

**Report to / Rapport au:**

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

**February 9, 2016 / 9 février 2016**

**Submitted by / Soumis par:  
Danielle McDonald, Chief Executive Officer**

*Contact Person / Personne ressource:  
Elaine Condos, Division Manager, Central Library Project  
613-580-2424 ext. 32180, [Elaine.Condos@BiblioOttawaLibrary.ca](mailto:Elaine.Condos@BiblioOttawaLibrary.ca)*

**File Number:** OPLB-2016-0134

**SUBJECT: Central Library Development Project Update**

**OBJET: Mise à jour sur le Projet de construction de la Bibliothèque centrale**

#### **REPORT RECOMMENDATION**

**That the Board receive the Central Library Development Project Update report for information.**

#### **RECOMMANDATION DU RAPPORT**

**Que le Conseil d'administration de la Bibliothèque publique d'Ottawa prenne connaissance du rapport sur le Projet de construction de la Bibliothèque centrale.**

#### **BACKGROUND**

On June 9, 2015, the Board received Central Library Development Report OPLB-2015-0061 on recommended next steps for Central Library planning. In response, the Board approved Motion No. 20150609/3 which included in part:

“...That the implementation process as set out in Document 4 of the Board report be used as the basis for considering opportunities for a New Build;...”

The purpose of this report is to present the Board with the results of this direction as well as general project updates. In addition, staff are providing an update with respect to a potential partnership opportunity with Library and Archives Canada (LAC) as announced at the Board meeting on January 12, 2016.

## **DISCUSSION**

### **Functional Building Program and Public Engagement**

Through Request for Proposal (RFP) No. 01415-91800-P01, the Resource Planning Group Inc. was engaged to develop a functional building program for the Ottawa Central Library. Project deliverables will include planning guidelines, a building program, and a detailed component program.

Following the March 31, 2015 public engagement session, a program framework was developed, establishing the size of the Central Library at 132K sq. ft. Based on the 2015 Program Framework, the functional building program will provide the Board with a sense of how the space will be used, and how people will move throughout the building. In addition, the outcome will serve as the detailed requirements for architectural design.

Development of the functional building program includes public involvement to validate the spaces and how they can be used. The public will have opportunities to participate both in-person (e.g. focus groups, open house) and on-line. The anticipated timing for this public engagement is May/June 2016, with additional details to be provided once confirmed.

### **Advocate Architect Services**

RFP No. 01415-91815-P01 was posted on MERX on January 5, 2016. Proposals have been received and evaluation will occur shortly. The Advocate Architect will assist the Ottawa Public Library by creating 3D images of how the building blocks could be assembled based on the functional building program.

### **Potential Partnership with Library and Archives Canada**

On January 12, 2015 the OPL Board Chair announced that Library and Archives Canada expressed initial interest through a Commercially Confidential Meeting through the REOI process. On January 15, 2016, a Letter of Intent was signed by Danielle McDonald, Chief Executive Officer, Ottawa Public Library, and Guy Berthiaume,

Librarian and Archivist of Canada, Library and Archives Canada to investigate the terms of a potential partnership opportunity. The Letter of Intent outlines the steps that will be undertaken to determine the viability and terms of a future partnership.

Investigation of a potential partnership with LAC impacts the planning of the Central Library Development project. Some activities will be expanded or amended and others deferred until investigation is completed. This includes, or may include:

- Project Management – including project definition, development of a new Project Charter, joint project management plan, identification of go / no go decisions.
- Planning Studies – expansion of the scope of work for studies underway or being planned including the functional building program, and the financial analysis.
- Site Analysis – examination of the implications of a co-location on site size, shape, and possible location.

Updates on these activities will be provided to the Board as work progresses.

### **Request for Expressions of Interest**

At the December 1, 2015 Board meeting, high-level results of the Request for Expressions of Interest (REOI) process were reported through the Chair's Remarks. The REOI ran from September 14, 2015 to November 30, 2015 and it represented the first stage of a three-stage procurement process (REOI, Request for Qualifications (RFQ), and RFP). The objectives of the REOI and key findings are summarized below.

#### **1. Level of industry interest and understanding of the OPL project objectives**

- 110 separate organizations picked up the document: 60% Architectural and Engineering Firms; 20% General Contractors; 10% Developers; 5% Professional Support (legal, insurance, financial); and 5% Suppliers.
- Commercially Confidential Meetings (CCMs) were requested by 12 private sector respondents (8 Developers, 2 General Contractors, 1 Architectural firm, and 1 Project Management firm) and 2 public sector respondents
- A total of fifteen responses to the REOI were received.

