

P3Architecture Partnership
with the assistance of RPG and RPL
Review and Update:
2010 Regina Public Library Development Report
January 15, 2018

P3A File # 2017-93



Table of Contents

- RPL EXECUTIVE SUMMARY 2
 - Introduction 2
 - The Intent of this Report..... 2
 - Results and Recommendations..... 3
- INTRODUCTION 4
- SECTION 2: DEVELOPMENT PARAMETERS (2-1) 5
 - Strategic Parameters (2-3) 5
 - Service Delivery Context (2-13) 8
 - Functional Parameters (2-25) 10
 - Physical Parameters (2-49) 17
- SECTION 4: MASTER PROGRAM (4-1) 21
 - Introduction (4-1)..... 21
 - General Planning Criteria (4-3) 22
 - Component Planning Criteria (4-15) 23
 - Recommended Next Steps..... 23

RPL EXECUTIVE SUMMARY

Introduction

The Regina Public Library (RPL) has commissioned several studies on the Central Library since 2010. This report utilizes those studies and will provide the Regina Public Library Board with commentary on what a 21st Century Library should be. It will examine of what has changed over the last number of years in library design and will comment on a recommended course of action and next steps. P3Architecture Partnership (P3A) with the support of Resource Planning Group (RPG) were engaged to assemble this document.

The background documents utilized to assemble this report include:

- 2010 Regina Cultural Centre Development Feasibility Report (P3A, NMAINC, Harvard Developments)
- 2010 Central Library Development Plan (RPG + P3A)
- April 2013 Public Consultations (Praxis Analytics)
- 2015 Public Consultations (Dialog/The Public Good)
- May 2017 Central Library Business Case – Phase 1 (Deloitte)
- 2017 Updated RPL Vision, Mission, and Values
- August 2017 CEO Report to the Board (RPL CEO)
- Design Regina Official Community Plan
- City of Regina Population, Housing, and Employment Forecasts and Land Needs Analysis to 2014 (Hemson Consulting Ltd.)

The report follows the general format of the 2010 Central Library Development Plan and identifies areas of divergence from the information contained in that document as well as identification of trends in library design that may affect the Central Library project. The intent is to determine if the project is the right size for the right reasons.

The Intent of this Report

The RPL Central Library is currently occupying a time expired building with significant code, accessibility, functional, and long-term maintenance issues. This was the case in 2010 when P3A reviewed the existing building and was confirmed in 2015 with an updated building condition report. The continuing failure of the physical aspects of the building requires that the Board provide direction on the next steps of development.

This document is intended to provide the RPL Board with an “environmental scan” and a review of the existing documentation and current library trends to determine if the information outlined in the development plan for the library remains valid. The RPL Board, through Senior Leadership, requested an assessment of current trends in 21st Century library programming and design and the impact of the 2015 public consultations on the Central Library project.

This report assessed the Development Plan and Master Program, provides updates, and identifies if the Central Library project is the correct size. It will also provide an outline of the 10 and 25-year planning horizon.

Results and Recommendations

The results of the public consultation generally correlated with the original Feasibility Study and Development Plan with some specific variations. The small number of impactful changes is a direct result of the RPL programming efforts over the last eight years as well as the inclusion of the RPL Film Theatre and Dunlop Art Gallery (DAG) at the Central Library. Libraries continue to evolve from a focus on written word collections to cultural amenities, information sharing, social and community service hubs. RPL is well positioned to continue adapting to these trends; however, the lack of appropriate physical space continues to be a detriment. The 2010 Development Report and this update noted the importance of design for flexibility and adaptability to both maximize the use of space and to accommodate the inevitable churn experienced by libraries.

The RPL has considered the indigenization of the library. This report notes that indigenization will not have a significant impact on space requirements, nor will a revised program for the RPL Film Theatre. The public consultation confirmed that the Film Theatre is viewed as an essential element, and updated programming would not significantly alter the space requirements of this component.

A demographic scan indicates that the City has grown more quickly than projected in 2010, and the increased numbers of newcomers to Canada has resulted in a growth in library use and services. Overall, the City is expected to have a population in the order of 265,000 by 2028. Based on 0.60 sf per capita this results in an overall library area of 159,000. This validates the original 2010 Development Report which indicated that a library with growth capacity to 150,000 sf was recommended. The use of 0.60 sf per capita remains a valid approximation of the library size requirements.

The relocation of technical services and/or administration is not recommended. Splitting these components will require some duplication of areas in multiple locations, and a proportionately small reduction in the overall library size. The capital cost savings would be largely negated by increased operational costs.

The updated Master Program indicates that the Central Library should be approximately 131,710 gross square feet, versus the 127,410 programmed in 2010. This is a 3.4% increase in building area. This represents the 10-year planning horizon. It is expected that the 25-year planning horizon should be revised to a building of 155,400 gross square feet. The use of leasable space for future growth should be carefully considered. This was a recommendation in 2010; however, at that time Regina was short of class A and B office space, a circumstance that does not currently apply. The order-of-magnitude cost for construction of a building in the 131,700 to 155,400 is \$52.68m-\$62.16m.

The inclusion of the film theatre and DAG put the RPL at the leading edge of libraries, and the efforts of RPL Senior Leadership has ensured the RPL has been ahead of design and planning trends for 21st Century libraries. Continued inclusion of these components is recommended.

It is recommended that the RPL Board approve the next steps of development, which include the selection, or confirmation, of a site followed by functional programming and concept design. The RPL Central Library redevelopment will require several phases to reach completion. The original 2010 Master Program is an outline of the needs of the Central Library and provides the context for the subsequent phases of work. The 2017-18 review of the Master Program conducted by P3A/RPG will allow the RPL to proceed to the Functional Programming stage of Concept Design where detailed program adjustments will be captured to reflect the updated needs of a 21st Century library.

INTRODUCTION

In late December 2017, the Regina Public Library (RPL) engaged P3Architecture Partnership (P3A) to review and update the January 2010 Development Plan/Master Program from a high-level overview perspective. The original Master Program was developed as part of a needs assessment and feasibility study for a Downtown Cultural Centre, an extensive mixed-use facility on the current Central Library site.

The RPL has conducted several additional studies related to a new Central Library since the 2010 feasibility study conducted by P3A and Resource Planning Group (RPG). These include two public engagement exercises, one by Praxis and the other by Dialog/The Public Good. In addition, Deloitte has provided a Central Library Report that outlines the options for the Central Library from a business case perspective. Lastly, Avison Young prepared a report on the value of the current land and building, as well as possible properties the RPL could utilize for relocation on a permanent or temporary basis.

This report utilizes the 2010 Development Plan as a framework for updating project information. This document focuses on areas in which the original information has changed based on the reports identified above, updated demographic information, RPL's experience and changes in services and practices, and library design trends. The focus will be specifically on changes that could impact the overall area of the building in any significant way. Generally, the underlying parameters in the 2010 studies remain valid; however, in some areas the specifics have changed.

