

**Report to / Rapport au:**

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

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**File Number:** OPLB-2019-1103

**SUBJECT: OPL-LAC Joint Facility Project: Update**

**OBJET: Projet d'installation partagée de la BPO et de BAC : Mise à jour**

**REPORT RECOMMENDATION**

**That the Ottawa Public Library Board receive this report for information.**

**RECOMMANDATION DU RAPPORT**

**Que le Conseil d'administration de la Bibliothèque publique d'Ottawa prenne connaissance du présent rapport.**

**BACKGROUND**

The Project Management Office (PMO) for the OPL-LAC Joint Facility (Joint Facility) last presented a project update to the Board on June 11, 2019. The purpose of this report is to provide an update on the work and progress on the Joint Facility.

In June 2018, the implementation plan for the Joint Facility was approved by the Board and City Council, including recommendations regarding the following:

1. The partnership and governance agreement between the three organizations: Ottawa Public Library (OPL), Library and Archives Canada (LAC), and the City of Ottawa (City);

2. The next phases of design-bid-build procurement for the Joint Facility, including the delegated authority to the City Manager to undertake necessary action to proceed through each stage;
3. The completion of a business case study on the cost-benefit of the project's participation in the federal district energy program and negotiation of an agreement if recommended by the Executive Steering Committee;
4. The approval of additional budget authority and funding; and,
5. The approval of a 200-space City-owned underground parking garage to be included as part of the Joint Facility.

Pursuant to approval of the implementation plan by Board and Council, the Governance Agreement was executed in December 2018, providing the framework for how the project will proceed and how secondary agreements related to construction and future operations will be developed. The Agreement outlines that strategic oversight and major decision-making during the design and construction phases of the project will be delegated to the Executive Steering Committee. The members of the Executive Steering Committee are: the City's General Manager of Planning, Infrastructure and Economic Development, the Chief Executive Officer of OPL, and the Librarian and Archivist of Canada.

The City will continue to provide all project management services through the PMO, and a Joint Project Team has been established with representatives of all three organizations to address day-to-day operational decision-making.

### **About the Joint Facility**

The Joint Facility site is located on 555 Albert Street within the Escarpment District at the western gateway of the City's Central Business District and the eastern edge of LeBreton Flats. It is located approximately 250 metres from Pimisi LRT Station with a multi-use pathway planned to connect to the site. The proposed facility is 216,000 square feet (20,000 square metres) in gross floor area with 61% allocated to OPL and 39% to LAC. Set to officially open in early 2025, the facility will become a landmark destination built on OPL and LAC's shared values of intellectual freedom and access to information. The facility will deliver a rich customer experience through a variety of OPL programs and services, and LAC's public services, exhibitions and events, which showcase Canada's heritage. The joint programming and services will make this a truly unique offering in Canada. The facility will be a modern, iconic space that will respond

to rapidly developing technology, growing customer expectations and changing demographics in the Capital. It is estimated that the Joint Facility will receive 4,500 to 5,000 visitors each day.

## DISCUSSION

The Joint Facility project is currently in the design phase. This phase includes development of the building form, structural components, mechanical elements, sustainability features, public art, landscaping, material handling, and program area placement, as well as an ambitious public engagement program.

### Design Update

Having completed the project initiation and planning phases, the Joint Facility project is now well into the design phase, which in turn is divided into five sub-phases:

- Pre-Design – *completed February 2019*
- Schematic Design – *completed September 2019*
- Detailed Design Development – *in progress, scheduled to be completed March 2020*
- Contract Documents – *scheduled to be completed at end of 2020*
- Tendering/Bidding for construction – *scheduled to be awarded Q1/Q2 2021*

As noted, the Project has completed the first two phases of design, culminating with the approval of schematic design by the Executive Steering Committee in September 2019.

### Schematic Design Phase

Schematic design, often referred to as the conceptual design, is where the Design Team develops the overall architectural character of the building and finalizes the placement of the functional program areas within the building.

