

Report to/Rapport au:

**OTTAWA PUBLIC LIBRARY BOARD
CONSEIL D'ADMINISTRATION DE LA BIBLIOTHÈQUE PUBLIQUE D'OTTAWA**

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Ref N°: OPLB-2014-0063

SUBJECT: Main Library Facility Planning

OBJET : Planification de la Bibliothèque centrale

REPORT RECOMMENDATION

That the Ottawa Public Library Board receive the Main Library facility planning information as detailed in this report.

RECOMMANDATION DU RAPPORT

Que le C.A. de la Bibliothèque publique d'Ottawa prenne connaissance des renseignements concernant la planification de la Bibliothèque centrale, tel que détaillé dans le présent rapport.

BACKGROUND

In November 2012, the Ottawa Public Library Board ("the Board") approved modernizing the Main Library as its preferred option for renewal, redesign, and refreshing of the current facility. Based on information available at that time, it appeared that the approved option would result in necessary infrastructure repairs and renewal, resolution of service delivery deficiencies and accessibility issues, ability to provide

modern library service delivery, and support optimal implementation of RFID technology.

As a result of the approval, next steps in planning for the modernization of the Main Library included developing functional program requirements as well as preliminary conceptual designs, including order of magnitude costs. The functional program requirements were developed to support services provided by a modern Main Library. The preliminary conceptual designs (blocking options) were based on the existing space available at 120 Metcalfe Street/191 Laurier Avenue West.

The purpose of this report is to present the Board with the results of the planning studies (Appendix 1) requested in November 2012.

DISCUSSION

In fall 2013, external design services (Ajon Moriyama Architect) were engaged to undertake the development of a functional building program for a modernized Main Library. The scope of work included:

- Identification and prioritization of preliminary program requirements for Main Library service delivery;
- Identification of spatial adjacency requirements;
- Validation of program requirements;
- Development of three blocking options (Renewal, Renovation, Redevelopment) responding to program requirements at the existing site; and,
- Class "D" costing (+/- 30%) of the blocking options.

Project Planning Assumptions

In 2013, OPL ran the *Imagine* campaign which gave customers an opportunity to say what they wanted in their library of the future based on best practices and aligned to central themes of Learning, Leisure, Celebration, Creation, and Community Development. Key results included validation that Ottawa residents view their public libraries as physical spaces first and foremost, with local and community branches as highly-favoured destinations.

The vision for the Main Library, the largest branch in the OPL system, aligns with these findings, serving roles as both a downtown community branch and a city-wide resource.

A modernized Main Library is envisioned as a concept centre or idea exchange focal point, responding to the central themes of the *Imagine* campaign: Learning, Leisure, Celebration, Creation, and Community Development.

The consultant used the following detailed planning assumptions:

- User-friendly, safe, accessible, welcoming, and customer-driven;
- Less space for physical collections;
- More space for the public including programming, learning/collaboration, study spaces, and meeting rooms;
- More multi-purpose spaces designed for customers to access library resources (print and electronic) or work on their own;
- Building design that supports delivery of modern library services;
- Focus on self-service enabled by technology;
- Retail-oriented service with staff roving through public spaces to serve customers;
- Safe and secure space designed on Crime Prevention through Environmental Design (CPTED) principles;
- Fully accessible as per City of Ottawa *Accessibility Design Standards* (OADS) and provincial *Accessibility for Ontarians with Disabilities* (AODA) legislation; and,
- Compliance with the City's Green Building Policy (LEED Silver or better) as approved by Council.

Development of Functional Program Requirements

In 2007-2008 a planning study was carried out which indicated that then-existing planning standards for central libraries set out an average gross space requirement of 0.45 gft² (gross square feet) per capita. However, owing to Ottawa's geography and its more decentralized library system, the study concluded that a new central library with approximately two-thirds of the average, or approximately 0.27 gft² per capita, would be

appropriate for Ottawa. As a result, a building envelope of approximately 345,000 square feet was recommended for a new Central Library.