The RPL Film Theatre and Dunlop Art Gallery coupled with the ongoing evolution of community and client programming by the library has positioned RPL well for a 21st Century library. This was true in 2010 and is supported by the 2015 Public Engagement exercise conducted by Dialog/The Public Good.

P3A has provided commentary on a section by section basis which has in turn been reviewed and augmented by RPG. (Please note: the titles in this report include the page numbers from the corresponding titles in the 2010 report for reference). It is important to note that the refinement of the project will occur in detail in the functional programming stage of concept design once further decisions are made by the RPL Board.

SECTION 2: DEVELOPMENT PARAMETERS (2-1)

The development parameters for the project have evolved from 2010. The nature of the Central Library project within the context of a much larger Downtown Cultural Centre is no longer applicable and there have been some changes to the Strategic Parameters with the recent update to the RPL’s Vision, Mission and Values.

Strategic Parameters (2-3)

As noted above, the RPL has refined its Vision, Mission and Values since the 2010 Development Plan, including the addition of a Community Vision. The RPL Senior Leadership have provided a comparison for inclusion in this report. The changes are noted below:

2017	2010
<p>Community Vision: An inclusive community of discovery and learning.</p>	
<p>Vision We are a dynamic hub of literacy, learning, curiosity and new ideas, integral to the social and economic vibrancy of Regina. We inspire individuality, connection and diversity.</p>	<p>Vision Regina Public Library services the citizens of Regina by providing an open and accessible environment where:</p> <ul style="list-style-type: none"> • Anyone can access information for work, study, and recreation; • The Library plays its role in the success of the city, its businesses, and residents; • Diverse cultures are represented and respected • Literacy is nurtured; and • Everyone is encouraged to find the joy of discovery, reading, and lifelong learning.
<p>Mission The Regina Public Library is a board governed, integrated cultural organization that exists to provide opportunities for discovery and learning in an inclusive, customer-centred, and safe environment.</p> <p>Specifically, the RPL offers:</p> <ul style="list-style-type: none"> • Free and open access to resources • Community space where people and ideas meet • Programs and services that support reading, curiosity and discovery • Community opportunities that complement and strengthen the public library offering 	<p>Mission Regina Public Library enhances the quality of life in Regina by providing access to information for cultural, economic, educational, and recreational development.</p>

<p>Values</p> <p>Inspiration We cultivate and support the joy of reading, lifelong learning and growth.</p> <p>Inclusion We support physical, intellectual and cultural access for all in a welcoming environment.</p> <p>Service We seek to understand, anticipate and serve the needs of our customers.</p> <p>Leadership We are committed to the future of Regina and strengthening our diverse community.</p> <p>Intellectual Freedom We support intellectual freedom and endorse the Canadian Library Association Statement on Intellectual Freedom.</p> <p>Accountability and Sustainability We are accountable to the Regina community.</p>	<p>Values</p> <p>Regina Public Library provides service to the community in the form of resources, programs, and client and staff interaction. The following values are the foundation of our service which we believe should be provided enjoyably and innovatively:</p> <p>1) Learning We inspire and support lifelong learning for clients and staff alike, from the fundamental skills of reading and all other forms of literacy, to the full extent of the individual’s capability for personal fulfillment;</p> <p>2) Access for All We support physical, intellectual and cultural access that is open for all;</p> <p>3) Service Excellence We are a client-based organization and are committed to pursuing service excellence for all external and internal clients;</p> <p>4) Accountability We are accountable to the community we serve for the effective and responsible use of resources, and the delivery of service that is responsive to the community’s needs; and</p> <p>5) Intellectual Freedom By the provision of collections and services, the Library supports the principle.</p>
---	---

Dunlop Art Gallery

For the purposes of this report, the Vision/Mission/Values statements for the Gallery have not significantly changed.

The Dunlop Gallery has provided an opportunity for the RPL to *indigenize* the Central Library location through its programming. The 2015 Public Engagement process revealed that this was of significance to the community but was not part of the 2010 documents. The 2015 Public Engagement process revealed a great deal of support for the Gallery; it was viewed as a vital asset.

RPL Film Theatre

The RPL Film Theatre was not identified in the Strategic Parameter Section of the 2010 report. It is notable, however, that the theatre was viewed as an important cultural component of the Central Library, much like the Dunlop Gallery. Its allocation of space in the 2010 report appears to indicate significant growth in the size of the theatre but is related to co-location of large meeting rooms adjacent to the Film Theatre. These large meeting room spaces remain as a needed space in the Central Library, whether co-

located with the Film Theatre or not. Co-location of meeting space with the film theatre allows for extended use of the theater. This component was originally conceived of as the City Forum space.

Service Plan (2-5)

RPG based the information in the 2010 Development Plan on the Regina Public Library Service Plan, Mapping the New Direction – 2009 to 2011, surveys, and meetings with community stakeholders and focus groups. The Dialog Public Input Summary for Central Library Engagement (2015) addresses many of the same issues in a more contemporary context.

The key themes in the Dialog report are in general alignment with those identified by RPG. Notable differences include:

- Greater representation of First Nation and Metis people is desired.
 - Excerpt from the 2015 Engagement report:
Citizens want to see stronger Aboriginal representation in collections, art, programming, space design and more. Participants also identified a desire to create a more welcoming environment for Aboriginal people, including Aboriginal youth.
 - The community engagement feedback correlates to the focus on indigenization for Canadian libraries and archives. Guidance on indigenization has been provided by the Canadian Federation of Library Associations (CFLA) including the Library and Literacy Services for Indigenous (First Nations, Metis, and Inuit) Peoples of Canada Position Statement and the Truth and Reconciliation (TRC) Calls to Action. One of the steps is the decolonizing libraries and space which includes such actions as “the creation of dedicated space for Indigenous gathering, teaching and creating, incorporating regional Indigenous collections of art.”
 - It is not expected that this space would be a significant enough alteration of the Master Program to warrant an overall increase or decrease in building area. It will, however, shape how spaces are designed and programmed.
- More community spaces and meeting rooms are needed.
 - Excerpt from the 2015 Engagement report:
The role of the library as a community hub is valued by groups ranging from newcomers and vulnerable populations, to life-long learners and supporters of the arts. Participants identified a need for more community meeting and presentation/lecture spaces, including bookable spaces and flexible spaces.

The Functional Programming process will further refine the service plan for the Central Library.

