

NEW CENTRAL LIBRARY PROGRESS REPORT

EXECUTIVE SUMMARY

Planning for a new library in Calgary's downtown began in 2004 with Council's commitment of \$40 million towards the project. At the time the library was deemed unable to meet volume growth and program demands, nor cost-effectively meet technological adaptation or lifecycle needs. Since 2005 the Calgary Public Library, City Administration, and Calgary Municipal Land Corporation (from 2011 onwards), have worked together to achieve a viable project plan with the right scale and scope, and with adequate financing.

In 2013 February Council gave final approval for the project to proceed. This report provides an update on progress made since then and also includes the key project milestones to project completion in the fall of 2018. The next design stages as well as the permitting process are expected to be completed over the next twelve months, enabling construction on the main building to start in Q4 2015. The design is planned to be publicly unveiled in 2014 September.

Planning for the LRT tunnel encapsulation is nearing completion, and initial land servicing including utility re-location, has commenced on the site. The LRT tunnel encapsulation is expected to be completed by Q4 2015 just before start of construction on the main building.

The project budget is currently on target, project risks are being managed appropriately, and The City's technical standards and regulatory requirements will be met at appropriate stages throughout the project's implementation.

ADMINISTRATION RECOMMENDATION(S)

That the Priorities and Finance Committee recommend that Council:

1. Receive this report for information; and
2. Direct Administration to report back on progress on the construction of the New Central Library through the Standing Policy Committee on Community and Protective Services in 2015 Q4.

RECOMMENDATION OF THE PRIORITIES AND FINANCE COMMITTEE, DATED 2014 JULY 15:

That the Administration Recommendations contained in Report PFC2014-0557 be approved.

PREVIOUS COUNCIL DIRECTION / POLICY

On 2013 February 25 Council approved PFC2013-0223 Progress Update on the New Central Library Project, finalizing financing and giving the final go-ahead to implement the project.

Since 2004, there have been numerous other Council Reports related to the New Central Library. These reports in turn addressed scope and programming; financing, including the establishment of the Community Revitalization Levy; evaluating five sites; addressing associated project development issues; and providing periodic progress updates to Council.

Attachment 1 provides a detailed listing of Previous Council Direction since 2004.

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BACKGROUND

The Calgary Public Library (CPL) is the second busiest civic public library system in Canada. The downtown library is the 'flagship' of a system that serves the entire city, extending the reach and capabilities of every community library through the programming and services it provides.

The current Central Library was built in two phases in 1963 and 1974 when the population of Calgary was less than 400,000. Today the current building cannot meet the needs of Calgary's population, has building code compliance issues related to accessibility and fire protection, and inadequate infrastructure for power distribution and new technologies.

In 2004, Council recognized the need for a new central library and approved \$40 million towards its development. Despite best efforts, the project did not progress because of complexities around the initial site and insufficient funding.

With the support of the CPL Board, in 2011 City Administration and Calgary Municipal Land Corporation (CMLC) started talks to explore the viability of a site in East Village to the extent that it could benefit redevelopment in the area and also provide financial leveraging from the Community Revitalization Levy. It was felt that this strategy could address a number of objectives, including finding a suitable site in the downtown, contributing to the redevelopment of East Village, and repurposing a specific parcel of land for better public use. After an extensive evaluation of another four sites in the city's downtown, and following successive stages of public input and program planning between 2004 and 2011, the Calgary Public Library Board and City Administration recommended the site in the East Village, Block 127, that is currently under development.

In 2011 July Council approved Block 127 as the site for the New Central Library, and also approved an additional \$135 million towards the project. In 2012 December the Calgary Municipal Land Corporation Shareholder Meeting approved \$70 million from Community Revitalization Levy (CRL) funds towards the project, and CMLC undertook to be the developer.

In 2013 February Council confirmed CMLC as the developer, and confirmed the final amount from the new Community Investment Fund (CIF) to bring The City's total contribution on the project to \$175 million. Combined, the CIF and the CRL funds make up the \$245 million capital budget to finance the New Central Library. In 2013 February Council directed City Administration to proceed with the project.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

In a report that emphasized the importance of publicly accessible and community-oriented spaces, the New Central Library's Functional Program identified the various functional components and estimated the space requirements of the new library. The New Central Library will provide space for a physical collection of about 600,000 items; special programs for teens and children, including a signature children's area; a technology commons and laboratory for innovation; a theatre supporting library and community events; and a centre that supports inclusive community integration and advancement through skills development. The New Central Library will be a place where all Calgarians can access reading materials, and participate in programs, activities and events that lead to better informed and engaged citizens.

