



Central Library Renewal Needs Assessment and Project Plan

REGINA PUBLIC LIBRARY

MARCH 2020

Notice

The confidential report (“**Report**”) prepared by KPMG LLP (“**KPMG**”) is provided for Colliers Project Leaders (“**Colliers**” or “**Client**”) and Regina Public Library (“**RPL**”) and pursuant to the consulting service agreement with RPL dated January 2, 2020, for an independent Needs Assessment and Project Plan for a renewed Central Library in Regina, Saskatchewan (the “**Project**”).

If this Report is received by anyone other than Colliers and RPL, the recipient is placed on notice that the attached Report has been prepared solely for Colliers and RPL for its own internal use, and this Report and its contents may not be shared with or disclosed to anyone by the recipient without the express written consent of KPMG, Colliers and RPL. KPMG does not accept any liability or responsibility to any third party who may use or place reliance on the Report. The scope was limited to the preparation of an independent study. The intention of the Report is to outline a Needs Assessment and Project Plan and identify potential opportunities and options for consideration of Colliers and RPL.

The analysis was primarily based on data and information developed and provided by Colliers and RPL, as well as other sources. We express no opinion or any form of assurance on potential impacts and costs that RPL may realize should it decide to implement the options and considerations contained within this Report. RPL is responsible for the decisions to implement any options and considering their impact.

The procedures we performed do not constitute an audit, examination or review in accordance with standards established by the Chartered Professional Accountants of Canada, and we have not otherwise verified the information we obtained or presented in this Report. We express no opinion or any form of assurance on the information presented in the Report and make no representations concerning its accuracy or completeness.

Executive Summary

Regina Public Library (“RPL”) has a critical need to address space and condition limitations in its downtown central branch. This Needs Assessment and Business Case, prepared by Colliers Project Leaders and KPMG LLP in March 2020, have confirmed driving factors, a plan to address, and anticipated costs and benefits associated with renewal.

Originally established in 1909, RPL is the oldest public library system in the Province of Saskatchewan. The Library operates under the terms of the Public Libraries Act (1996) that defines the regulatory framework for the delivery of library services in the City¹. RPL offers a range of community-based programs and services across its nine branches in Regina.

RPL’s Central Library is the largest and most visited RPL facility. It is home to a significant proportion of RPL’s collection, specialized centralized services, and core administrative and coordination functions. Its broad service offering and specialized collections enhance the branch resources so that customers using the branches have access to more comprehensive resources, books, media and library staff expertise, more easily and more effectively.

Sustaining RPL’s ability to deliver highly used and valued community services is at risk in the current physical state of its central facility. Critical risks associated with building components, including the building envelope, roof, and mechanical and electrical systems, require significant investment to address. In addition to these building risks, RPL’s central branch has surpassed its capacity, resulting in a reduction in the collection and movement of staff to accommodate space constraints. Prior to making significant capital investments to address maintenance issues, RPL sought community input and direction for the future of the central branch. RPL has been working toward Central Library renewal for over 12 years. Initial activities in 2008 indicated the need for timely investment to sustain Central Library operations. Since that time, RPL has undertaken numerous additional studies and analysis that have further highlighted the growing need.

¹ Regina Public Library. Our History. <https://www.reginalibrary.ca/about/history>

Timely response is required. RPL has identified renewal of its Central Library as critical to meeting customer needs and sustaining its role as a downtown community hub. Stakeholder engagement, document analysis, and analysis in development of this Needs Assessment and Project Plan, continues to support the need for investment in Central Library renewal.

Key driving factors include those summarized below:

<p>Changing Demographics</p>	<p>Since 1962, Regina’s population has more than doubled, and is anticipated to continue to grow, resulting in further capacity constraints. As the demographics of the city change, primarily due to a spike in immigration to Saskatchewan, an increase in demand for specialized programs and services has been voiced by the community.</p>
<p>Role of Libraries in Communities</p>	<p>As part of the evolution of libraries, many communities are re-orienting libraries as community gathering places and hubs that not only provide traditional library services, but also act as a venue for social interaction, community learning, and expression.</p>
<p>Central Library as a Foundation for Branches</p>	<p>The Central Library is the heart of a library system. The branches cannot reach their potential without a Central Library’s diverse collection, distribution, programming, and administrative support.</p>
<p>RPL Central Branch Facility Condition & Accessibility</p>	<p>The current building requires extensive upgrades to its building fabric and mechanical and electrical systems to bring it into compliance with the current building code.² The current building also does not meet the accessibility requirements as per the Uniform Building and Accessibility Standards Act and City of Regina policy. In the current state, RPL faces daily risk of failure which could result in temporary or permanent closure of the current facility.</p>
<p>Alignment with Community Priorities</p>	<p>Central library development contributes to community-identified priorities including revitalizing Regina’s downtown, encouraging economic development, and enhancing quality of life for all residents.</p>

² Regina Public Library. The Future. <https://www.reginalibrary.ca/cld/?q=node/6>

RPL, with input from stakeholders, have identified the following desired primary outcomes for central library renewal:

- **Responds to community priorities:** Strengthen RPL’s role and presence as a downtown community hub. Brings community partners together to makes downtown a destination to visit, work and live.
- **Enhances RPL programs and services:** Adds capacity and flexibility to the whole RPL system. Improves responsiveness to growth and drivers user needs for years to come.
- **Improves quality of life for all:** As a dynamic, sustainable, civic space in the heart of the city, the Central Library provides welcoming, accessible and inclusive space.
- **Supports economic growth:** Provides economic benefits to the community, as a catalyst for downtown revitalization, job creation, learning and innovation.

To achieve these defined outcomes, previous studies have identified the overall area for the proposed Central Library to be approximately 150,000 square feet. Key spaces, in comparison to current Central Library spaces, are described below.

Table 1: Summary of Current Central Library and Renewed Central Library Spaces

Space Type	Current Central Library Proportion of Space (%)	Renewed Central Library Proportion of Space (%)
Collection	33%	35%
Program and Service Space	30%	28%
Administration	14%	12%
Dunlop Art Gallery	10%	8%
Prairie History Room	5%	3%
Film Theatre	5%	8%
Public Amenities	3%	6%

Required space estimates have been further validated through benchmarking, indicating required space of approximately 159,000 square feet to meet 2026 requirements for basic minimum library services in Regina.

Renewing the Central Library through a New Build approach represents the closest alignment to the strategic objectives of RPL, and the Project compared to the other Project options under consideration. The New Build option allows RPL to effectively achieve its vision for the Central Library and is able to provide the modern library services that the community expects. When compared to the other options, the New Build option best meets the functional program requirements and provides for the highest likelihood of addressing the social, economic and cultural objectives of the Central Library. Furthermore, under this option the new library facility will address existing life-safety and building code deficiencies and is expected to have a useful life of approximately 60 years³, effectively ensuring that the value of the library asset is well maintained.