Service Delivery Context (2-13)

Civic Context (2-19)

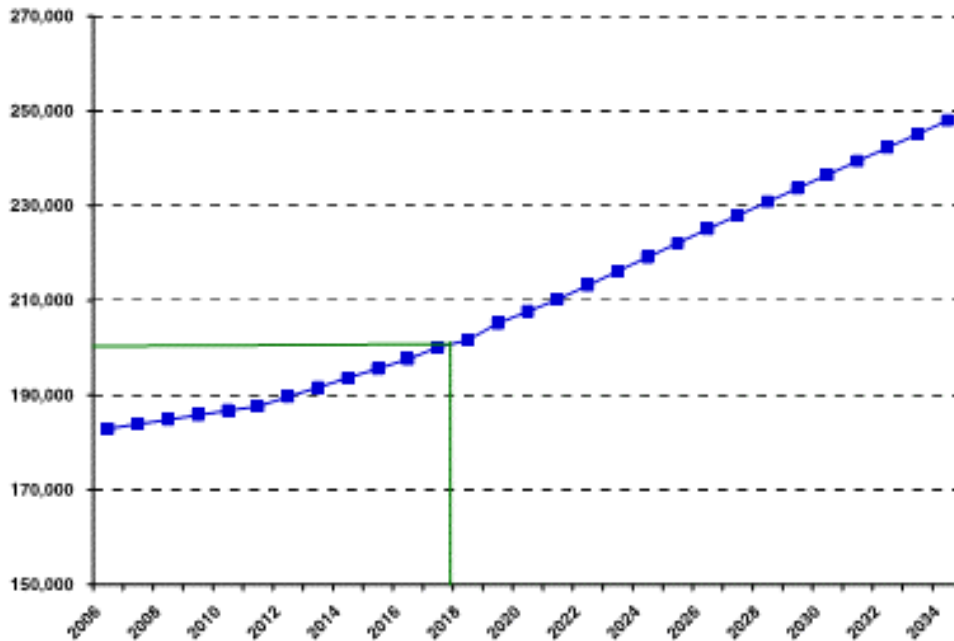
The Civic Context section of the 2010 report identifies a 25-year planning horizon, and utilizes the demographic information available at the time as a basis for projecting the needs over 25 years.

There have been significant changes to the population and demographics since 2010. The City of Regina has provided updated information. The following are areas where there have been different trends that affect the Central Library project.

Demographics and Future Growth (2-19 / 2-21)

The 2010 document utilized demographics from the report *Focusing on People...a social and demographic profile of the Regina Community – 2008 Edition*. An excerpt from the report demonstrates where the population was expected to be.

Regina Population Projections in 25-Year Planning Horizon



Information provided by the City of Regina indicates that the population of Regina in 2017 was approximately 221,000 with the census metropolitan area at 241,000. Growth rates have been approximately 1.87% per year.

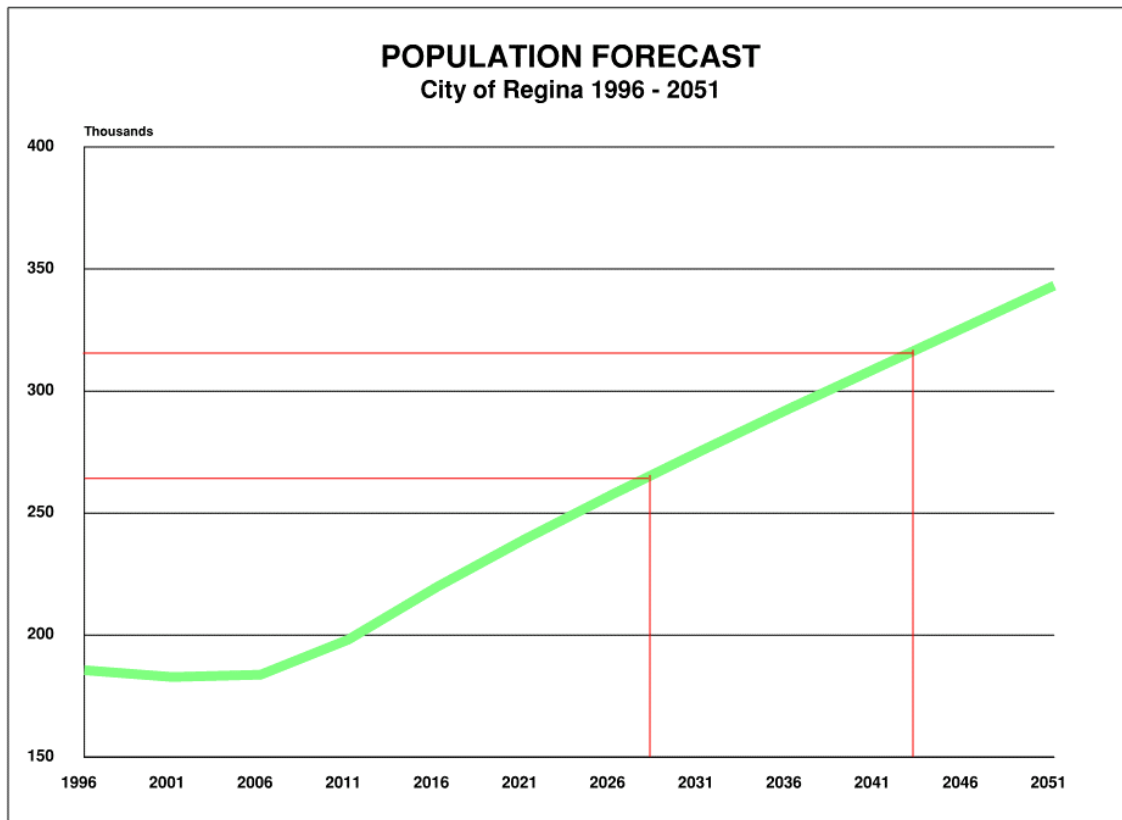
Design Regina indicated that the city was projected to reach a population of 258,000 by 2035, and the update indicates that 300,000 is possible by 2040.

Using a 10-year and 25-year planning horizon and assuming a steady growth rate, the city population numbers are (each are at the high end of the range expected):

- 2028 (10 year) – 265,000
- 2043 (25 year) – 351,000

Even with a more modest growth projection it is reasonable to expect that the population of Regina will exceed the growth projected for the 2010 Central Library Feasibility Study planning horizon by a significant margin.

The chart below outlines Regina’s population forecast prepared by Hemson Consulting Ltd.



Source: Hemson Consulting Ltd. based on Statistics Canada Data

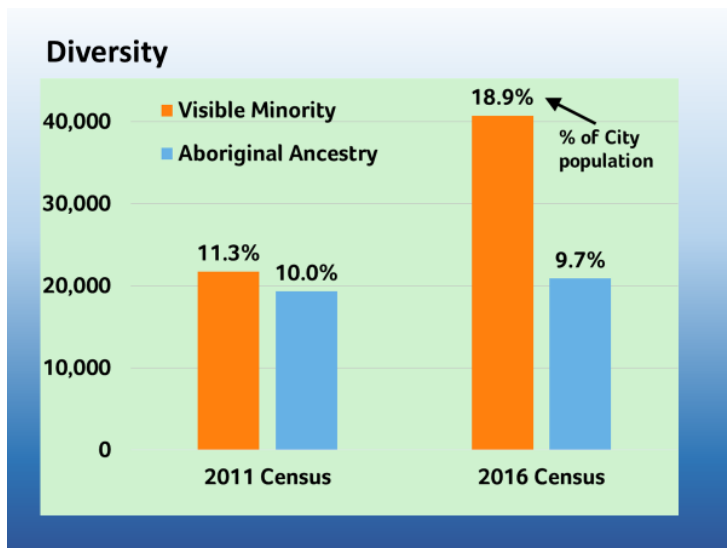
Central Library Size Comparison

RPL Senior Leadership have noted that it is difficult to benchmark library sizes for a city the size of Regina and there is a wide variety of area/capita calculations. The size of contemporary central libraries is driven by several factors, including: overall population; the geographic area of the city, which may make it more difficult for residents in outlying neighbourhoods to access a central library; unique features, such as art galleries; sharing of support service functions with municipal corporate services; and locating library support functions, such as technical services and administration, to an alternate site. RPG recommended that 0.60 square feet/person be used as a benchmark in the 2010 report. This is still a valid basis for a high-level review of requirements despite general trends in collections, which in many instances are being reduced, and general increases in community gathering spaces and creative spaces.

