes to the project planning process, OPL has engaged the services of verTerra Corp to recalibrate the previous schedule and deliverables, and work with OPL and LAC to develop a project roadmap based on a joint governance structure and an aggressive schedule.

At a high level, the Project Planning Process has four main steps: (1) inputs; (2) analysis; (3) recommendations; and, (4) outcomes.

Inputs result from the completion of planning deliverables including:

- Public Engagement;
- Functional Building Program;
- Site Evaluation;
- Financial Analysis;
- Project Delivery; and,
- Partnerships.

All of these inputs will run concurrently.

Information gathered through the inputs undergoes qualitative and quantitative analysis to form a business case.

Results of the business case support critical recommendations to the Board on a potential partnership with LAC, site selection, project delivery method, and a financial framework.

Recommendations will come to the Board by the end of 2016 for consideration and recommendation to Council. Pending Council approvals, the last planning step, project implementation, will commence. This step includes:

- Continued public engagement;
- Design; and,
- Construction of a new facility.

Ground-breaking is expected in the spring of 2018 with official opening of a new Central Library in 2020.

The high level planning process outlined above is summarized in Table 1. Each step is based on two concurrent planning paths (OPL stand-alone and OPL-LAC joint) as approved by the Board on March 8, 2016, pending a decision on the potential partnership.

Table 1: Project Planning Process

Step	Timelines	Results
1. Inputs	Q3 2015 – Q3 2016	Planning deliverables
2. Analysis	Q2 – Q4 2016	Business Case
3. Recommendations	Q4 2016	Recommendations to Board and Council
4. Outcomes	Q1 2017 – Q4 2020	Project implementation

Public Engagement Process

Public engagement will occur throughout the Project planning process. The OPL Board is committed to a robust and comprehensive public engagement process that will build on previous input such as:

- 2013 IMAGINE Campaign on the library of the future as envisioned by OPL customers;
- Public input (in-person and online) on spaces and services in a Central Library as gathered in March - April 2015; and,
- Public opinion research gathered in October - November 2015 from customers, future customers, and residents on use of the current Main branch and future Central Library.

The services of PACE Public Affairs and Community Engagement have been obtained to design a public engagement framework. Public engagement is a key component that will continually evolve over the duration of this City building Project. It is a work-in-progress with the following opportunities identified at this time:

- April 2016 – New Ottawa Central Library website launched;
- May 2016 – Public input into development of site evaluation criteria (OPL stand-alone and OPL-LAC joint paths);
- May - June 2016 – Public input into the functional program which will define the spaces and services of the facility (OPL stand-alone and OPL-LAC joint paths); and,
- 2017 – Public input into design features of the Ottawa Central Library.

During the May – June timeframe, public engagement will be focused on public input into the site evaluation criteria. The draft evaluation criteria will come forward to the Board for approval in July.

Site Selection Process

In June 2015, the Board approved the downtown Central Area¹ as the geographic location for the new Central Library. The boundaries of this area include: the Ottawa River to the North; Wellington / Albert / Gloucester / Lisgar to the South; King Edward to the East; and the Trillium Line (Bayview Station) to the West.

To find the best possible site within the Central Area for an OPL stand-alone or potential OPL-LAC joint facility, the site selection process needs to be initiated at this time. As explained earlier in this report, site selection must be completed to inform the decision package to the Board by the end of this year. In addition, there is significant interest in this process and its outcome. Public input will be obtained in May as part of the development of site evaluation criteria.

¹ Defined as the Central Area Land Use (“Central Area”) designation of the Official Plan, also shown as Area “A” on Schedule 1 of Zoning By-law 2008-250.

<http://app05.ottawa.ca/sirepub/cache/2/edvc2a5hu3brnoumwdmwkdgc/2933760404201609410030.PDF>

The site selection process has multiple steps which will be completed over the next months. The process will be led by City of Ottawa's Real Estate Partnerships and Development Office (REPDO) under the direction of the OPL CEO, and will be based on standard practices, City policies, and applicable legislation. To enable informed recommendations to the Board and then Council, the following steps will be undertaken:

- Development of an inventory of potential sites within the Central Area;
- Evaluation of potential sites based on Board-approved criteria; and,
- Undertaking due diligence, including financial analysis, on the short-listed sites to determine recommended site(s) for both the OPL stand-alone and potential OPL-LAC joint paths.