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On 2013 February 26, The City and CMLC entered into a Project Agreement for the implementation of the New Central Library Project to meet the CPL's program and functional needs. Among other things the Project Agreement outlines the respective responsibilities of CMLC and The City, and the reporting and decision-making mechanisms. In addition to being a 30% funder, CMLC undertakes all tasks related to the design, permitting, contracting, and construction of the new facility. The City is in turn the landlord, a 70% funder, the regulator, and has oversight for overall project and financial accountability to Council.

Since 2013 February, CMLC has made significant progress on the project. The concept design for the New Central Library, prepared by architects selected through a global competition, has been developed after rigorous review of the site constraints and functional program requirements. On 2014 April 30 the Prime Design Consultant Team (Snøhetta + DIALOG, a local architectural firm) presented the design to the Calgary Public Library Board and it was endorsed as presented. An overview of the project was also presented to the CMLC Shareholder on 2014 June 12. The CPL, as the principal stakeholder, continues to work closely with CMLC throughout the increasingly detailed design work to ensure the facility will deliver on program objectives, while staying within the approved \$245 million budget.

Following a public procurement process and in conformance with The City's procurement policies, CMLC has also progressed on awarding the following key contracts: the Project Manager (MHPM Project Leaders); Construction Manager (Stuart Olson Dominion); and Utility Relocation Managers (Associated Engineering).

The following highlights the key future completion milestones:

- Schematic Design Submission 2014 July 26
- Development Permit Application Submission 2014 September 30
- Development Design Report Submission 2014 December 18
- Completion of LRT Encapsulation Construction 2015 Q4
- Completion of Library Construction 2018 Q4

Planning for the LRT encapsulation is progressing within schedule. A Transit Construction Protocol Agreement specifying the zone limits, statement of work, technical and safety requirements, approvals of workplans, costs, and all other related matters is under review. Work will commence on the encapsulation upon conclusion of the Agreement and following Transit's Permit Application process.

Administration is also working closely with the project team in relation to the Civic District Public Realm Strategy whose aim is to develop a comprehensive vision for improving the public spaces around City Hall, Olympic Plaza and the New Central Library. This strategy will be used to guide future redevelopment and enhancement initiatives including better connecting people within the area's many public destinations along east-west and north-south corridors. The objectives of this strategy consolidate those of existing area policies and are being carefully considered in the design of the New Central Library.

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As identified at the CMLC Annual General Meeting on 2014 June 12, the option of a +15 bridge connection between the New Central Library and the Municipal Building was investigated during the design phase. Through consultations among the project team and Administration, it was determined that due to significant grade differentials a +15 would be technically challenging and costly; would impact the day-to-day operations of the New Central Library; and could compromise the success of the street-level vitality identified as important by stakeholders, and considered a priority policy and urban design objective for the area. Accordingly, the New Central Library's design maximizes accessibility and pedestrian connectivity through an elevated outdoor plaza that forms its main entrance and connects with East Village without the use of an enclosed +15. CMLC, the CPL, and Administration continue to work on strategies to best meet the needs of library users and contribute to the vitality of the area.

As standard practise, the project will adhere to Council's policies, including the Sustainable Building and Public Art policies, The City's Building Design Guidelines, and The City's Access Design Standards. A detailed technical review process is in place and will continue throughout the design stages. The Development Permit process will ensure compliance to all of The City's regulations.

The CPL, CMLC, and City Administration continue working closely together through monthly status updates, technical reviews, ongoing detailed monitoring of financial data, and through regularly scheduled meetings, to keep all elements of the project on track.

Stakeholder Engagement, Research and Communication

Throughout 2012, more than 16,000 Calgarians participated in an extensive public engagement program, conducted by the Calgary Public Library and The City of Calgary, to provide input into the function of the New Central Library and the role of the library within the community.

Attachment 2 provides a summary of the CPL's 2012 public engagement results as well as its 2014 public consultation in support of the 2015-2018 Strategic Plan, which included the role of the New Central Library.

Attachment 3 articulates the Calgary Public Library's Plans for 2015 -2018 including strategies and goals that focus on community presence, relevance, and reach.

CMLC has plans to engage and inform Calgarians on the development of the New Central Library. Attachment 4 provides a summary of CMLC's initiatives.

Strategic Alignment

The New Central Library Project aligns with Action Plan 2015-2018 Council Priorities as follows:

"A prosperous city – Calgary continues to grow as a magnet for talent, a place where there is opportunity for all, and the best place in Canada to start and grow a business.