A comparison using the population study is as follows:

Year	Estimated Population	Area/person	Total Area (SF)
2028 (10 yr. projection)	265,000	0.60 sf	159,000
2043 (25 yr. projection)	310,000	0.60 sf	186,000

The increase in immigration has also changed Regina and expanded the multi-cultural nature of the community. Many immigrants use RPL services and programming. The chart below is illustrative of the diversification of the population. (chart below courtesy of the City of Regina)



Functional Parameters (2-25)

The Functional Parameters outline the planning horizon (see previous comments), the functional guidelines, and essential concepts for the Central Library. The information in this section remains relevant and lists the importance of an attractive and interactive facility that provides a multi-purpose destination for the citizens of Regina.

The 2015 Public Engagement exercise supported the concept of a high-quality building and a distinct presence for the library. The concept of public space in the building is slightly different as the consultations focused on a singular use as opposed to a multi-tenant mixed use development. High quality public areas, winter garden, and coffee shop were confirmed as highly desirable elements.

Overall Functional Guidelines (2-25)

Overall Functional Guidelines outlined in this section remain relevant. The *Planning Horizon* has been adjusted to reflect the current year and stage of the project. Ten and twenty-five year horizons are important milestones. *New and Emerging Technologies (2-26)* should be updated in functional programming to reflect the most up-to-date state of technology. The comment that technology will be superseded multiple times during the life of the facility remains relevant.

A Flexible, Adaptable Facility (2-27) is a component that is very relevant and is worth restating. The following is an excerpt:

There will be an increased focus on the evidence-based decision making and delivery of services throughout the Library. As a result the Library should be flexible to adapt to changes in service delivery that respond to the changing needs of the residents of Regina. These changes will be continuous through the life of the building.

The sharing of spaces between departments, the inclusion of multi-use space in the design to maximize use, the ability of space to churn and adapt to evolving needs and programming are all applicable parameters that were considered in the 2010 Master Program and Development Report, in this update, and would be foundational in the design of a new Central Library.

A Separate Technical Services Facility (2-29)

Consideration of a Separate Technical Services Facility is outlined in the 2010 report. The advantages and disadvantages described are applicable to the dedicated Central Library project. RPG does not indicate a clear preference in the Development Report.

Functionally, the work done within technical services is separable from front-line public services to a significant degree. One of the compelling arguments for locating technical services within the Central Library is that most of the physical traffic of materials still happens at the Central Library. Just over half of the new items received by RPL are purchased for the Central Library collection and almost three-quarters of the out-of-system item requests by customers are picked up at Central Library. In 2017, co-location of technical services at the Central Library meant that about 51,000 items did not require the expense of shipping them within the city after being received from the vendor or lending library. As a bigger library, a new Central Library would have a somewhat larger collection than that and, as RPL adjusts to a less certain province-wide system, the proportion of items beginning their circulation lives at Central Library can only increase.

As RPL proceeds to the next steps in the analysis, the dynamics of cost can be estimated to include:

- The possibility of co-locating technical services with other functions, such as some or all infrastructure services (2-44)
- Staffing and vehicle costs for additional shipping
- Whether there is a case to be made for locating technical services at Central Library as a future expansion space that may be more economically advantageous to move in future and
- A clearer picture of how large the new Central Library's collections can be based on a final sizing decision.

Public Services (2-30)

The 2010 Development Plan outlines the role and scope of services for the Central Library. This information remains relevant. The use of Orientation and Information Services as the public "face" of the library should be examined in more detail in functional programming. This information generally remains relevant, with staff increasingly focused on providing programs that bring the resources of the library to life. Increasingly, the Library is partnering with other organizations and individuals to bring their specialized expertise. These service directions increase the need for both formal and informal program spaces, and will require further development in subsequent planning efforts.

The information in the Development Plan is supported by the information from the 2015 public consultations. Children's Services is a critical element of the Central Library. In addition to standard Adult

Services, Special Service Centres such as the Prairie History Room and International Languages/Literacy Services remain important components. The latter includes English as an Additional Language (EAL) which has become more vital as Regina’s population has become more cosmopolitan over the last eight years with an influx of newcomers.

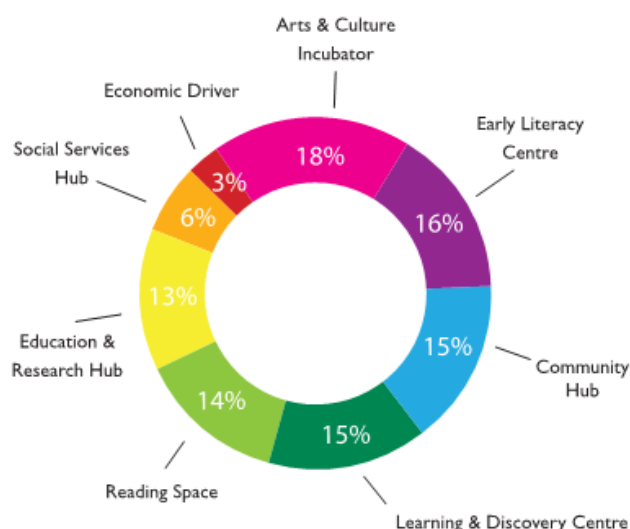
With its downtown location, the Central Library must include enhanced infrastructure and services to support customers from a wide spectrum of cultural and socio-economic situations. In addition to a strong emphasis on public safety (2-51), the Central Library must address the needs of those who are marginalized and have few options for places to go to stay warm/cool, access the Internet, and use washroom facilities. The Central Library provides an opportunity through direct provision of space and services to address these basic community needs and, through partnerships, to enable greater support for the social needs of sectors of the population who need help.

Library Programs (2-37)

The role of the Central Library as an Arts and Culture Incubator including the role of the film theatre and gallery were also supported by the public consultations.

The priorities identified through the 2015 public consultations:

Proportion of Selected Responses



Collections (2-39)

As mentioned previously (2-29), RPL is facing a less certain province-wide system, which may require RPL to acquire a greater range of materials which would increase the collection volumes housed at Central Library.