In carrying out the current exercise to establish a functional program requirement for the Main Library, staff noted that recent public library facility trends, wherever significant renovations take place or new facility construction is undertaken, consistently include:

- Less space for collections and more space for the public;
- More group and quiet study spaces;
- More multi-purpose spaces being designed for customers to access Library resources (print and electronic) or work on their own;
- Full WiFi access to support customer use of the Internet on their own devices;
- Increased focus on customer self-service enabled through technology;
- Installation of RFID (radio frequency identification) sorter systems to provide more convenient and efficient handling of returned material; and,
- New customer service models which move staff away from traditional service desks to a single point of service with roving staff.

In identifying the current functional program requirement, staff have taken a different approach than that of the 2007-2008 study.

The functional program project began with a review of current conditions as well as best practices and trends in public library service delivery across Canada. This was followed with a needs analysis, which included identification and prioritization of functional program requirements.

Using current space allocations as a starting point, the Project Steering Committee determined the minimum program requirements to provide the most efficient amount of space required to deliver modern library services in a customer-focused, safe, and welcoming environment. The proposed components and sizes were then validated with staff focus groups, with the total current functional program requirement (gross building floor area) identified as 130,000 square feet, as set out in Table 1 below.

Table 1: Main Library Functional Program Requirements

Component	Requirement (square feet)
Entrance/Welcome Primary point of access to the Main Library including orientation information and primary service point, marketing area for OPL resources, community information hub, FOPLA bookstore, exhibition space, security services, and a café.	6,200
Popular and New This function will provide easy access to Express Reads, popular materials, and Holds pickup.	5,000
Children's Includes children's collections, and study, learning, and program spaces for children under 13 years of age. Zones within this space include early literacy, pre-school, middle years, and tweens.	6,000
Teens Includes teen print fiction but emphasis is on technology, gaming, group study, learning, socializing, and creation spaces.	2,500
Reading Space Includes fiction, magazine and newspaper collections, reading spaces, and gathering spaces for such activities as adult book clubs.	15,000
Information Commons Centralized area for public computer and Internet access, electronic device lending, and computer training. Spaces need to be organized in both formal seatings and leisure hubs.	4,300
MakerSpace Technology-driven space that facilitates customer fabrication of items, video, music, and photo editing, videoconferencing, and associated technology training.	1,500
Learning Space Includes non-fiction collections (all formats), quiet work, study (individual and group) spaces, and tutoring spaces and learning labs.	15,000

Component	Requirement (square feet)
Local History and Genealogy Specialized Learning Space which includes collections (print, digitized and non-traditional formats) and work spaces.	4,000
Business and Careers Specialized Learning Space which includes collections (all formats) and work spaces focused on entrepreneurial development.	2,000
Newcomers Specialized Learning Space supporting services to residents who are new to Canada; the space will include collections, gathering spaces, and tutoring spaces.	3,500
Meeting Rooms and Community Spaces A variety of flexible, wired meeting rooms are required to support library, City, and community programs. Some meeting rooms should be available when the library is not open.	9,500
Materials Handling Space enables installation of a large automated sorting system, conveyor belts, book returns (internal and external), and smart bin/book truck storage.	3,000
Building Services Includes external deliveries, shipping and receiving, building operations and maintenance facilities, general storage, FOPLA storage, washrooms, garbage and recycling, and IT, electrical, and mechanical rooms.	13,000
Corporate and Administrative Includes corporate and administrative services, and Main Library work spaces.	20,000
Ancillary and Circulatory Spaces	19,500
Total program requirement	130,000

Development of Options

Existing Building Functional Spaces

The Main Library at 120 Metcalfe Street is 90,418 square feet with 80,865 square feet of usable space. OPL also leases 18,240 square feet on the 4th and 5th floors of the attached Sir Richard Scott Building at 191 Laurier Avenue West, which results in 16,920 square feet of usable space once the elevator, lobbies, and service rooms are excluded. This provides a total of 97,785 usable square feet available for library functions in the current space.