The total Project cost for a new Central Library of 150,000 gross square feet is forecast to be approximately \$124 million, plus the cost of any potential land acquisition and parking, in 2020 dollars. Parking is estimated to be an additional \$2 million to \$14 million plus the costs of land acquisition, dependent on the type of parking and number of spaces provided. These costs do not include any potential offset related to the potential sale of the current facility or associated land.

Following opening of a new Central Library, operating costs are estimated to increase by approximately \$2 million per year. The renewed Central Library is approximately double the square footage of the current facility; however, operating costs are anticipated to increase by less than 20% due to significant efficiencies that are expected to be realized through design and functional program improvements, continued service delivery enhancements, and more efficient building maintenance and operations.

In addition to significant qualitative benefits, this projected capital expenditure is estimated to generate one-time impacts of approximately \$94 million of GDP or value added to the Canadian economy. Of the projected GDP impacts, an estimated \$69 million would be added to the Saskatchewan economy, and an estimated \$25 million would be added to other Canadian provinces from the purchase of materials, goods, and services through the inter-provincial supply chain.⁴ The construction of the facility is projected to result in 625 FTE jobs, with the large majority, 463 FTE jobs or nearly three quarters in Saskatchewan, throughout the construction phase.

A further recurring annual impact of approximately \$12 million of value added to the Canadian economy is expected through central library operations. Out of the total, a large majority (\$11.1 million) would accrue within Saskatchewan, as much of the operating expenditures relate to local labour.⁵ The ongoing operations of the facility would create or sustain approximately 134 FTE jobs, of which over approximately 95% would be in Saskatchewan, and dominantly in Regina. The operating expenditures first generate direct impact, in terms of value added and employment, as well as the creation of further economic impact through the wider supply chain (i.e., indirect impacts) and the spending of wages earned by individuals for direct and indirect employment linked to operations (i.e., induced impact).⁴⁸

³ The Getty Conservation Institute. Conserving Modern Architecture Initiative. http://www.getty.edu/conservation/our_projects/field_projects/cmair/cmair_colloquium.html

⁴ Statistics Canada input-output simulation based on information and projections provided by RPL.

⁵ Statistics Canada input-output simulation based on information and projections provided by RPL.

The objective of the Needs Assessment and Project Plan process is to inform decision making related to potential future phases of work. Significant additional work will be required by RPL, its partners and collaborators, and the community in achieving a renewed Central Library. Based on the findings of the Needs Assessment and Project Plan, RPL intends to proceed with Phase 2 of the Project. Phase 2 will focus on securing required funding to proceed with design and construction activities. Ongoing engagement with the community and regular transparent communication is intended to occur alongside all Project activities.

For more information about RPL Central Library Renewal, please visit: <https://www.reginalibrary.ca/about/major-projects>.

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Introduction

Regina Public Library (“RPL”) is seeking approval and funding support to proceed with the renewal of its Central Library. Renewal will address customer priorities, capacity constraints and program space needs.

INTRODUCTION AND CONTEXT

Regina Public Library (“RPL”) is an urban library system comprised of eight branches and the Central Library, which includes both an adult and children’s branch. The Central Library is one of Regina’s key community facilities, providing a variety of popular and important literacy, arts, entertainment and community programs to residents of Regina, as well as the surrounding areas.⁶

Opened in 1962, RPL customers and stakeholders have identified that the current Central Library space no longer meets community priorities and needs. Best efforts have been made to maintain, renew, and reconfigure space within existing constraints, with additional material improvement no longer feasible. RPL has undertaken several initiatives and studies since October 2008 to inform decision making for renewal of the Central Library. The RPL Board of Directors has identified the renewal of its Central Library as a strategic priority.

Colliers Project Leaders (“**Colliers**”) and KPMG LLP (“**KPMG**”) have been engaged by RPL as an owner’s representative to support renewal. The first phase of work focuses on the development of a Needs Assessment and Project Plan for Central Library. The Needs Assessment and Project Plan will inform decision making related to future potential phases of work. Future phases may include funding and financing plan development, design, construction, transition to operations, and lessons learned phases.

PROJECT SCOPE AND DELIVERABLES

⁶ Regina Public Library. History. <https://www.reginalibrary.ca/about/history>

The Project has used a phased approach to deliver on its desired outcomes. Phase 1 will produce a Needs Assessment and Project Plan which will be included in a report and presentation to City Council. The scope of Phase 1 included the following components:

- **Review of existing documentation:** review of prior analysis and deliverables including: functional program development, condition assessment(s) and analysis, previous business cases and stakeholder engagement documentation. Additional review of key program and service related information, such as RPL's strategic plan, service plan, program and service statistics. was also conducted. See Appendix A for a list of documents reviewed.
- **Functional operation review:** review and analysis of the current state of RPL, the downtown Central Library, community considerations and project driving factors.
- **Functional program update:** review of desired future state activities and programs in the Central Library, consideration of spatial requirements, functional relationships, and other strategic functional attributes.
- **Stakeholder engagement:** conduct and documentation of themes from various stakeholders engaged including RPL staff, organizational collaborators / partners, City of Regina Councillors, City of Regina leadership and team members, and the public. See Appendix C for a stakeholder engagement summary.
- **Funding and financing analysis:** description of estimated capital and operating costs associated with the Project, and identification of potential funding and financing options and potential project implications, for further analysis in future project phases.
- **Economic impact analysis:** review of the anticipated quantitative and qualitative economic impacts of the project including Gross Domestic Product (GDP), labour income, and employment impacts.
- **Temporary accommodation considerations:** summary of logistics related to relocation to and from any potential interim accommodations during construction phase.
- **Needs Assessment and Project Plan development:** preparation of a Needs Assessment and Project Plan summarizing analysis and activities conducted as part of Phase 1.

This document summarizes activities of Phase 1 and will serve to inform decision making related to any potential future phases.

Current State Analysis

RPL has provided high quality programs and services to Regina and the surrounding areas for over 100 years. Its downtown located central branch provides specialized services, administrative, and critical coordination to support RPL's eight broader branches in the community.

ABOUT REGINA PUBLIC LIBRARY

Originally established in 1909, RPL is the oldest public library system in the Province of Saskatchewan. The Library operates under the terms of the Public Libraries Act (1996) that defines the size and composition of the Library Board, its relationship to the City of Regina and the regulatory framework for the delivery of library services in the City⁷.

The following section briefly describes current key components of the RPL library system.

