

ACTION

Subject: Main Library Facility Planning

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Prepared for: Ottawa Public Library Board

Meeting of: November 19, 2012

Date of preparation: November 14, 2012

RECOMMENDATION:

That the Ottawa Public Library Board approve *Option 2: Modernize* as the recommended option for renewal, redesign and refreshing of the current Main Library.

Background

1. One of the Library Board's five strategic directions focuses on developing library *Places and Spaces that are Vital, Welcoming Community Hubs*.
2. On September 12, 2011, the Board approved the undertaking of an external building condition assessment of the Main Library building. The purpose of the study was to examine expansion potential, building flexibility, end of life and structural soundness of the existing facility. The Main Library is the most heavily used building in the OPL fleet of facilities. The facility has never had a comprehensive renovation and has accessibility issues, as well as a lack of public meeting and gathering spaces. The Main Library was designed for a book-based service delivery model, not for a modern, technology-based service delivery model.
3. With the building coming up to its 40 year anniversary in 2014, it was both timely and prudent to undertake a comprehensive structural assessment of the facility. City of Ottawa Infrastructure Services engaged the services of Morrison-Hershfield consulting engineers to undertake the study. Work commenced in January 2012 and was completed in July 2012. The final report was provided to the Board at its September meeting.
4. As part of the planning for the renewal of the existing Main Library facility, a survey of users and non-users was undertaken in Q2 2012 by Nanos Research. The final report was provided to the Board at its September meeting.

Overall, 83% of people who use the Main Library said that they were satisfied with their user experience and saw the branch's central downtown location and wide selection of resources as its biggest advantage over other branches. A majority of respondents used the Main Library more than any other OPL location, and visited on average between once a month and once a week. Thinking of the future, respondents said that the branch should continue to widen its selection of resources, and asked for a refreshed library.

5. In May 2012, the Board approved facilities renewal priorities for 2013-2021 for future planning including incorporation into the nine-year capital forecast. Eight priorities were approved with the Main Library identified as number one on the list.
6. On September 10, 2012, the Board approved the following motion:
 - *That the Board receive the Main Library Building Condition Audit and Structural Assessment (Morrison-Hershfield Report No. 2123051.00 July 24, 2012) report; and*
 - *That the report be referred to the Facilities Planning Committee for consideration; and*
 - *That staff bring a report to the Board in November 2012 on recommended next steps in planning for renewal of the existing Main Library facility.*

Analysis

1. The Facilities Planning Committee met on October 24, 2012 and reviewed the key results of the Main Library Building Condition Audit and Structural Assessment as well as options for moving forward with the project.
2. The *Main Library Building Condition Audit and Structural Assessment* included the following points:

Overall

- The Main Library building is in generally good condition
- An estimated \$6.253 million in repairs/replacements have been identified over the next ten years for essential and necessary repairs/replacements including:
 - \$4.2 million to replace the forty year old electrical system
 - \$1.1 million for parking garage repairs
 - \$1.0 million for other repairs/replacement

Functionality

- The large open spaces on the 1st to 3rd floors offer flexibility in space redesign and reconfiguring of existing partition walls, excluding the walls surrounding the elevators, stairwells and atrium. Infilling of the atrium space does not appear to be feasible; altering the raised floor area on the ground floor does appear to be a feasible option and would improve accessibility as well as provide additional usable floor space.

- The basement level has limited flexibility to be altered

Expansion Potential

- The Main Library offers limited expansion potential
 - Any expansion would be challenging due to structural and legal encumbrances
 - The maximum potential is for a 2 storey addition of 8,800 square feet (structural encumbrances)
 - Any addition would impact both on existing air rights and the Sir Richard Scott building (legal encumbrances)
3. Knowledge that the Main Library facility is in generally good condition supports planning for its renewal.
 4. Next steps in planning were based on the guiding principles of a fiscally responsible plan that supports modern library development and includes a significant fund-raising component.
 5. Renewal Options: Three renewal options were identified for the Main Library: *Option 1: Maintain*; *Option 2: Modernize* and *Option 3: Expand*. A summary of each option follows.