The floor plans, circulation areas, and exterior massing and form of the Joint Facility were developed and updated to reflect the feedback received through the various engagement streams (public, Indigenous and staff). Some key changes made to the floor plans, since those presented to the Board in June 2019, include:

- Creation of a new space where Indigenous peoples (including the host Algonquin Nation and local Indigenous populations) feel comfortable, respected, and

welcomed, and also where the non-Indigenous community can engage in discovery and learning;

- Removal of the 6th floor, consolidating those spaces into a five-storey building;
- Relocation of the Living Ottawa space to the 2nd floor, adjacent to the Genealogy space; and,
- Additional public spaces, including collections and circulation areas, achieved through the removal of some OPL spaces previously identified for staff who would not be providing direct public service in the new building.

Updated floor plans are available in Document 1.

### Detailed Design Phase

With the completion of the schematic design phase, the project has moved into detailed design development, which is scheduled to be completed in March 2020. This phase will further develop all design elements of the project into a single comprehensive building entity, including the finalization of the building form and exterior. This phase will incorporate additional feedback from upcoming engagement sessions (public, Indigenous, staff). For example, the Design Team will determine sizes and depths of structural elements, along with the distribution of mechanical and electrical systems, room finishes, materiality of both interior and exterior elements, and further site development including vegetation and other plantings, hard surfaces and other exterior features. Additionally, the Design Team will examine building codes, statutes, life safety features, accessibility, and sustainability provisions for compliance in this phase, and review best practices to better understand where minimum requirements could be exceeded. This phase will conclude with updated cost estimates and a design development report will be submitted to the Executive Steering Committee for approval.

### **Accessibility Update**

Universal accessibility is an important objective in the building design. Through the application of stringent universal design standards, the goal is to be the most accessible building in the National Capital Region. The project has retained a third-party consultant to provide an independent review of the building plans throughout the design process.

Their responsibilities include:

- Helping to facilitate improved accessibility features;

- Completing an accessibility matrix of various Accessibility Standards including the new Accessible Canada Act;
- Undertaking a compliance review of the schematic design plans; and,
- Providing subject matter expertise on the application of accessible obligations and best practices as part of a universal design approach.

The project team introduced the Joint Facility project and presented the floorplans developed during schematic design to the City of Ottawa's Accessibility Advisory Committee (AAC) in June 2019. The AAC highlighted the importance of equity and diversity in all facets of the building design and provided feedback on the floorplans. The project team will be returning to the AAC on November 19, 2019 with updated floorplans (see Document 1).

The Design Team has been applying accessibility principles into the schematic design phase, for example:

- As the site's topography is sloped, design mitigation for the grade change has been incorporated into the interior of the building, allowing those with limited mobility or disabilities ease of access in an enclosed and climatized environment;
- Wherever possible, using ramps instead of stairs;
- Providing the same experience for those who choose to take the stairs or take elevators;
- Addition of oversized elevators to allow for a more individuals with strollers and/or in wheelchairs to use at the same time;
- Inclusion of all-gender washrooms;
- Offering sensory rooms (low stimulation environments);
- Applying unique wayfinding for those with disabilities through technology and/or physical means; and,
- Providing a private nursing room in the children's area.

### **Sustainability Update**

Maximizing the environmental sustainability of the building was a major focus during the schematic design phase and was a component of the third public workshop in August 2019. The schematic design analysis confirmed the feasibility of achieving, at minimum, a LEED® Gold certification. Additional incremental sustainability options are being explored, subject to cost estimate validation through the detailed design phase. One of

these options is to connect to the federal District Energy System (DES) for building heating and cooling (pursuant to the third recommendation of the June 2018 staff report). In the coming years, the federal government is planning on converting their DES system to a net zero carbon energy source which would give the Joint Facility the option to purchase net zero carbon heating and chilling, significantly reducing carbon emissions. The PMO is currently exploring commercial and technical terms with the federal district energy team and will have a recommendation for the Executive Steering Committee before the completion of the detailed design phase.