GOVERNANCE

RPL exists through a bylaw of the City of Regina and The Public Libraries Act, 1996. The general management, regulation, and control of the Library is vested in the RPL Board.

RPL is a corporation that exists through a by-law of the City of Regina and governed by a board under the *Public Libraries Act, 1996* (the “**Act**”). It operates as a statutory board, under the provisions of the Act, which describes the roles and responsibilities of municipal public library boards in the province. The Act mandates all public libraries to be part of a provincial library system and ensures equitable access to basic library services by all residents of Saskatchewan.

The Act outlines RPL's relationship with the City of Regina. Key governance relationships include that City Council retains responsibility to appoint members to RPL's Board. The Act also requires the Board to prepare and submit an annual budget and estimate to City Council. City Council approves changes to the library mill rate. Significant borrowing requires approval by City Council, with the Act stating that Council may take the necessary steps to obtain and provide the sum, or any portion of that sum, requested by RPL that Council considers reasonable and necessary.

⁷ Regina Public Library. Our History. <https://www.reginalibrary.ca/about/history>

The Board's foremost responsibilities are to ensure adequate resources for RPL to fulfill its mission and vision and achieve its goals and objectives. The Board works in partnership with the CEO to ensure that financial and other resources needed are in place to implement RPL's goals and plans. Board membership is composed of the Mayor of Regina, and six (6) or eight (8) additional members, one of which may be a City Councillor, selected and appointed by the City Council. A summary of current Board members is shown below.

Current Board members include:

- Sean Quinlan (Chair),
- Barbara March-Burwell (Vice-Chair),
- Michael Fougere (Mayor),
- Sharron Bryce (City Councillor),
- Phyllis Lerat (Member),
- Marj Gavigan (Member),
- Starla Grebinski (Member),
- Olajumoke Oni (Member),
- Cindy Kobayashi (Member)
- Jeff Barber (Library Director & CEO, Secretary to the Board)

The Board operates through various committees, including a special committee focused on infrastructure renewal.

STRATEGY

RPL's 2016-2021 strategic plan, charts a course toward modernization, connectivity and cultural progress.

RPL's Strategic Plan charts a course towards maintaining a high level of customer-focused library services. Achievement includes consideration to vitalize RPL's infrastructure through Central Library development and Branch renewal. A summary of RPL's 2016 – 2021 Strategic Plan is described on the following pages.

RPL Vision

We are a dynamic hub of literacy, lifelong learning, curiosity, and new ideas, integral to the social and economic vibrancy of Regina. We inspire individuality, connection, and diversity.

RPL Values

- **Inspiration**
We cultivate and support the joy of reading, lifelong learning, and growth.
- **Inclusion**
We support physical, intellectual, and cultural access for all in a welcoming environment.
- **Service**
We seek to understand, anticipate, and serve the needs of our customers.
- **Leadership**
We are committed to the future of Regina and strengthening our diverse community.
- **Intellectual Freedom**
We support intellectual freedom and endorse the Canadian Library Association Statement of Intellectual Freedom.



Figure 1. RPL Strategic Plan 2016-2021

- **Accountability and Sustainability**

We are accountable to the Regina community.

RPL Strategic Goals

Community - Our success comes from contributing to our community through:

1. Stakeholders – Valued community partner in social and economic development
2. Customers – Valued community service provider and resource
3. Citizens – A community hub of which our community is proud

Internal Operations - Excelling at those competencies and processes that drive our strategic imperative:

1. Advance technologies to support customer-centered service
2. Public relations, communications, and service consistent with brand
3. Funds development to support capital and operational projects

Financial - Ensuring accountability and sustainability by:

1. Sound fiscal management, accountable use of resources
2. Enhance operations through appropriate resource allocation to projects
3. Fund physical infrastructure projects through adequate resource allocation (Central Library development and Branch renewal)

Learning and Growth - Fostering an environment of organizational learning and personal growth through:

1. Effective planning, project, and change management
2. A customer-centered culture in all we do
3. Stable and effective corporate leadership
4. Effective board governance providing clear definition

ORGANIZATION

RPL has a flexible and modern organizational structure designed to strategically and deliberately create positive community impact.

RPL relies on a team of approximately 175 FTEs across multiple work units to deliver its mandate. Current work units include:

- Central Library
- Branches
- Collections
- Community Engagement & Programming
- Dunlop Art Gallery
- Finance & Administration
- Physical Plant
- Marketing & Communications
- Human Resources
- Information Technology
- E-Services
- Development

A summary of the current organization is shown in Figure 2 below.