Collections have continued to change since the 2010 Development Report. The main trends include:

- Reductions in availability of and demand for music CDs and DVDs. This is expected to continue until these collections are no longer available, with access replaced by downloadable content.
- Reductions in the number of magazine and newspaper titles that are available, with access replaced by downloadable content.
- Reduced need for physical reference materials, as this information is available online.

- Increased need for materials in other languages to support newcomers who have immigrated to Canada from non-English speaking countries.
- Increased merchandizing of collection materials, with lower shelving and use of movable shelving to create flexible programming spaces, which increases the space per item accommodated.
- Continuing to provide multiple copies of best sellers and popular materials, increasing the circulation rates of collections, and reducing the number of items that need to be accommodated at the library.

In the past several years, RPL's Central Library collections have been reduced considerably, in part due to reliance on the resources available through the Saskatchewan Information and Library Services (SILS) consortium. RPL's funding for resource sharing was eliminated in 2017 and then reinstated. RPG believes it prudent to rebuild collection numbers to better meet the needs of Regina's residents. Recently, resources of the Library's Technical Services have also focused on assembling collections for new branches rather than building up the collections at the Central Library.

Future collection numbers were developed using the following methodology:

- The current 2017 collection numbers were optimized by RPL, based on patron demand to create an Optimized 2018 collection.
- From this, the long term (25-year) projected 2043 collection numbers were developed based on trends around digitization, availability of resources, demographics, etc.
- The 10-year projected 2028 collection figures were then developed, based on a formula that assumed collections would be 60% of the difference between the Optimized 2018 and the projected 2043 collection numbers.
- The number of items accommodated on shelves were generally based on circulation rates used for the 2010 Development Plan.

The following table provides a preliminary summary of the assumptions for collection elements.

Collection	2010	Existing 2017	2034	Optimal 2018	Projected 2028	Projected 2043
Children's						
Non-Fiction	17,643	6,259	23,105	11,266	13,294	14,646
Beginning Readers	1,916	2,454	3,300	2,454	3,558	4,295
Fiction	31,642	16,797	39,000	25,196	29,731	32,754
Christmas/Seasonal Collections	2,566	154	4,900	231	328	393
Daycare Collection	N/A	1,005		1,005	1,095	1,156
Toys	380	268	500	350	413	455
Newspapers and Magazines	1,996	532	1,800	798	42	718
Multilingual	3,383	2,182	4,500	3,273	4,255	4,910
AV Materials (DVD, CD, Spoken Word)	5,264	2,306	6,100	3,459	3,978	4,324
Reference	383	5	-	5	5	5
Total Children	65,173	31,962	83,205	48,037	57,407	63,655
					56,699	
Young Adults						
Non-fiction	118	153	-	153	171	184
Fiction	1,411	2,425	2,800	2,425	3,444	4,123
Graphic Novels and Comics	685	2	1,250	-	-	0
Newspapers and Magazines	168	125	168	150	8	150
AV Materials (DVD, CD, Spoken Word)	81	458	-	-	-	0
Total Young Adult	2,463	3,163	4,218	2,728	3,765	4,456
					3,623	
Adult						
Non-Fiction (not including Biography)	71,461	39,950	126,650	63,920	92,684	111,860
Government Documents	740	417	500	626	250	0
Biographies	1,005	2,809	1,850	2,809	4,242	5,197
Fiction	31,145	22,924	63,750	27,509	41,538	50,891
Graphic Novels and Comics	685	3,115	1,250	3,115	4,517	5,451
Reference	14,667	2,673	8,350	2,673	1,149	134
Large Print	5,326	2,106	7,500	3,580	4,654	5,370
Newspapers and Magazines (issues)	10,867	4,845	12,000	5,814	332.69	6,105
AV Materials (DVD, CD, Spoken Word)	18,795	18,576	20,650	18,795	19,923	20,675
Popular Picks	N/A	187		200	260	300
Multilingual	6,701	3,649	9,150	5,838	7,590	8,758
Total Adult	161,392	101,251	251,650	134,879	182,796	214,740
					177,140	
Special Collections						
Prairie History	14,507	16,039	20,800	16,039	17,964	19,247
Dunlop (all non artwork holdings)	3,745	304	4,560	300	300	300
Literacy (all physical items)	3,581	1,671	5,000	2,172	2,628	2,933
Outreach (all physical items)	5,300	7,035	6,000	7,035	7,584	7,950
Central Adult Workroom Storage	N/A	409		420	672	840
Total Special Collections	27,133	25,458	25,966	25,966	29,148	31,269
					29,148	
Browsing Library						
Non Fiction					2,300	
Biographies					100	
Fiction					1,300	
Graphic Novels and Comics					400	
Reference					40	
Large Prin					150	
Newspapers and Magazines (issues)					1,500	
AV Materials					1,200	
Popular Picks					300	
Multilingual					300	
Total Browsing Library					7,590	
TOTAL CENTRAL LIBRARY	256,161	161,834	339,073	211,610	243,968	314,120
"Other" collections include:						
Art rental (2 dimensional realia)		221		221		
AV equipment		11		11		
Professional Collection		1,721		1,721		
Total		1,953		1,953		

Library Infrastructure Services (2-44)

Within this section, the report discusses several spaces within the 2010 plan that could be considered for relocation outside the Central Library. In the analysis at the time of the 2010 report, these services were necessary components of the Central Library concept and while operational dynamics suggest that co-locating these services with other Central Library services is preferable, it is not necessary that they are in

the Central Library. The actual and notional cost of separating them varies depending upon which function or combination of functions is relocated but if the Library must reduce the size of the Central Library, these areas can be considered.

Library Infrastructure Services is defined to include:

- Library Director's Office (6)
- Human Resources (4)
- Marketing & Communications (5)
- Finance & Administration (9)
- Development (2)
- Information Technology (5)
- Physical Plant (12)

Each of these functions varies in the degree to which being located at the Central Library is either necessary or preferred. The parenthetical number following each unit indicates the number of current positions at Central Library.