The programming elements identified in Table 1 were used to develop three blocking options in a best-fit configuration to suit the space available in each option. Starting with the most modest option and progressing to the most substantive are Option 1: Renewal, Option 2: Renovation, and Option 3: Redevelopment.

All options require the use of the leased space on the 4th and 5th floors of 191 Laurier Avenue West to increase public spaces on floors 1-3 of the Main Library and to house corporate, program, and administrative functions. Table 2 provides a summary of the three options.

Table 2: Main Library Modernization Options

	Option 1 Renewal	Option 2 Renovation	Option 3 Redevelopment
Approximate Size	109,000 sq. ft.	115,000 sq. ft.	131,000 sq. ft.
Estimated Cost	\$40 million	\$50 million	\$70 million
Life Span	15-20 years	25–35 years	40+ years

Option 1: Renewal

Option 1 (\$40 million project costs) results in a renewed and refreshed facility that has the same overall look, character, and feel as the current building. There will be a new, fresh look and appearance, as well as updated building systems. The building's exterior will remain essentially unchanged. To summarize:

- Existing footprint is maintained;
- No major changes to the interior, including the basement auditorium, mezzanine area, escalators, main stairs and atrium, or to the exterior facade;
- Renewal of critical building systems and infrastructure undertaken for Heating, Ventilation, Electrical, Fire, and Life Safety systems;
- Complete replacement of all washrooms and new finishes throughout building;
- Program improvements: Children's area moved to 1st floor, Maker Space included, and additional meeting rooms added to Floors 1-3;
- Program requirements not met in Children's, Teens, Reading Space, Information Commons, Newcomers, Meeting Rooms and Community Spaces, and Learning Space;
- Most current facility deficiencies including lack of windows and natural light, escalators and elevators are not addressed; other facility deficiencies are not improved while accessibility, technology, and safety and security are satisfactorily improved; and,
- Total floor space provided is approximately 21,000 square feet short of the amount required to fully address all of the identified functional program requirements.

Option 2: Renovation

Option 2 (\$50 million project costs) results in the renovation of the existing facility through redesigning, expanding, and refreshing the current space. Significant changes are made to the interior of the building to improve delivery of modern library services. This option includes changes to the building entrance and exterior façade, and also includes a minor expansion to the building footprint of 6,170 square feet. To summarize:

- Major renovations to all floors throughout the facility;
- Improved accessible design over Option 1; building systems and infrastructure renewed and updated, auditorium removed and replaced by several meeting rooms, escalators removed and replaced with new interior elevator, existing south elevator relocated to better serve the public, and atrium reconfigured;
- Program area target not met in Teens, Reading Space, Information Commons, Newcomers, and Meeting Rooms and Community Spaces;

- Several current facility deficiencies are satisfactorily addressed (e.g. vertical lifts, technology), accessibility and natural light are improved and, safety and security issues significantly improved; and,
- Total floor space provided is approximately 15,000 square feet short of the amount required to fully address all of the identified functional program requirements.

Option 3: Redevelopment

Option 3 (\$70 million project costs) offers an enhanced street presence through a maximum expansion of the existing building footprint. The current building would be stripped down to its structural shell resulting in a new façade and an almost like-new building. This would include a 4th floor addition that would provide additional meeting and event space with superb street views. Much of the current brutalist-style building would be removed and replaced with a new façade featuring walls of windows allowing much more light into the building while offering views of the Laurier-Metcalf intersection and beyond. At the same time, the design would produce a visual 'WOW' factor from the street level. To summarize:

- Most major renovation and maximum expansion supporting a complete redevelopment of the existing facility;
- Existing footprint expanded by 9,660 square feet, the current 4th floor roof area is developed into an additional 12,700 square feet of meeting/event space, for a total expansion of 22,360 square feet;
- Supports best practices implementation of OADS, building systems and infrastructure renewed and updated, auditorium removed and replaced by several meeting rooms, escalators removed and replaced with new interior elevator, existing south elevator relocated to better serve Library, and atrium reconfigured;
- Opportunity for a new street façade on Metcalfe and on Laurier to provide 'WOW' factor and greatest opportunity to allow natural light into the building;
- Service improvements: enhanced Entrance / Welcome Centre with street presence, prominent Exhibition space, expanded Children's area moved to 1st floor, added Maker Space, increased number of meeting rooms added to floors 1-4;