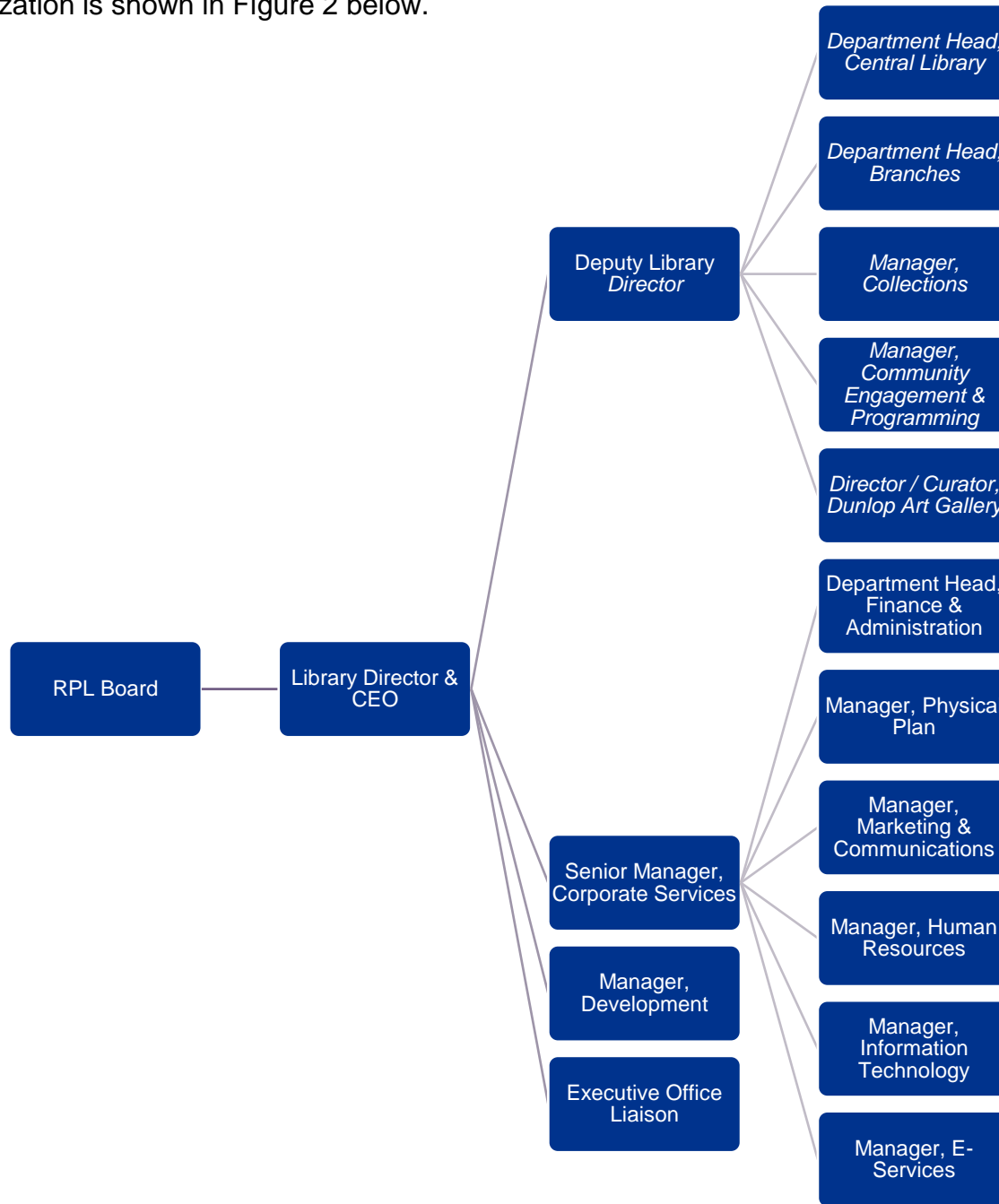


Figure 2. RPL Organizational Chart

SERVICES

RPL provides programs and services to enhance the educational and recreational needs of the community. In 2018 this included attendance of nearly 117,000 people in RPL programs.

In 2018, RPL offered over 7,000 programs to the community. Within these offerings, RPL increased the number of special events offered providing opportunities for the community to hear keynote speakers and panel discussions on a range of topics. RPL's broad services to the Regina community include the following highlighted programs:

- Circulation of materials, including print books, eBooks, audiobooks, magazines, streaming materials and Blu-rays and DVDs nearly 2 million times in 2018⁸.
- A state-of-the-art Digital Media Studio, serving a monthly average of 859 visitors in 2018, including expansion of hours, equipment and tools to meet demand for bookings and access. The WhisperRoom within the Studio is booked 100 percent of available hours⁹.
- Sun Life Financial Musical Instrument Lending which offers access to musical instruments through the Making Arts More Accessible program. The program currently features over 160 instruments in the collection, across a wide range of types. From January to September 2019, instruments were circulated nearly 1,000 times¹⁰.
- Dunlop Art Gallery located at both Central Branch and Sherwood Village Branch that hosts several exhibits and unique displays each year.
- Access to public computers and wifi, which has seen consistent growth in hours used since 2014. Growth has more than tripled in the last five years from approximately 200,000 hours in 2014 to well over 600,000 in 2019¹¹.
- RPL also offers free space to everyone in the community, including expanding drop-in programming and introduction of a Room Use and Rental policy to support a new booking and rental approach.
- RPL provides services outside the branches including online services such as eBooks and eAudiobooks, online learning, and streaming video and music, self-serve movie dispensing kiosk located at the Sportplex (Fieldhouse & Lawson Aquatic Centre), and several community outreach programs¹².

⁸ Regina Public Library. Mill Rate Request 2020. <https://www.reginalibrary.ca/sites/default/files/2019-11/RPL%202020%20Mill%20Rate%20Request.pdf>

⁹ Regina Public Library. Mill Rate Request 2020. <https://www.reginalibrary.ca/sites/default/files/2019-11/RPL%202020%20Mill%20Rate%20Request.pdf>

¹⁰ Regina Public Library. Mill Rate Request 2020. <https://www.reginalibrary.ca/sites/default/files/2019-11/RPL%202020%20Mill%20Rate%20Request.pdf>

¹¹ Regina Public Library. Mill Rate Request 2020. <https://www.reginalibrary.ca/sites/default/files/2019-11/RPL%202020%20Mill%20Rate%20Request.pdf>

¹² Regina Public Library. Annual Report 2018. <https://www.reginalibrary.ca/sites/default/files/2019-05/RPL%202018%20Annual%20Report.pdf>

FINANCIAL

RPL is primarily funded through municipal property taxes and maintains reserve funds to support future infrastructure requirements.

RPL invested nearly \$23 million in its operating activities in 2018. Operations are primarily funded with a tax levy and grants-in lieu. Each year, the RPL Board approves operational and capital budgets. The dollars required to fund these budgets, less revenues from other sources, are converted to a mill rate. The mill rate requested to fund RPL's operating and capital budgets is forwarded to Regina City Council who vote on the mill rate requested. The amount approved by City Council is known as the library mill rate and is levied and collected by the City, which charges RPL a 1.8 per cent administrative collection fee. Amounts received from the City are comprised of the tax levy, a supplementary tax levy, and grants-in-lieu. The tax levy is based on residential, commercial, and industrial property values in the City. The supplementary tax levy is applied to commercial and industrial properties which are not fully constructed and are therefore not on the City's tax roll. Because governments do not pay taxes to other levels of government, the provincial and federal governments pay grants-in-lieu of taxes to the City.

Most expenses, 62.2 per cent, are directly related to public services. Public services include salaries and benefits for staff of the following units: Central Library and eight branches; Acquisitions, Collections, and Programming; Community Engagement and Programming; eServices; and Dunlop Art Gallery and RPL Film Theatre. Also included in Public Services expenses are periodicals, magazines, electronic information, programming, Dunlop exhibitions, SILS operating costs, information technology expenses related to public services, marketing costs to promote RPL, and the building costs to operate public spaces. The second largest category of expenses is for support services, and accounts for 19.7 per cent of expenditures. Expenses included staff salaries and benefits for marketing and communications, human resources, information technology, finance, and physical plant staff¹³.

A summary of financial trends in the most recent three years is described in Table 2 below.