Strategic Actions:

- 10. Expand our library system and enhance access to technology and information.

A city of inspiring neighbourhoods – Every Calgarian lives in a safe, mixed and just neighbourhood, and has the opportunity to participate in civic life.

Strategic Actions:

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- 9. Provide great public spaces and public realm improvements across the city to foster opportunity for well used public spaces and places for citizen connections and urban vitality.”

The New Central Library project aligns with the Centre City Plan; with imagineCalgary’s social, built-environment, economic diversification, and social enhancement objectives; with the Rivers District Revitalization Plan; with Calgary’s Economic Development Strategy, including fostering conditions for economic well-being; and with the Cultural Spaces for the Arts Strategy and Capital Plan.

Social, Environmental, Economic (External)

Social

In addition to serving as the community library for residents of nearby neighbourhoods, including a growing East Village, the New Central Library will serve a market of approximately 120,000 people who work in the downtown core; newcomers to Canada; people seeking career and employment support; aging and vulnerable people; students; and children, teens and families from across the city. Based on other Central Library projects over the last 10 years, it is anticipated that the New Central Library will see up to 5,000 to 6,000 visitors a day, representing a 100% increase in use.

Just as the New Central Library is a critical part of a redeveloped East Village, the community library network is a key community-building component throughout Calgary’s neighbourhoods. Libraries bring people together to build strong social networks, learn, and act in concert for the benefit of themselves, their neighbours, and all Calgarians. The New Central Library will play a pivotal and leadership role in articulating this vision throughout the CPL system. As the heart and hub of a dynamic and integrated system, it will lead the way in the innovative design of library spaces and services and set a quality standard that will be applied throughout the community library network for the benefit of all neighbourhoods in Calgary.

A new central library will create a much needed multifaceted community facility in the heart of Calgary’s downtown, become an architectural landmark of the Civic District and East Village, and contribute to Calgary’s reputation as a vibrant, innovative city.

Environmental

The new facility is targeting LEED Gold, conforming to Council’s Sustainable Building Policy.

Economic (External)

The New Central Library Project will contribute directly to local employment during construction, as well as in its future operations. The new library will be a significant part of the learning and skills development infrastructure that contributes to Calgary’s economy. The New Central Library’s presence will enhance the desirability of future developments in East Village

Financial Capacity

Current and Future Operating Budget:

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It is anticipated that total operating costs for the expanded facility will be higher than the current facility. The CPL is currently developing its operations forecasts to be included in The City's Action Plan for the 2015-2018 budget cycle to align with the start of operations in late 2018.

As a means of decreasing its reliance on City operational funding, the CPL is actively advocating for increased provincial support. In addition, the CPL wants to increase the role of philanthropy for the library system, and the CPL Foundation is developing fundraising strategies to enhance the experience of patrons at every library location, including the New Central Library.

Current and Future Capital Budget:

The capital funding budget envelope for the New Central Library is \$245 million from the following sources:

1. \$40 million from the original Community Investment Fund (NOM2004-17)
2. \$135 million from the new Community Investment Fund (CPS2011-39)
3. \$70 million from the Community Revitalization Levy (2012 December 14 Calgary Municipal Land Corporation Shareholder Meeting)

Expenditures as currently forecasted continue to fall within the approved budget allocation.

Risk Assessment

A Risk Register was jointly developed by The City and CMLC as part of a Project Charter. CMLC provides a monthly update to the Steering Committee co-chaired by the President and CEO of CMLC and the General Manager of Community Services & Protective Services, who direct any action arising.

The construction budget contains contingencies for change orders, consultant fees, fixture and equipment, and for the cost escalation components of the project. Administration deems these contingencies in line with similar projects at this stage of development and considers the overall risk on the project to be appropriately managed. Administration is following its well-established due diligence process on third-party construction projects.

REASON(S) FOR RECOMMENDATION(S):

This report is for information to update Council on the progress made on the development of the New Central Library since Council approved the project to proceed in 2013 February.

A report back to Council in 2015 Q4 will provide an update on the completion of the LRT encapsulation; final design details on the main building; status of the Development Permit; and the remaining schedule and cost projections.

ATTACHMENTS

1. Previous Council Direction
2. Summary of New Central Library Program & Stakeholder Engagement
3. Calgary Public Library Plans for 2015 - 2018
4. Summary of Calgary Municipal Land Corporation's Communication Strategy