### **Update on Related City Projects**

With the opening of the Light Rail Transit (LRT) Confederation Line, Pimisi Station is now operational. Access to the site from the station is possible from two directions: exiting the station on the east side of Booth Street, and walking south along Booth street to Albert Street, or by exiting the station to the lower multi-use pathway, which will have a future connection to the northwest corner of the site. Both options for direct access are possible without crossing streets.

The Combined Sewer Storage Tunnel (CSST) project is currently using the project site for construction staging and materials storage. That project recently reached the major milestone of completing tunneling work, which included tunneling under the project site. It is expected that the CSST will be on the site through to the end of 2019.

The Albert and Slater Streets Post-LRT Repurposing Functional Design and Slater Street Realignment Project recently completed the RFP for Design Services and will be starting design work this year. As the Joint Facility site is within the project's study area, the PMO will be working closely with the Albert and Slater Street team to ensure design and construction integration and schedule coordination.

The PMO has initiated environmental site assessment and geotechnical work on the project site. It is expected that site remediation and site preparation works will be undertaken in 2020.

### **Next Steps**

The last series of staff, Indigenous, and public engagement workshops are scheduled throughout the month of November. The PMO recognizes the significant employee and community interest in the Joint Facility and the final design. As such, a design unveiling

event is planned for Q1 2020 in order to have the building exterior advanced with the feedback from the final workshop series. Additional information will be provided to the Board as the timelines and rollout are finalized.

Project work in 2020 will focus on completion of the design phase, which will include completing building plans and drawings, permit approvals, and preparing tender documents for construction. Timelines remain unchanged for construction contract award in 2021, construction period from 2021 to 2024, building's ready for use milestone (construction meets substantial performance certification) in late 2024, and official opening in 2025.

## **CONSULTATION**

### ***Workshop 2 – Spaces & Relationships – June 2019***

When the Project Team last presented to the Board in June 2019, Workshop 2 had just successfully concluded. Participants were asked to provide input on the location of major program spaces and uses within the building, and to consider views to and from the building.

What we heard:

- Participants want the Joint Facility to be a place to spend time, rather than simply a transactional destination;
- Participants clearly expressed a desire for a multitude of offerings. They want the Joint Facility to be a hub of activity, a destination point, and they want it to include a mix of quiet and vibrant spaces; and,
- There is a clear desire to have OPL and LAC program spaces appear distinct (without seeming separated or isolated), to improve participants' ability to navigate the facility.

### ***Workshop 3 - Public Art and Landscape – August 2019***

More than 600 people took part in-person and online in Workshop 3, to provide input on public art and landscape, as well as the sustainable features of the building.

What we heard:

- Participants want all aspects of this facility to be iconic. The desire for a landmark facility extended to all aspects of this phase of engagement, from creating unique outdoor experiences for users of the site, to having public art that catches people's attention, to showcasing the best and latest advancements in sustainable building design;
- Participants want the public art to be bold, yet welcoming, and for it to draw visitors to the facility;
- Participants want a mix of quiet and vibrant outdoor spaces that will showcase the site's natural features and surroundings, and allow for intimate, smaller-scale events; and,
- Participants want the facility to be a leader in environmental building design.

#### ***Workshop 4 – Iconic Features and Finishing Touches – November 18,19, 20, 2019***

As indicated above, in November 2019, Ottawa residents and visitors will be invited to attend one of three design consultation workshops and encouraged to comment on the iconic features of the current design, and to provide input on the options for the building's exterior and interior materials and finishes. Additional input will be sought via an online questionnaire. A similarly formatted workshop is scheduled for OPL and LAC employees on November 29.

#### ***Pop-ups***

In addition to the workshop series, the Project Team has employed the use of local pop-ups to reach target audiences such as families, the LGBTQ community, and newcomers to Ottawa. Pop-ups provide an opportunity to tell the story of the project to-date, generate local excitement and a feeling of pride and ownership for the new facility, promote upcoming in-person and online consultations, and encourage event participants to sign up for project updates at [Inspire555.ca](https://inspire555.ca).