Table 2: RPL Consolidated Statement of Operations and Changes in Accumulated Surplus Year ended December 31, 2018

RPL Consolidated Statement of Operations and Changes in Accumulated Surplus
Year ended December 31, 2018 (000's)¹⁴

	2018	2017	2016
Revenue			

¹³ Regina Public Library. Annual Report 2018. <https://www.reginalibrary.ca/sites/default/files/2019-05/RPL%202018%20Annual%20Report.pdf>

¹⁴ Regina Public Library. Annual Report 2018. <https://www.reginalibrary.ca/sites/default/files/2019-05/RPL%202018%20Annual%20Report.pdf>

City of Regina tax levy	\$20,742	\$20,012	\$19,407
Grants-in-lieu of taxes	1,348	1,379	1,327
Provincial services agreement	578	597	597
Donations	61	42	23
Interest	321	145	-
Other grants	676	399	348
Other revenue	681	614	676
Gain on disposal of tangible capital assets	177	5	3
Total Revenue	24,584	23,193	22,381
Expenses			
Public Services	14,034	13,076	12,373
Support Services	4,437	3,964	3,883
Governance	83	110	115
Administration	1,436	1,433	1,413
Amortization	2,571	2,448	2,273
Loss on disposal of tangible capital	1	-	12
Total Expenses	22,562	21,031	20,069
Surplus	2,022	2,162	2,312
Accumulated surplus, beginning of year	27,703	25,541	23,229
Accumulated surplus, end of year	\$29,725	\$27,703	\$25,541

ABOUT THE REGINA PUBLIC LIBRARY CENTRAL LIBRARY

The largest and most visited RPL facility, the downtown central branch serves as the heart of the RPL system. The following section briefly describes the downtown central branch facility and operations.

ROLE OF THE CENTRAL LIBRARY

RPL's Central Library is the largest facility in its system, home to a significant proportion of RPL's collection, specialized centralized services, and core administrative and coordination functions. Its broad service offering and specialized collections enhance the branch

resources so that customers using the branches have access to more comprehensive resources, books, media and library staff expertise, more easily and more effectively. The Central Library is home to the following specialized services, based downtown, with ongoing outreach and coordination with other Regina branches:

- **Dunlop Art Gallery:** Dunlop Art Gallery is dedicated to engaging, researching and presenting a diverse range of visual artwork. The main focus is on contemporary culture. Dunlop Art Gallery enhances the quality of life of its customers by informing the practices and understanding of visual art through activities that include exhibitions, programs, publishing and collecting¹⁵. Dunlop Art Gallery experienced over 11,000 visitors in 2018¹⁶.
- **Digital Media Studio:** specialized hardware, equipment and software that lets visitors explore, collaborate and learn about digital media and create professional quality audio and video productions. The Studio includes workstations, a green screen studio, and a bookable WhisperRoom recording studio space. The Studio saw nearly 1,000 visitors per month in 2018¹⁷. Access hours have been expanded in 2019 and 2020, and demand is greater than capacity. Key to the success of this service is the public access to technical staff who can guide and instruct in the use of digital technologies.
- **Film Theatre:** For over 50 years, RPL has played a key role in screening cinema from around the world. Unique to RPL's downtown branch the Film Theatre screens numerous films a month (e.g., 28 different films in February 2020), working collaboratively with a wide range of cultural partners to provide free screenings. The current theatre space, launched in 1975, includes approximately 130 seats and is a key attraction in Regina's downtown. The Film Theatre offers a combination of free screenings as well as fee-based attendance for new releases and special events.
- **Children's Branch:** Located in the basement level of the central branch, the Children's Branch is defined by RPL as an independent branch, focused on offering programs and services to children under 12, and coordinating activities collaboratively with other branches across the city. The downtown location includes a play area, toy lending library, early literacy stations, and literacy and discovery based programming such as story time. The key focus of Children's Branch has been early literacy and a significant service to daycares in the city is provided through this unit through both outreach programming and lending Book Blocks.
- **Prairie History Room:** centrally located at the downtown branch, the Prairie History Room is a specialized collection of non-circulating community history and genealogical materials focusing on the history and peoples of the Northern Great Plains (Alberta, Manitoba and Saskatchewan) from pre-settlement times to present day. Materials are accessible seven days a week, and the Room focuses on assisting individuals in their quest for knowledge about general prairie history as well as personal family history¹⁸. A digitization station is available for format shifting to digital to support those interested in preserving their

¹⁵ Regina Public Library. Website Material. <https://reginalibrary.ca/dunlop-art-gallery/about>

¹⁶ Regina Public Library. Mill Rate Request 2020. <https://www.reginalibrary.ca/sites/default/files/2019-11/RPL%202020%20Mill%20Rate%20Request.pdf>

¹⁷ Regina Public Library. Mill Rate Request 2020. <https://www.reginalibrary.ca/sites/default/files/2019-11/RPL%202020%20Mill%20Rate%20Request.pdf>

¹⁸ Regina Public Library. Website Material. <https://www.reginalibrary.ca/services/prairie-history>

personal history. The Library subscribes to a range of services that give the local history and genealogist access to substantial resources to pursue these interests.

- **Business Centre:** central branch is home to RPL's Business Services Specialist, who provides specialized navigation support of RPL's business-focused collection, engages with industry associations, and both designs and coordinates specialized programming. In 2018 this included over 100 different programs focused on supporting local and small businesses and stimulating Regina's economy, with attendance by nearly 1,500 participants¹⁹. A special area of focus has been financial literacy for all.
- **Meeting space and creative work space:** as displayed in Figure 5, Figure 6, and, Figure 7, the central branch includes a programming room on level 0 and a boardroom, meeting room, computer lab, and mezzanine space on level 2 that are shared between staff, programming needs, and public use. In the interim, RPL has implemented self-booking functionality for ease of access for public bookings. At current, combined demand for space greatly exceeds available rooms in the central branch.
- **Literacy:** RPL provides free literacy assistance for anyone who would like to improve their reading, writing, or speaking skills. The program trains volunteer tutors, then matches them one on one with learners who drive the learning agenda. Many learners are newcomers, and interested in finding a job, furthering their schooling, reading to their children, and preparing for Canadian Citizenship, etc.

All of the literacy services offered by RPL (at all locations across the system) are coordinated at Central Library and the majority of these services are fueled by the generous work of hundreds of volunteers. These volunteers are recruited, trained, matched, supported, and coordinated through the Literacy Office. Homework Help is also available for adults preparing for the General Education Development (GED) test. Career Coaching is available to customers of all ages. Reading, Learning, Digital, and other "Buddies" programs are run through use of volunteers.

- **Outreach:** Outreach Services provides the full range of library services to Regina residents who are unable to visit the library due to illness, age, or disability. They may live at home or in an institution such as seniors' housing, special care homes, or rehab facilities. Outreach Services also service those who have a print disability. This could be a learning, physical, or visual disability that prevents a person from reading conventional print.

The Central Library also provides coordinated corporate support services (finance, human resources, information technology, and development), collection and programming management and the driving of a common delivery standard to its branch locations.