The following dynamics suggest that the Central Library is the best fit for infrastructure services functions:

- Critical mass. The Central Library is currently the busiest location in the system and, once rebuilt, that difference would be even more significant. Having infrastructure services housed in the same location as most of the staff and most of the public traffic, provides direct services to the greatest number of people with the least interference.
- Maintaining a presence. If the primary space allocated to these functions is outside the Central Library, the human resources and infrastructure needs of this building would require at least a partial presence of services in HR, IT, and Physical Plant. In the case of Physical Plant, only two to four of the twelve positions noted could be physically located outside Central Library as the rest provide service for the Central Library.
- System-wide facility capacity. There is no current RPL location with existing space to include these functions and many do not include the land necessary to build additional space. Relocating these functions involves either another building project or the cost of leased space on a long-term basis.
- Duplication in two locations. Current practice is, and future practice has assumed to include that management and staff use public meeting rooms, whenever possible, for in-person meetings. As a result, there are no meetings rooms in non-public areas of Central Library. Also, there are no staff washrooms on the second floor, so staff on the second floor use the public washrooms. Moving some or all of the infrastructure services functions to a separate location would necessitate the creation of meetings spaces and washrooms that would not need to be duplicated if located in Central Library.
- Relative economy of office space. While these functions relate to several areas of support to the system and do not often provide direct service to the public, they constitute primarily office rather than public spaces. The 2010 report groups these functions differently than does this reference but total office space for these functions would be a relatively small proportion of the building, in the range of 6,000 ft².
- Organizational capacity. For most functional units of the library outside the Library Director's office, managers are "working managers" in that they sometimes step in to perform tasks that might normally be executed by their subordinates. In RPL's staffing model, the manager's ability to cover for an unexpected absence or respond to an urgent situation prevents the Library from having to increase the in-scope staff complement. For the infrastructure services group, removing Physical Plant and/or IT from Central Library, or separating managers from their in-scope staff, creates an inefficiency that would need to be assessed.

- Disconnect from public services. RPL exists as a public service organization, so a remote site for infrastructure services is a physical barrier to understanding the Library's business environment.
- The disadvantages of a separate technical services facility articulated in the 2010 report (2-30) also holds true for this list of infrastructure service:
 - Loss of professional synergy
 - Design and administrative cost of separation
- Like the previous argument made for the inclusion of Technical Services, there is a case to be made for locating infrastructure services at Central Library as a future expansion space that may be more economically advantageous to move in future.

While many of the above listed advantages of a Central Library location for infrastructure services are difficult to quantify, the advantages of locating some or all of these infrastructure services outside the Central Library are more tangible. Removal of these functions reduces the capital outlay for space in the Central Library and, while building into an existing project can be relatively inexpensive, it would still be downtown space that is, overall, the most valuable real estate. There are unlikely to be significant additional costs for technology (networking, communications, etc.) since these items are now a normal part of public library operations. Depending on the final configuration of a new Central Library and parking provisions, removing several positions from the Central Library location could make parking easier both for staff and for customers.

Other Services and Functions (2-47)

Parking Services (2-47)

The 2010 report indicates that the Library will require parking for 200 cars and bicycles on-site and underground. This parking need is to be reviewed. The 2010 Feasibility Study located most of the parking and the shipping/receiving below grade.

The updated City of Regina Bylaws for a museum, art gallery or library use requires 1 space per 50m of building area. Based on an approximate gross area of 150,000 sf (13,940 sm) the requirement is for 279 stalls. The City bylaws also do not allow "visible parking" in the downtown zone. This requires that parking be located behind storefront uses that activate the street. The RPL Downtown location occupies a site that could accommodate approximately 100 cars assuming the entire site footprint was utilized. The City of Regina may consider a reduction in overall parking requirements given the temporal nature of the building usage and on street parking opportunities. This would need to be considered as part of the review with the City at the time of design. It is likely that considerable parking will need to be accommodated on the Central Library site if it is located anywhere in downtown Regina.

The location of adequate parking at grade would require obtaining additional land, which has not been included in the Deloitte report. Should below grade shipping and receiving and parking be deleted from the project it will necessitate the use of the grade level for parking and loading. This will require investigation during design but will certainly negatively affect the use of the main floor as public and library space and the connection to, and activation of, the street. This is a critical urban planning and functional consideration for the library.

Public and Private Sector Site Partners (2-47)

The feasibility study originally included several private partner options for the Central Library as part of a complex mixed-use development. These include the following:

Inside the Library:

- Library copier and printing services
- Café

Both components should be considered for the new Central Library. The presence of a café is an important part of engaging with library clients and extending the duration of library visits.

Inside the building but outside the Library:

- Auditorium and conference facility with internal connection
- Dunlop Art Gallery with internal connection
- Winter Garden
- Library store
- Restaurant
- Personal services (ATM, etc.)
- News/Magazine sales
- City client service centre
- Community partnership space
- Copy centre
- Visitors' centre
- Long term expansion

Some of these components are no longer relevant with a dedicated RPL building. The auditorium facility is the RPL Film Theatre, which can serve a multi-use role as a lecture and presentation venue as well as a screening room. In 2010 the Development and Feasibility reports included several elements that were identified by the City of Regina as a replacement for the City Hall Forum space that was expected to be eliminated. In discussion of this review, the City has indicated that this space as well as the City client service centre and visitors' centre are no longer needed. The public consultations in 2015 identified a desire for smaller scale, bookable meeting rooms in the downtown and as part of the library. This requirement would replace the functional use of the "forum" or conference facility; however, this is a functional "swap" and does not alter the area allocated to this function.

The Winter Garden and an exterior gathering space for food and drink remained an important part of the library public consultation as it was in the original development report. In an updated program, the Winter Garden will be integrated into the library proper and will be a community gathering space. Additional review of retail and restaurant viability will be examined as part of the functional program phase of work. However, retail and restaurant space was not included in the 2010 report's allocation of space in the library so would not impact the overall library space. Long term expansion is discussed in upcoming sections.

The development parameters also included several components in the adjacent development including office space, hotel, daycare, etc. These will not be part of the revised program for the Central Library.

Physical Parameters (2-49)

The design objectives outlined in this section apply to the project. The library is a critical addition to the fabric of the city and is a major civic building block. The library plays an essential role in the activation of the Plaza and Victoria Park, and this relationship is to be reinforced in the design. Some of the public

comments in 2015 focused on reuse, retention, and restoration of the existing Library Building. The functional requirements, site usage, and the architectural and civic presence will be considered in the decision of how to best utilize some, all, or none of the existing building.

Functional Space Types (2-58)

This section lists eight functional space types including a community forum (defined as a community gathering space which is applicable to the contemporary project). The ancillary spaces identify *Leasable Space and Expansion Space*. The inclusion of constructed leasable space and expansion space may not be feasible for the project dependent on funding and the business case for RPL becoming a landlord. This should be reviewed as part of the functional programming phase.

Gross Space Requirements (2-59)

The gross space requirements identified that formulae and standards do not account for the unique nature of RPL programming or features such as the Dunlop Art Gallery, Prairie History Room or the Film Theatre. As noted in previous sections, the approximation of 0.60 gross square feet per capita remains a reasonable benchmark for the RPL Central Library. The 25-year planning horizon used a population of 250,000, which is closer to the (now) 10-year horizon.

The Library Director has provided some recent benchmark comparisons in his previously provided report to the Board. The evidence is that benchmarking is a challenge given the wide variety of library programming across North America.