#### **2. Central Library Development Opportunity Validation**

- All respondents indicated the Library should be a landmark building with distinctive architectural features.

- Preference for a stand-alone building, or at least an architecturally prominent part of a development, and integrated horizontally rather than vertically.
- The proposed size (132,000 gross sq. ft.) and green space elements were endorsed.
- Parking should be considered in the development scheme.

### **3. Identification of potential companies, partnerships, and consortiums**

- All private sector respondents reported that they could assemble a team with the necessary experience and expertise to deliver a landmark library facility.
- Most respondents indicated they would participate in a limited design competition.
- Most Developers/General Contractors saw the design as part of a design-build process, whereas the Project Managers and Architects saw the design as the first stage in a design-bid-build process.
- Feedback regarding public engagement followed a similar division with the Developers/General Contractors preferring that public engagement be up front, during the RFP process, with limited public engagement after contract award based on their design. The Project Managers and Architects envisioned an integrated development team selected for a design-bid-build process with significant public engagement in the design process.

### **4. Procurement and Project Delivery Schedules Confirmation**

- The RFQ/RFP schedule was considered reasonable; some concerns were noted regarding the potential impact of the public engagement component.
- All private sector respondents indicated a construction start date in Q2 2018 with a 24-month construction period was achievable.
- A commencement date prior to Q2 2018 would be difficult.

### **5. Determining a preferred project delivery method/model**

- There was no clear consensus on delivery model - Developer/General Contractors favoured design-build; Project Manager/Architect respondents favoured design-bid-build.

- All indicated their willingness to participate in the project regardless of delivery model.
- Public sector respondents were not interested in delivering the project.
- Most respondents felt a design builder team (developer, builder, architect, and engineering consultants) should be identified in the RFQ.
- The majority indicated that their willingness to participate would depend on the relative chance of success and that only three to five (3-5) proponents should be short-listed for the RFP.
- The general consensus on honoraria to support participation was in the range of \$100,000 to \$150,000 given the level of effort and public engagement element.
- 557 Wellington Street is considered by most respondents as a good mixed-use development site in conjunction with the Library project. However, the majority were not interested in acquiring this property if it was **not** going to be used for the library.
- All but one of the private sector respondents indicated a strong preference for 120 Metcalfe Street to be sold under a separate process and not as part of the RFP.
- Respondents reported that a set budget for design and building is preferred at the RFQ stage in order to establish clear parameters in the process and place all bidders on an equal footing.

## 6. Identification of possible site locations

- Respondents brought forward nine (9) sites. The general locations of these sites were: five (5) West of Bronson Avenue, two (2) within the traditional downtown (between Bronson and Elgin), and two (2) East of the Rideau Canal.
- All respondents would participate in an RFQ to qualify sites as well as development teams.

- Most felt that the OPL / City should qualify site(s) prior to issuing an RFP.
- The perception of respondents was that the Ottawa's future downtown is shifting west of Bronson Avenue.
- All respondents were asked to comment on 557 Wellington Street. All but one indicated that 557 Wellington (or any site in the vicinity of LeBreton Flats near the Pimisi LRT Station) would be an excellent location for a landmark Central Library.

### **REOI Conclusions**

The REOI process yielded a great deal of useful information in determining how to proceed with the Central Library Development Project. In particular it was learned that:

- The site needs to be determined as soon as possible.
- Proximity to Light Rail Transit is essential.
- The perception is Ottawa's downtown is shifting west.
- A site in the vicinity of LeBreton Flats, near the Pimisi LRT station, would be a good location for the Central Library.
- The Central Library is for the future and not for today.
- The Central Library is viewed as a City-building project.
- The building should be a landmark facility with distinctive architecture.
- The Central Library should be a stand-alone facility.
- There was no clear consensus on the project procurement method.

The Public Opinion Research results that were provided to the Board on January 12, 2016 align with many of the REOI results, including the importance of:

- Convenience of location;
- Proximity to transit; and
- Architecture of the building.

### **REOI: Next Steps**

In alignment with what was learned through the REOI process, work is underway on Site Analysis. Site evaluation criteria are in development for review and confirmation by the Board in March 2016.

Pending confirmation of the criteria, analysis of potential sites will be undertaken to support a site recommendation to the Board for approval and recommendation to Council.

### **CONSULTATION**

Consultation occurred through the Commercially Confidential Meetings held as part of the REOI process.

### **LEGAL IMPLICATIONS**

There are no legal implications associated with this report.

### **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with this report.

### **FINANCIAL IMPLICATIONS**

There are no financial implications associated with this report.

### **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**

Site evaluation criteria are in development for review by the Board in March 2016.