CENTRAL BRANCH DEMAND AND USE

¹⁹ Regina Public Library. Mill Rate Request 2020. <https://www.reginalibrary.ca/sites/default/files/2019-11/RPL%202020%20Mill%20Rate%20Request.pdf>

The current Central Library building was opened in 1962 to serve a population of approximately 110,000 people, less than half of Regina’s current population. Central Library is RPL’s busiest location and the pressure for growth is being felt more intensely with every passing year²⁰. In line with a planning horizon of 25 years for the Central Library, the following demographic projections have been developed by the City of Regina based on Statistics Canada Data. It is anticipated that over the next 25 years, RPL will need to support an additional nearly 60,000 people.

A summary of anticipated population growth is provided in Figure 3.

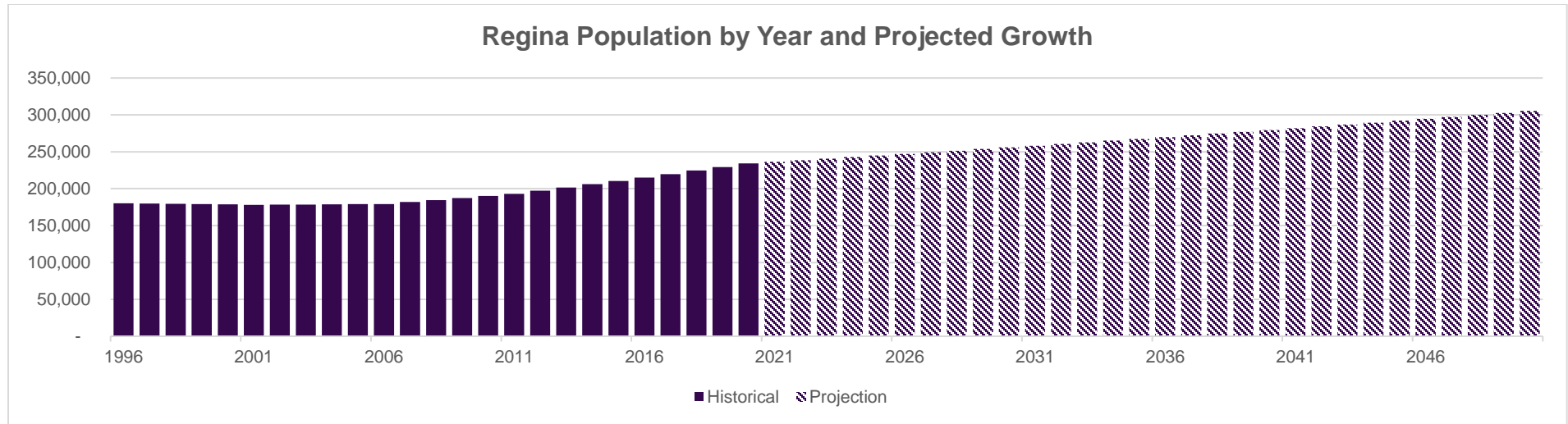


Figure 3. City of Regina 1991-2050 population forecast (source: City of Regina)

FUNCTIONAL USE

The current 75,000 square foot facility occupies three levels (basement, main and second) and houses RPL’s system-wide administrative services, including library materials acquisition, programming and corporate functions.

Figure 4. Exterior view of RPL Central Library

²⁰ Regina Public Library. Development Feasibility Report. <https://www.reginalibrary.ca/cld/sites/default/files/Feasibility%20Study%20Report%20-%20Final%20-%20202011.pdf>



The Central Library basement level is home to the Children’s Branch, which directly interfaces with film theatre access. The remainder of the basement space is primarily used for staff and operations related spaces. Finally, the basement is home to one of Central Library’s two washrooms.