Functional Components (2-60)

The following changes should be made to align the functional components with the findings of the public consultation as well as current library trends and the current planning context of Regina Public Library:

A. Library Access and Community Meeting

A1 Concourse/Wintergarden

This component was originally conceived as an entrance to the Central Library as well as to Dunlop Art Gallery, the Auditorium and Seminar Facility and to Retail and Community Services. In the updated Master Program, the Wintergarden area is located with the functions accommodated within the B1 Orientation and Information Services component. It is recharacterized as ***A1 Lobby, Orientation and Wintergarden*** and includes access routes to the Library facility, access to both the Auditorium and Community Meeting Spaces component and to Dunlop Art Gallery, customer administrative functions, including check-in, check-out and holds, a large wintergarden space for informal programming and informal socializing, the coffee shop, as well as connections to the other public components of the library.

A2 Film Theatre (Auditorium) and Seminar Facility

As noted previously, while the film theatre would remain as a multipurpose style auditorium, the seminar facility is re-characterized as ***A2 Auditorium and Community Meeting Spaces***, providing a wider range of meeting spaces to support diverse community requirements. One of the meeting rooms should be used to support smudging ceremonies, to support programs oriented to the Indigenous customers.

B. Library Services

B1 Orientation and Information Services

This component is integrated into ***A1 Lobby, Orientation and Wintergarden***, and outside of the provision of a large open wintergarden space that supports informal programming and informal socializing, is largely unchanged.

B2 Browsing Library

This component generally is unchanged, providing customers with easy and quick access to a wide spectrum of high demand items. The computer commons has fewer computers, as more customers bring their own devices or use devices borrowed from the Library. It may also serve as a local branch library, and may have extended access in the future to serve customers who have moved into the downtown core. It is renumbered ***B1 Browsing Library***.

B3 Children's

This component generally is unchanged, with a wider family orientation, and increased focus on maker activities. It is renumbered ***B2 Children's***.

B4 Young Adults

The concept of this component generally is unchanged, with a wider variety of environments and opportunities for informal performances. It is renumbered ***B3 Young Adults***.

B5 Literacy and Outreach Services

The concept of this component generally is unchanged, and is renumbered ***B4 Literacy and Outreach***.

B6 Fiction Collection and Services

The concept of this component generally is unchanged. It includes a reading room space, and fewer desktop computers. It is renumbered ***B5 Fiction Collection and Services***.

B7 Technology Centre, IT and Virtual Services

This component has now evolved into a Maker Space, a hands-on creative environment similar to the opportunity developed through the partnership at the māmawêyatitân centre. It will include access to computers, 3-D printers, robotics, tools, printing, 3-D visualization, video and audio recording, and other interactive technologies and is recharacterized as ***B6 Creative Centre***.

B8 Non-Fiction Collection and Services

The concept of this component generally remains intact, with a smaller non-fiction collection, fewer desktop computer stations, and co-working space, a library of objects, and program rooms supporting collection content. It is renumbered ***B7 Non-Fiction Collection and Services***.

B9 Prairie History Room

This component will be augmented with spaces that provide opportunities to create local history through kiosks in which customers can capture oral history, and document history as it is being made. It is renumbered ***B8 Prairie History Room***.

B10 Dunlop Art Gallery

It is renumbered ***B9 Dunlop Art Gallery***.

C. Support Services

C1 Library Director's Office, C2 Administration and Staff Amenities, C3 Collection Development, Acquisitions/Cataloguing and Processing and C4 Operations and Maintenance remain consistent with the 2010 Development Plan but should be reviewed in functional programming, particularly considering the increasing role developing and coordinating programs, which are delivered both by Library staff and partners.

D. Ancillary Services

D1 Retail and Community Services

This component is intended to “add to the dynamic civic environment and support the needs of Library customer.” Much of this is part of the mixed-use development concept; however, the goal of supporting the needs of patrons is a key design parameter. The inclusion of commercial enterprises within the development should be reviewed in detail during functional programming but are assumed not to be included at this point.

D2 Long Term Expansion Space

Long term expansion of the Central Library in the form of leasable office space will not be part of the initial phases of the project. In 2010, Regina had an office vacancy rate of approximately 1%, that has climbed exponentially as more office space has come on the market; currently the downtown core is saturated with vacant class A and B space.

SECTION 4: MASTER PROGRAM (4-1)

Introduction (4-1)

The General Planning Criteria developed in 2010 is applicable to a dedicated Central Library project in 2018; however, these components will be updated through functional programming to confirm component gross square feet (CGSF).

The following is a summary of the Master Program from the 2010 Development Report and a preliminary revised master program for 2028 based on revised collection assumptions, and the changes to components previously described.

	Component	2010 Planned CGSF	Revised NSF	Revised CGSF	% Change
	<u>A. Community Forum</u>				
A1	Concourse/Wintergarden → Lobby, Orientation & Wintergarden	7,050	6,400	7,680	8.9%
A2	Film Theatre (Auditorium) and Seminar Facility → Auditorium and Community Meeting	9,905	9,080	10,895	10.0%
	<u>B. Library Services</u>				
B1 → A1	Orientation and Information Services → Lobby, Orientation & Wintergarden	2,775	-	-	-100.0%
B2 → B1	Browsing Library	9,625	6,583	8,230	-14.5%
B3 → B2	Childrens Services	14,435	13,346	16,685	15.6%
B4 → B3	Young Adults	3,465	3,257	3,910	12.8%
B5 → B4	Literacy and Outreach Services	4,090	3,420	4,275	4.5%
B6 → B5	Fiction Collection	10,525	8,610	10,330	-1.9%
B7 → B6	Technology Centre, IT and Virtual Services → Creative Centre	9,090	8,735	10,045	10.5%
B8 → B7	Non-Fiction Collection	22,615	20,981	25,175	11.3%
B9 → B8	Prairie History Room	3,220	3,370	3,875	20.3%
B10 → B9	Dunlop Art Gallery	10,560	9,180	10,555	0.0%
	<u>C. Support Services</u>				
C1	Library Director's Office	2,990	2,215	2,990	0.0%
C2	Administration and Staff Amenities	6,255	4,635	6,255	0.0%
C3	Collection Development, Acquisitions/Cataloguing & Processing	3,935	2,914	3,935	0.0%
C4	Operations and Maintenance	6,875	5,980	6,875	0.0%
	Library Total Component Area	127,410	108,706	131,710	3.4%
			1.43	1.18	
		150,000		155,400	
D1	Leasable Space A - Retail and Community Services	5,280	TBD	TBD	
D2	Long Term Expansion Space	30,000	-	-	

This review previously indicated that A2-Film Theatre (Auditorium) and Seminar Facility should be revised to reflect the smaller scale meeting rooms needed for the social support component of the library function as well as for supporting businesses and community groups. The CGSF would not decrease with this revised function. More flexible meeting spaces, privacy rooms, and classroom spaces will be included. This component can also support the “work anywhere” approach to entrepreneurship prevalent in the millennial generation.