- Total floor space provided is approximately the same as that for the identified functional program requirements but program requirements not met by a total of approximately 8,500 square feet in the Reading Space, Information Commons, Newcomers, and Meeting Rooms and Community Spaces components due to existing building constraints and the necessity to provide identified spatial relationships amongst the key public program components; and,
- Majority of current facility deficiencies are addressed with significant improvements to accessibility, natural light, and safety and security.

Comparison of Options

Table 3 illustrates the degree to which existing facility deficiencies are addressed in each option. The checkmarks below indicate the degree to which the deficiencies are improved, three being the best.

Table 3: Current Facility Deficiencies Compared by Option

	Option 1 Renewal	Option 2 Renovations	Option 3 Redevelopment
Accessibility (OADS – AODA)	✓	✓✓	✓✓✓
Infrastructure and building systems	✓	✓	✓✓
Building code deficiencies	✓	✓	✓
Vertical lifts (escalators, elevators)	NR	✓	✓✓
Technology	✓	✓	✓✓
Shipping and receiving access	NR	NR	NR
Lack of windows and natural light	NR	✓✓	✓✓✓
Safety and security	✓	✓✓✓	✓✓✓

Legend: ✓ = Satisfactory ✓✓ = Better ✓✓✓ = Best NR = Not Resolved

Option 3: Redevelopment comes closest to addressing current facility deficiencies. None of the options can resolve current limitations to shipping and receiving access.

Table 4 demonstrates how each option responds to the key public components of the functional program requirements. One checkmark (“✓”) indicates that 80% of the program requirement is met; two checkmarks (“✓✓”) indicate that 90% of the requirement is met; and, three checkmarks (“✓✓✓”) mean that the program requirements are fully met. “NR” indicates that minimum requirements cannot be met.

Table 4: Key Public Program Components Compared by Option

Functional Component	Program Requirement (Sq. ft.)	Option 1 Renewal	Option 2 Renovation	Option 3 Redevelopment
Popular and New	5,000	✓✓✓	✓✓✓	✓✓✓
Children's	6,000	✓✓	✓✓✓	✓✓✓
Teens	2,500	✓	✓	✓✓✓
Reading Space	15,000	NR	NR	NR
Information Commons	4,300	✓	✓	✓
Maker Space	1,500	✓✓✓	✓✓✓	✓✓✓
Local History and Genealogy	4,000	✓✓✓	✓✓✓	✓✓✓
Business and Careers	2,000	✓✓✓	✓✓✓	✓✓✓
Newcomers	3,500	NR	NR	NR
Meeting Rooms and Community Spaces	9,500	NR	NR	✓
Learning Space	15,000	✓✓	✓✓✓	✓✓✓

Option 3: Redevelopment comes closest to meeting service needs. This option includes major changes to both the interior and exterior of the building, an expansion of the building footprint, and construction of additional meeting spaces on a new fourth floor to meet, as closely as possible, identified program needs and provide additional flexibility and usable space.

While the total floor space provided by this maximum expansion option is approximately the same as that for the identified functional program requirement, it still is short of being able to accommodate all of the key public program components by approximately 8,500 square feet. This is due to existing building constraints and the necessity to provide identified spatial relationships amongst the key public program components. This shortfall affects the Reading Space, Information Commons, Newcomers, and Meeting Room and Community Spaces components. Building deficiencies related to shipping and receiving access cannot be resolved to a satisfactory extent.

Cost Estimates

Overall project deliverables also included external order of magnitude cost estimates (Class D, +/- 30%) related to construction costs of each option. City of Ottawa Infrastructure Services, Design and Construction Branch used this data to develop estimated total project delivery costs (Appendix 2) for each of the three blocking options. The total estimated project costs include all other project costs (e.g. architectural design, furnishings, moving, relocation, swing space, taxes), and all other 'soft' costs.