As noted, the first step is to compile an inventory of potential sites within the Central Area. This activity will occur in April – June 2016. There are several inputs to the inventory, including sites identified through the REOI process, City-owned properties, and sites which will be identified through an open call-out. The call-out, or site search, will be widely circulated, including posting on MERX, and notices in print media.

The call-out is for potential sites in the Central Area for the Ottawa Central Library or an OPL-LAC joint facility. In order to be considered, sites must have a minimum area (40,000 square feet for the OPL stand-alone option, and 64,500 square feet for the OPL-LAC joint option), and be able to meet the Project schedule. Potential sites may be publicly- or privately-owned.

Staff are recommending that the Board approve initiation of the site selection process, including the call-out, in order to gather information required for decision-making later this year.

Site evaluation criteria will be developed concurrently with compilation of the site inventory. The criteria will be based on best practices (both Library and industry standards), public input, and technical expertise. The draft evaluation criteria, including weighting for each criterion, will be recommended to the Board for approval in July.

Evaluation of potential sites from the inventory will occur following approval of the evaluation criteria. The evaluation process will be detailed in the July Board report. Following the evaluation of sites, due diligence on short-listed sites occurs. The subsequent financial analysis includes affordability as a determining factor in the development of the business case. At the conclusion of the site selection process,

recommendations on the best possible site come to the Board as part of the overall decisions required to move forward to project implementation.

The high-level site selection process is summarized in Table 2. Each step will be based on two concurrent planning paths (OPL stand-alone and OPL-LAC joint) as approved by the Board on March 8, 2016, pending a future decision on the potential partnership.

Table 2: Site Selection Process

Step	2016 Timelines	Results
Initiation of Site Selection Process	April 12	Board approval of start of site selection process, including call-out for sites
Site Inventory	April – June	Compilation of inventory of potential sites
Site Evaluation Criteria Developed (includes public input)	April – July	Board approval of site evaluation criteria in July 2016
Site Evaluation	July – September	Evaluation of sites in inventory
Due Diligence	September – October	Financial and other analysis of short-listed sites
Recommendations	November – December	Recommended site to Board. Board recommendations to Council for approval.

Summary

The purpose of this report is to seek the Board's approval to initiate the site selection process, including a call-out for potential sites for OPL stand-alone and OPL-LAC joint facilities. Information on the site selection process was provided, in addition to updates on the public engagement process, and overall Project planning process.

Information gathered through the inputs outlined in this report will come to the Board by the end of 2016. Recommendations at that time will be presented as part of a decision package and will include the potential partnership with LAC, site selection, project delivery method, and financial framework for the Project. Following Board consideration and approvals, recommended next steps in Central Library Development Project will be made to Council for consideration and approval. Following Council approval, Project implementation will get underway.

CONSULTATION

Consultation occurred through the Ottawa Central Library Board Ad-Hoc Committee.

LEGAL IMPLICATIONS

Legal Services has reviewed this report and concurs with the recommendation. The proposed call-out for potential sites will support an open, fair and transparent process and assist with informed decision making.

RISK MANAGEMENT IMPLICATIONS

If approval to initiate the site selection process is delayed, the Project schedule is at risk. These risks have been identified and explained in the report and are being managed by the appropriate staff.

FINANCIAL IMPLICATIONS

Funding for the site selection process is available in the 2016 capital budget for the Central Library Development Project.

ACCESSIBILITY IMPACTS

There are no accessibility impacts related to this report.

TECHNOLOGY IMPLICATIONS

There are no technology implications related to this report.

BOARD PRIORITIES

Central Library Development is a 2015-2018 approved strategic priority for both the Board and City Council.

DISPOSITION

Pending Board approval, the site selection process will be initiated, including a call-out for sites in the Central Area for an OPL stand-alone and potential OPL-LAC joint facilities.