Option 1: Maintain

Description	Status quo
Scope	Life cycle maintenance of Main Library facility
Order of Magnitude	\$
Results	<ul style="list-style-type: none"> • Responds to condition audit but does not address current facility limitations in supporting library service delivery • Restricts RFID implementation • Facility is not refreshed
Duration	Short-term (10 year) solution
Strategic Alignment	<ul style="list-style-type: none"> • Council-approved Comprehensive Asset Management strategy • B: Places and Spaces that are Vital, Welcoming Hubs →Maintenance of current facilities

Option 2: Modernize

Description	Modernizing of current Main Library through redesign and refreshing of current space
Scope	Life cycle maintenance of facility Major renewal and comprehensive renovation of existing facility maximizing public space
Order of Magnitude	\$\$
Results	<ul style="list-style-type: none">• Responds to condition audit• Addresses service delivery deficiencies and accessibility issues• Will support modern library service delivery (open spaces, more people places, technology friendly)• Allows for optimal RFID implementation through facility design integration
Duration	Mid-term (estimated 20 years) solution
Strategic Alignment	<ul style="list-style-type: none">• A: Services that are Relevant, Accessible and Customer-Centric• B: Places and Spaces that are Vital, Welcoming Hubs<ul style="list-style-type: none">→Maintenance and renewal of current facilities→Sustainability

Option 3: Expand

Description	Expansion and major renovation of current Main Library
Scope	Total renewal and renovation of existing space Expansion through two storey addition to 4 th and 5 th floors
Order of Magnitude	\$\$\$
Results	<ul style="list-style-type: none">• Will address issues raised in condition audit• Major renovation with building stripped back to its shell• Increased service delivery space (+9.7%)• Addresses service delivery deficiencies and accessibility issues• Will support modern library service delivery (open spaces, more people places, technology friendly)• Allows for optimal RFID implementation through facility design integration
Duration	Long-term (more than 20 years) solution
Strategic Alignment	<ul style="list-style-type: none">• Council-approved Comprehensive Asset Management strategy• A: Services that are Relevant, Accessible and Customer-Centric• B: Places and Spaces that are Vital, Welcoming Hubs<ul style="list-style-type: none">→Maintenance and renewal of current facilities→Building new spaces→Sustainability

6. Comparison of Options: The following table compares the three identified options:

Results in a facility that	Option 1: Maintain	Option 2: Modernize	Option 3: Expand
Is structurally sound	X	X	X
Meets functional program requirements		X	X
Is accessible		X	X
Better supports technology-based services to customers		X	X
Supports full implementation of RFID technology		X	X
Is a vital, welcoming community hub		X	X
Maximizes public spaces		X	X
Offers increased square footage			X

7. Recommended Option

Following discussion, the Facilities Planning Committee approved *Option 2: Modernize* as the recommended option to the Board in planning for renewal of the existing Main Library facility. To summarize the supporting rationale, Option 2:

- Represents a modest renewal of the existing facility;
- Is moderately priced;
- Supports delivery of modern library service including full implementation of RFID technology.

Next Steps

1. Pending Board approval, the next steps in planning for a modernization of the Main Library are to:
 - a. Identify functional program requirements through engagement of external services working with customers, employees and key stakeholders.
 - b. Develop a preliminary design vision through engagement of architectural services to undertake a preliminary feasibility analysis including identification of order of magnitude costs.

The Jan Harder Capital Trust Fund was established in 2010 through the Ottawa Public Library Foundation. The fund has as a current balance of approximately \$94,000 raised through the proceeds of the 2010 and 2011 Jan Harder Charity Golf Tournaments. This fund has been identified as a funding source for the above-noted planning.

2. Other sources of fund-raising for the project will be explored including establishing a Capital Fund-raising Task Force of the Library Board.

References

1. Doc 3, *Main Library Building Condition Assessment*, September 12, 2011
2. Doc 3, *Adoption of 2012 Board Workplan*, April 16, 2012
3. Doc 2, *Facilities Planning Committee Report*, May 14, 2012
4. Doc 5, *2012 Employee Strategic Work Program*, May 14, 2012
5. Doc 4, *Main Library Building Condition Assessment Update*, September 10, 2012
6. *Building Condition Audit and Structural Assessment, Main Library, 120 Metcalfe Street, Ottawa, Ontario* (Morrison-Hershfield, Report No. 2123051.00, July 24, 2012).
7. *Public Opinion on the Ottawa Public Library's Main Branch* (Nanos Report, Project 2012-253, FINAL).
8. *Main Library Facility Planning* presentation, Facilities Planning Committee, October 24, 2012