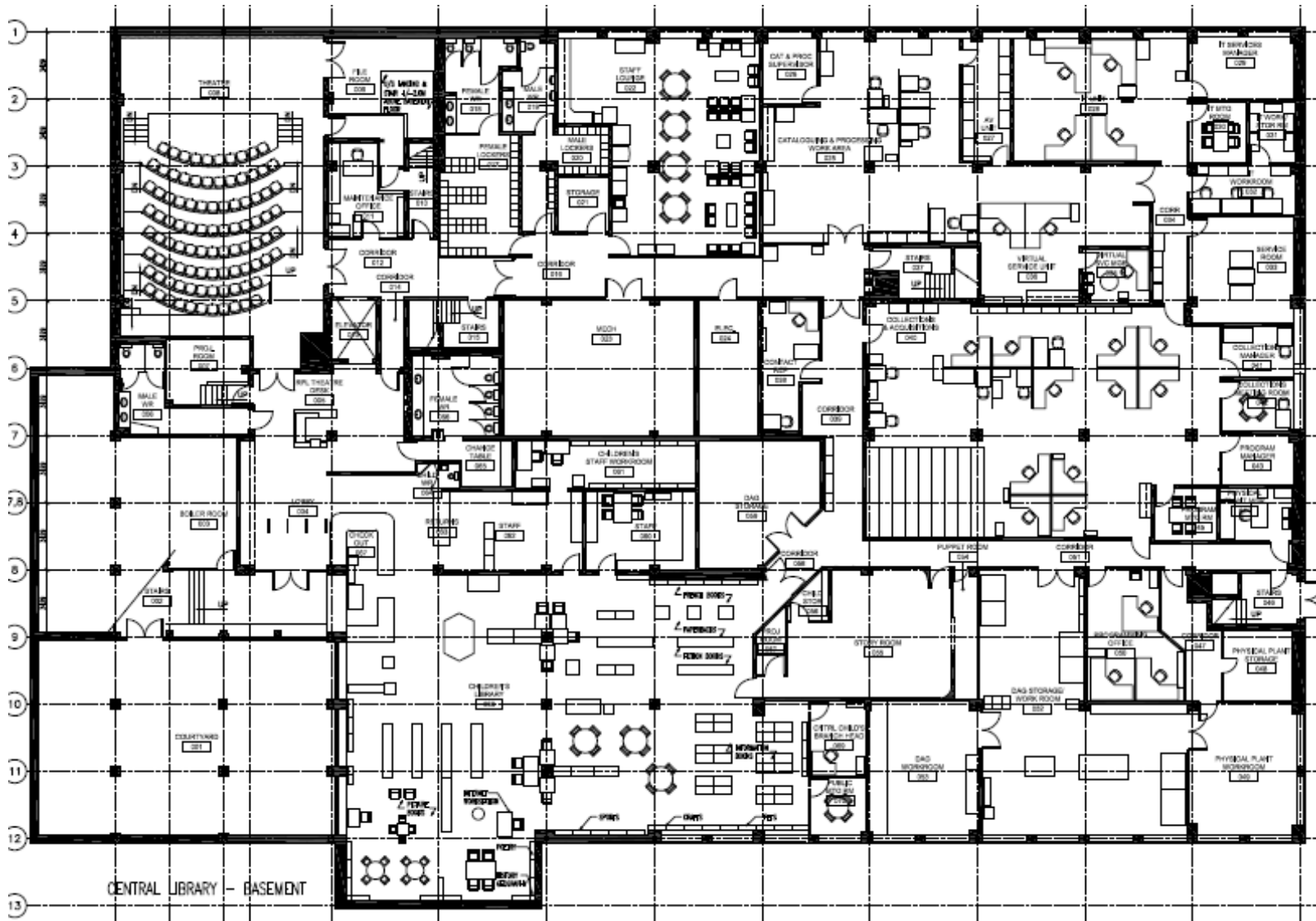


Figure 5: Central Library Basement Floor Layout and Spaces

The following chart breaks down the existing Central Library spaces by type. As described in the table, space is primarily dedicated to public collection and program and service space, with little ability to reallocate existing spaces for additional public use²¹.

Table 3: Current Central Library Spaces by Type

Space Type	Current Central Library Size (Component Gross Square Feet)	Current Characteristics
Collection	17,610	Includes various material types within the browsing library, fiction and non-fiction collection, and development, acquisition, cataloguing and processing space
Program and Service Space	16,015	Children and young adult areas, orientation and information services, literacy and outreach, and technology centre and virtual services
Administration	7,500	Staff and office space and building operations and maintenance space
Dunlop Art Gallery	5,575	Specialized art gallery space as previously described
Prairie History Room	2,565	Specialized archival space as previously described
Film Theatre	2,555	Approximately 100-seat theatre as previously described
Public Amenities	1,665	Entrance and concourse area, washrooms and other facilities

²¹ Regina Public Library. Development Plan 2010. <https://www.reginalibrary.ca/cld/sites/default/files/Functional%20Program.pdf>

CURRENT CONDITION

An assessment of the building was conducted by Group2 Architecture Interior Design (“Group2”) in 2015 and identified a number of issues including non-compliance with current building code standards, thermal bridging issues related to the building envelope, inadequate insulation values for walls, curtain wall detailing and glazing, and issues related to inadequate slopes for the existing flat roof. Group 2 provided recommendations to address the building code discrepancies, improve accessibility and meet current health requirements, and strategies to deal with building exiting issues, fire separations and fire protection systems. Group2 has also provided recommendations to replace the outdated and aging structural, mechanical, and electrical components of the Central Library²².

According to an Order of Magnitude Cost Estimate dated January 8, 2015, escalated remediation costs of approximately \$2.4M, \$14.2M and \$28.6M have been identified for the short, medium and long term. The building condition study conducted by Group2 showed that if the Central Library was to be repaired and upgraded simply to rectify building code and life safety issues over the next 10 years it would cost over \$9 million. This would not result in any functional benefit or improvement to the Central Library. Further improvements, estimated at over \$45 million in cost, would be required in the future.

CURRENT SITE

The current Central Library is located on an approximately 1 acre site in downtown Regina. Located at 2311 12th Avenue, the Central Library is bordered by 12th Avenue and Lorne Street in the heart of Regina’s downtown. Although rebuilt in 1962 following storm damage, Regina’s Central Library has resided on its current site for over 100 years.

Directly adjacent to Victoria Park, the current site is protected under the Victoria Park Heritage Conservation District Bylaw, which was established to designate an area of heritage properties surrounding Victoria Park as a municipal heritage conservation district. Any significant changes to the current building will require municipal approvals to comply with the Bylaw.

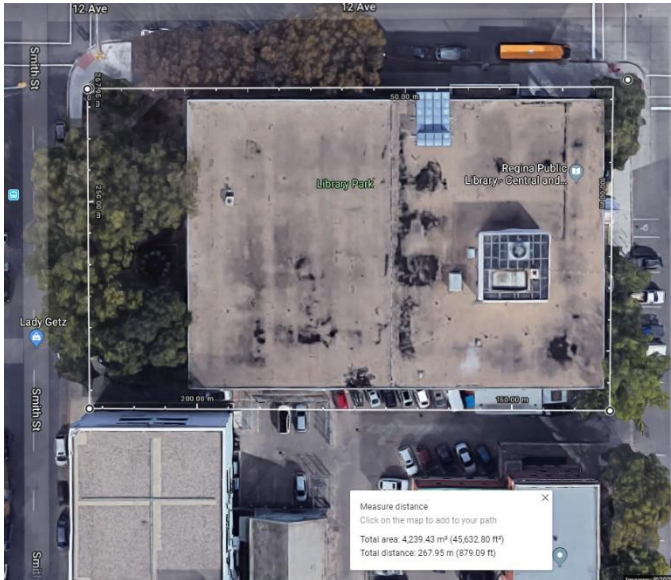


Figure 8: Current Central Library Site

²² Group2 Architecture Interior Design. RPL Building Assessment Report 2015. https://www.reginalibrary.ca/cld/sites/default/files/RPL%20Building%20Assessment_%20Feb%202015.pdf

Desired Future State

Achieving RPL's Strategic Plan and Service Plan, based on the priorities of Regina residents, requires investment in critical physical spaces.

RPL has identified renewal of its Central Library as critical to meeting customer needs and sustaining its role as a downtown community hub. RPL, with input from stakeholders, have identified the following desired primary outcomes:



Figure 9: Central Library Renewal Desired Outcomes

COMMUNITY ENGAGEMENT

In 2014, RPL engaged DIALOG to solicit feedback from the public about the proposed Project. Several key themes emerged through DIALOG's public consultation process.

- The Central Library is seen as a place of learning and discovery for all ages;
- The arts and culture components of the Central Library - specifically the Dunlop Art Gallery and Film Theatre – are seen as community assets;
- Greater representation of Indigenous and Metis people is desired;
- More community and meeting spaces are needed;
- Comfort, attractiveness, accessibility, safety and overall quality of inside space is important, and needs improvement;
- Different destinations and experiences are welcomed in the library;
- Diverse perspectives exist on whether to retain, renovate or rebuild the building; and
- There is desire to support and create spaces for developing other literacies, including those related to digital and other technologies²³.