The 2010 Development Plan identified a library CGSF of 127,410 with an additional 35,280 CGSF for retail and community services and future expansion. The retail and community service component may be

reduced in area through the programming process. The overall gross area of the Central Library generally continues to be applicable as demonstrated in the above table. Using an order of magnitude cost per square foot derived from a project P3A is currently designing, the construction cost for the building would be as follows: 131,700 sf x \$400/sf = \$ 52,680,000
155,400 sf x \$xxx/sf = \$ 62,160,000

The cost of the future growth space identified above (155,400 sf – 131,700 sf = 23,700 sf) represents a \$9.48m cost to the Central Library at \$400/gsf.

The updated seat/station and meeting room (including interview, meeting and program rooms) is included below. It reflects the increasing focus on the provision of a variety of meeting and program spaces, as well as specialized maker spaces, and a decrease in the number of desktop computers.

Component	2010 Development Plan Seats/ Stations	Public Meeting Rooms	Revised Seats/ Stations	Revised Public Meeting Rooms	% Change - Seats/ Stations	
<u>A. Community Forum</u>						
A1	Concourse/Wintergarden → Lobby, Orientation & Wintergarden	225	-	153	-	-32.0%
A2	Film Theatre (Auditorium) and Seminar Facility → Auditorium and Community Meeting	390	5	420	10	7.7%
<u>B. Library Services</u>						
B1 → A1	Orientation and Information Services → Lobby, Orientation & Wintergarden	7		-		-100.0%
B2 → B1	Browsing Library	153	-	141	2	-7.8%
B3 → B2	Childrens Services	255	5	255	5	0.0%
B4 → B3	Young Adults	105	4	101	5	-3.8%
B5 → B4	Literacy and Outreach Services	53	3	53	3	0.0%
B6 → B5	Fiction Collection	121	5	127	5	5.0%
B7 → B6	Technology Centre, IT and Virtual Services → Creative Centre	154	3	145	9	-5.8%
B8 → B7	Non-Fiction Collection	255	5	299	6	17.3%
B9 → B8	Prairie History Room	37	2	43	4	16.2%
B10 → B9	Dunlop Art Gallery	32	1	32	1	0.0%
<u>C. Support Services</u>						
C1	Library Director's Office	-		-		
C2	Administration and Staff Amenities	-		-		
C3	Collection Development, Acquisitions/Cataloguing & Processing	-		-		
C4	Operations and Maintenance	-		-		
Library Total Component		1,787	33	1,769	50	-1.0%

General Planning Criteria (4-3)

The criteria for planning the Central Library has changed due to the unavailability of the Masonic Temple site and the revision of the project vision to exclude an extensive mixed-use development. The basic criteria for the building outlined in the report are relevant. A light filled building with a variety of spaces and an architecture that engages Victoria Park and the street remain critical design requirements.

The building orientation (4-4) on the existing site will be along 12th Avenue with the prominent corner overlooking the Plaza and Victoria Park. This eastern façade will be a critical civic presence in the public realm.

The City has indicated in this review discussion that the building will not be a linkage between the City Hall Plaza and Victoria Park as was envisioned in the Feasibility Study. It will be a building that invites the public in, and as indicated in the 2015 Public Engagement report, activates the street with a sidewalk café as well as being a welcoming building tailored to a human scaled experience.

Site Design Criteria (4-3)

Mixed Uses (4-6)

The mixed use of the site may be limited. The 2010 report contemplated the use of approximately 50% of a downtown city block. It is likely that the library will not have site space available to allow for a transit station or small public and retail services. This model is similar to the Vancouver Public Library. It is likely that space at street level will be too valuable to the library to dedicate it to other non-library functions.

Building Planning Criteria (4-11)

The building planning criteria outlined are relevant to the project. The Development Plan identifies an ideal floor plate size based on maximizing operational efficiencies. This is a footprint of 35,000-40,000 square feet and the number of public floors should be minimized.

The number of public service floors in the Central Library should be minimized to reduce operational costs. Public service floors should be organized so that if multiple collections are situated on a single floor, staff of one of the service points can monitor activities across the entire floor, particularly at those times of lower patron demand. Staff cannot easily monitor areas of over 40,000 square feet on a floor.

Component Planning Criteria (4-15)

Summaries of changes related to component areas and component planning criteria are provided in the Introduction section, above.

Recommended Next Steps

Process and Next Steps

The RPL Central Library redevelopment will require several phases to reach completion. The phases of a typical project of this size are outlined below. The original 2010 Master Program is an outline of the needs of the Central Library and provides the context for the subsequent phases of work. The Master Program provided a strategic outline of RPL needs to guide the Feasibility Study development and permit the application of high-level costing. The 2017-18 review conducted by P3A/RPG will allow the RPL to proceed to the Functional Programming stage of Concept Design where detailed program adjustments will be captured to reflect the updated needs of a 21st Century library.

With the review of the Master Program and Feasibility Study, the recommended next steps are as follows and are industry standard phases of work:

1. Concept Design with Functional Programming

a. Functional Programming

Functional programming is done at an individual level and project very specific, detailed information to guide the final building design. The next step is to take the Master Program and drill into the detail required to guide the building design. This process will involve user group interviews and interface with the library senior leadership. An updated order of magnitude cost for construction is developed.

The final Functional Program would be presented to the Board for review and approval. Board members or a Board Committee would be consulted during the development of the program document.

b. Concept (Schematic) Design

Schematic Design is the development of block plans, massing, and key relationship investigation based on the Functional Program. Different organizational and site use options are explored. Basic engineering concepts are explored and examined for appropriateness. Sustainable strategies and goals are identified. This stage involves engagement with the stakeholders in the development of the project planning. Project requirements are refined and an updated opinion of probable cost. (Class C).

The Schematic Design would be presented to the Board for review, comment, and approval.

2. Design Development

Design Development further develops the schematic concepts into one single solution. Floor plans, massing, and elevations are developed in detail. Engineering systems are developed in detail. Detailed code reviews are prepared. Engagement with stakeholders focuses on detailed space needs, use and design. Building material selection is layered into the design. An updated opinion of probable cost is prepared. (Class B).

The Design Development will be presented to the Board for approval to proceed to the Contract Document stage.

3. Contract Document Preparation

Contract Documents are the “blueprints” and specifications or project manual that will be used to tender the project. This stage is the translation of the building aesthetic and function into a set of construction documents that the contractors will use. Architectural and engineering systems are coordinated, and final selections of manufacturers and material occurs. There may be some interface with stakeholder groups at this stage with a focus on clarifying and resolving technical issues. An updated opinion of probable cost is prepared. (Class A).

The budget update will be provided to the Board at this stage. The Board would provide approval to tender the project.

4. Tender and Award

Tendering the project is the solicitation of bids or RFP responses from contractor proponents. The Design team responds to queries from contractors and provides clarifications during this period. Tenders are received and reviewed and a recommendation is provided by the Architect.

The Board would be asked to approve the award of the project to a General Contractor.

5. Construction and Project Close Out

The project is built. The Design Team monitors construction progress. The Board would receive updates from RPL Senior Leadership regarding the project progress. Close out is the accumulation of operating manuals, conclusion of building commissioning, and processing of final paperwork. There is a warranty review done within the first 12 months of substantial completion.