While cost estimates have factored in contingencies, there are significant risks and unknowns when renovating an older building. These order of magnitude costs were provided for comparative purposes and are likely to increase, rather than decrease, through subsequent detailed planning and cost refinement.

Rounded cost estimates in 2016 dollars are Option 1: Renewal - \$40 million, Option 2: Renovation - \$50 million, and Option 3: Redevelopment - \$70 million.

Conclusion

In November 2012, the Board approved modernizing the Main Library as its preferred option through redesign and refreshing of current space. Based on information available then, it appeared that this option would result in necessary infrastructure repairs and renewal, resolution of service delivery deficiencies and accessibility issues, ability to provide modern library service delivery, and support optimal implementation of RFID technology.

The purpose of this report was to present the Board with the results of this work plus recommendations for the next steps in planning for Main Library renewal. Through completion of the functional program project and development of blocking options what has been learned is that:

1. Approximately 130,000 square feet of space is required to meet Main Library functional program requirements;
2. Modernization of current space on the existing site, as envisioned in November 2012, cannot fit in the existing building spaces and respond satisfactorily to the program requirements;

3. Full redevelopment and maximum expansion of the existing site would be necessary to most closely meet all program requirements;
4. Option 3 does still not fully resolve shipping and access deficiencies and continues to fall short of accommodating all of the key public program components by approximately 8,500 square feet total in the Reading Space, Information Commons, Newcomers, and Meeting Room components due to existing building constraints and the necessity to provide identified spatial relationships amongst the key public program components; and,
5. While cost estimates have factored in contingencies, there are significant risks and unknowns when renovating an older building. These order of magnitude costs were provided for comparative purposes and are likely to increase, rather than decrease, through subsequent detailed planning and cost refinement.

Staff are recommending that the Board receive the planning information as set out in this report.

CONSULTATION

Key OPL and City staff who worked with the consultant on this project included:

- OPL: Division Manager, Facilities and Fleet; Manager, Facilities Development
- City: A/Manager, Design and Construction, Buildings and Parks; A/Program Manager, Design and Construction, Buildings and Parks

Consultation occurred with City of Ottawa staff in Real Estate Partnership and Development Office and Infrastructure Services. Program validation included OPL staff. At this preliminary stage, no public consultation occurred. Public input was based on findings of the 2013 *Imagine Campaign* and the 2012 *Nanos Study Public Opinion on the Ottawa Public Library's Main Branch*. Consultation also occurred with the OPL Board Chair and CEO.

LEGAL IMPLICATIONS

There are no legal implications associated with Board receipt of this report.

RISK MANAGEMENT IMPLICATIONS

The Main Library has been identified as the OPL's highest facility risk with respect to aging infrastructure and as its busiest location, receiving more than 16,000 visitors weekly.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with this report.

TECHNOLOGY IMPACTS

There are no technology impacts associated with this report.

FINANCIAL IMPLICATIONS

There is no funding available to proceed with implementation of any of the identified options. Existing capital funding is available to undertake investigation in 2014 of the recommended further option analysis as part of the Main Library Modernization capital project. Total funding of \$1,025,000 was approved in the 2014 capital budget for the Main Library Modernization. Funding will be required in 2015 through the budget process to continue planning for the next steps for any of the identified options.

BOARD PRIORITIES

In May 2012, the Board approved the Main Library as its highest facility renewal priority.

SUPPORTING DOCUMENTATION

1. Document 2, *Facilities Planning Committee Report*, May 14, 2012.

2. Document 4, *Main Library Building Condition Assessment Update*, September 10, 2012.
3. Document 6, *Main Library Facility Planning*, November 19, 2012.

DISPOSITION

Staff are recommending that the Board receive the Main Library facility planning information as detailed in this report.

APPENDICES

1. OPL Main Library Functional Program, June 2014.
2. Project Cost Estimates, June 2014.