Locations for the summer pop-ups included East, West and Central areas of the city, including:

- Tales and Tunes: Family Fun Day at the Library – Ben Franklin Place (West) - July 2019
- Cumberland Farmers Market (East) - August 2019
- TD Summer Reading Club Closing Ceremony – Cumberland Branch (East) - August 2019



- TD Summer Reading Club Closing Ceremony – Beaverbrook Branch (West) - August 2019
- Pride Picnic – Hintonburg Park (Central) - August 2019

Additional pop-ups are planned for later this fall.

### **Indigenous Engagement**

A parallel but distinct stream of engagement is also taking place with Indigenous Peoples. The site for the Joint Facility is located on the traditional territory of the Algonquin people, who have lived in the area for thousands of years. The land surrounding the Chaudière Falls is a sacred meeting place for the Algonquin Anishinabe and other First Nations, associated with a portage and trade route for Indigenous people along the Ottawa River.

The idea of a community public library and national library and archives on this site presents an opportunity to examine the nature of knowledge transfer and learning that will take place in the building, and how it relates to the local Algonquin Anishinabe People as well as Indigenous communities across the country. The identity and vision of the project will be made richer by the inclusion of traditional Indigenous knowledge.

The Algonquin communities of Kitigan Zibi and Pikwakanagan were selected as the two main communities for consultation. These communities are important for a number of reasons including proximity to Ottawa, cultural fluency, and interest in participation.

To begin this process, the Design and Project Teams travelled to the two communities in March 2019. These initial meetings were dedicated to listening, understanding, and developing relationships. Gaining support from the Elders and honouring their communities was important in carrying the project spirit forward and laying the foundations for a mutually beneficial relationship. The Design Team provided an overview of the project, timeframe and milestones, and most importantly sought advice on making meaningful Algonquin territorial acknowledgments.

To continue the series, in June, the Design Team invited interested community members to Ottawa to provide creative input at design-focused workshops. The first design workshop was an opportunity to work with community members to identify preferred locations within the facility and the landscape where Indigenous design elements could be incorporated.

In addition to working with the communities of Kitigan Zibi and Pikwakanagan, the Design Team met with LAC's Indigenous Advisory Committee in May 2019. Members provided input on symbols, motifs, and themes that reflected their nations or regions, and stressed the importance of consulting locally with all the Algonquin communities.

A second design-focused workshop was held with the communities of Kitigan Zibi and Pikwakanagan on October 24, 2019. The Design Team reflected back to the communities what they heard during the last design workshop and how their ideas have impacted the design of the facility. Plans for additional engagement that includes a meeting with the urban Indigenous community of Ottawa, including Inuit and Métis people, to better understand their needs and interests is being scheduled for late November 2019.

## **LEGAL IMPLICATIONS**

There are no legal implications associated with this information report.

## **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with receiving this information report.

## **FINANCIAL IMPLICATIONS**

There are no financial implications associated with receiving this information report.

## **ACCESSIBILITY IMPACTS**

No additional accessibility impacts are associated with this report other than what has been identified under the *Accessibility Update* above.

## **TECHNOLOGY IMPLICATIONS**

There are no technology implications associated with this report.

## **BOARD PRIORITIES**

Central Library Development was an approved 2015-2018 strategic priority for both the Board and Council.

In June 2019, the OPL Board approved a 2020-2023 Strategic Plan, which included “Create the destination experience for the Ottawa Central Library” as a key component of “Redesign the Library Experience.”

Supporting the development of the new Central Public Library project is identified in the draft 2019-2022 Term of Council Priorities, which is expected to be brought forward to Council for approval in December 2019.

### **SUPPORTING DOCUMENTATION**

Document 1 Updated Floor Plans

### **DISPOSITION**

The Project Management Office will continue to lead all aspects of the Joint Facility project, with the next major milestone being the completion of the detailed design development and construction document phases. The next update report to the Board will be March 2020.