As part of Needs Assessment and Project Plan development, past stakeholder engagement input has been incorporated and additional engagement has occurred with key stakeholders. A summary of engagement conducted as part of Phase 1 is provided in Appendix C of this document. RPL has committed that additional engagement will occur as part of all future project phases. Phase 1 feedback indicates the following key themes:

- Overall positive sentiment that renewal is desirable;
- The current Central Library has significant constraints in delivery of service, including space limitations, parking, and security;
- Critical spaces in a renewed Central Library include collections, children's areas, and quiet reading / studying spaces;
- Key identified concerns related to renewal included cost, as well as ensuring that key features of the current Central Library are enhanced but not 'lost' in the process of renewal; and,
- A desire for frequent, ongoing engagement through the process.

PROJECT OVERVIEW

²³ Dialog and the Public Good Planning and Public Engagement, Public Input Summary Final Report, February 2014.

Renewal of the Central Library aims to embrace technologies, offer meaningful customer amenities and continue to provide free materials, unbiased information and vital public services. In Regina, the Library is seen as a primary source of programs for all age groups and as a facility in which a variety of community groups have access to meeting rooms and multi-purpose spaces²⁴.

RPL, as informed by engagement previously discussed, envisions the following high level project scope and attributes. These attributes will be validated as part of Needs Assessment and Project Plan analysis and development, as well as future functional program and design activities.

Scope	Will continue to support physical space requirements for existing programs and services, including an art gallery, film theater, collection space, programming spaces, digital media studio, staff spaces and amenities, and related public spaces and amenities
Size	Previous analysis has indicated an approximately 150,000 square foot facility, with a footprint of at least 30,000 square feet per level, is required to facilitate operational and programming needs
Timeline	Renewal and opening as soon as feasible to address critical risks associated with the condition of the current downtown Central Library
Location	Accessible by all forms of transportation (walking, biking, transit, driving, etc.) in an area of high foot traffic in downtown Regina (assumed to be located between Saskatchewan Drive, Albert Street, Broad Street, and Victoria Avenue)
Collection Implications	Facilitates the current collection, with improvements related to accessibility and merchandising, plus incremental growth of the core collection over time to reflect a basic service level as Regina’s population grows
Accessibility	Universal accessibility, reflecting similar public use facilities, including consideration of collection storage height and spacing, washrooms, elevators and access points, workspaces, sight lines, and seating
Public Amenities	Public access to critical downtown amenities including safe, accessible and suitable washrooms, water fountains, seating and working spaces
Place making	Design and location reflective of RPL’s objective to make downtown a more inviting place to visit, work and live
Collaboration	Enables ongoing collaboration with other Regina community organizations and groups through access to bookable space, flexible program and service delivery, and where feasible shared service delivery

Figure 10: High Level Project Scope and Attributes

²⁴ Regina Public Library. Development Plan 2010. <https://www.reginalibrary.ca/cld/sites/default/files/Functional%20Program.pdf>

Driving Factors

Renewal of the Central Library is becoming increasingly critical, with numerous factors driving the need for investment. Sustaining RPL's ability to deliver highly used and valued community services is at risk daily in the current state of its facility.

RPL has been working toward Central Library renewal for over 12 years. Initial activities in 2008 indicated the need for timely investment to sustain Central Library operations. Since that time, RPL has undertaken numerous additional studies and analysis that have further highlighted the growing need (see Appendix A for additional information). Stakeholder engagement, document analysis, and analysis of community factors as part of Needs Assessment and Project Plan development, continues to support the need for investment in Central Library renewal.

Key driving factors include those summarized below and further described on the following pages.

Changing Demographics	Since 1962, Regina's population has more than doubled, and is anticipated to continue to grow, resulting in further capacity constraints. As the demographics of the city change, primarily due to a spike in immigration to Saskatchewan, an increase in demand for specialized programs and services has been voiced by the community.
Role of Libraries in Communities	As part of the evolution of libraries, many communities are re-orienting libraries as community gathering places and hubs that not only provide traditional library services, but also act as a venue for social interaction, community learning, and expression.
Central Library as a Foundation for Branches	The Central Library is the heart of a library system. The branches cannot reach their potential without a Central Library's diverse collection, distribution, programming, and administrative support.

RPL Central Branch Facility Condition & Accessibility	<p>The current building is 58 years old and requires extensive upgrades to its building fabric and mechanical and electrical systems to bring it into compliance with the current building code.²⁵ The current building also does not meet the accessibility requirements as per the Uniform Building and Accessibility Standards Act and City of Regina policy.</p>
Alignment with Community Priorities	<p>Central library development contributes to community-identified priorities including revitalizing Regina’s downtown, encouraging economic development, and enhancing quality of life for all residents.</p>

Changing Demographics

Since 1962, Regina’s population has more than doubled, and is anticipated to continue to grow, resulting in further capacity constraints. As the demographics of the city changes, primarily due to a spike in immigration to Saskatchewan, an increase in demand for specialized programs and services has been voiced by the community.

The City of Regina, with a current population of approximately 234,455 forecasts population growth to reach a population of 300,000 by 2049²⁶. As per the City’s Official Community Plan, the demographic profile of the City is changing. The City is getting younger as the number of persons in their twenties now exceed the senior population. As more young families move to the City, the demand for community facilities such as libraries is increasing. The increase in immigration has also changed Regina and expanded the multi-cultural nature of the community. The demographic scan indicates that the City has grown faster than originally projected, and the increased numbers of newcomers to Canada has resulted in a growth in library use and services²⁷.

Between the 2011 and 2016 Census periods, Regina’s population grew from 193,150 to 215,106, for a net increase of 21,956 residents, making it one of the fastest growing communities in Canada. The latest estimate of Regina’s population according to Statistics Canada is 234,455 residents (2020)²⁸. The adoption of Design Regina: Official Community Plan (OCP) in late 2013 by Regina City Council set out a new course for Regina’s growth and development. A realistic population growth to 300,000 by 2050 is expected.

Physical space limitations and barriers in the current Central Library make adapting to changing community needs difficult. Ensuring that the Central Library is responsive to both current and future population trends requires renewal of the current space. Key

²⁵ Regina Public Library. The Future. <https://www.reginalibrary.ca/cld/?q=node/6>

²⁶ Statistics Canada. <https://www12.statcan.gc.ca/census-recensement/2016/as-sa/fogs-spg/Facts-csd-eng.cfm?LANG=Eng&GK=CSD&GC=4706027&TOPIC=1>

²⁷ City of Regina. Planning. <https://www.regina.ca/business-development/land-property-development/planning/>

²⁸ Statistics Canada. <https://www12.statcan.gc.ca/census-recensement/2016/as-sa/fogs-spg/Facts-csd-eng.cfm?LANG=Eng&GK=CSD&GC=4706027&TOPIC=1>

demographic changes in the community are requiring RPL to enhance its program, service and physical spaces to meet community needs. For example, RPL is seeking to be responsive to the following demographic growth changes between the 2011 and 2016 census²⁹:

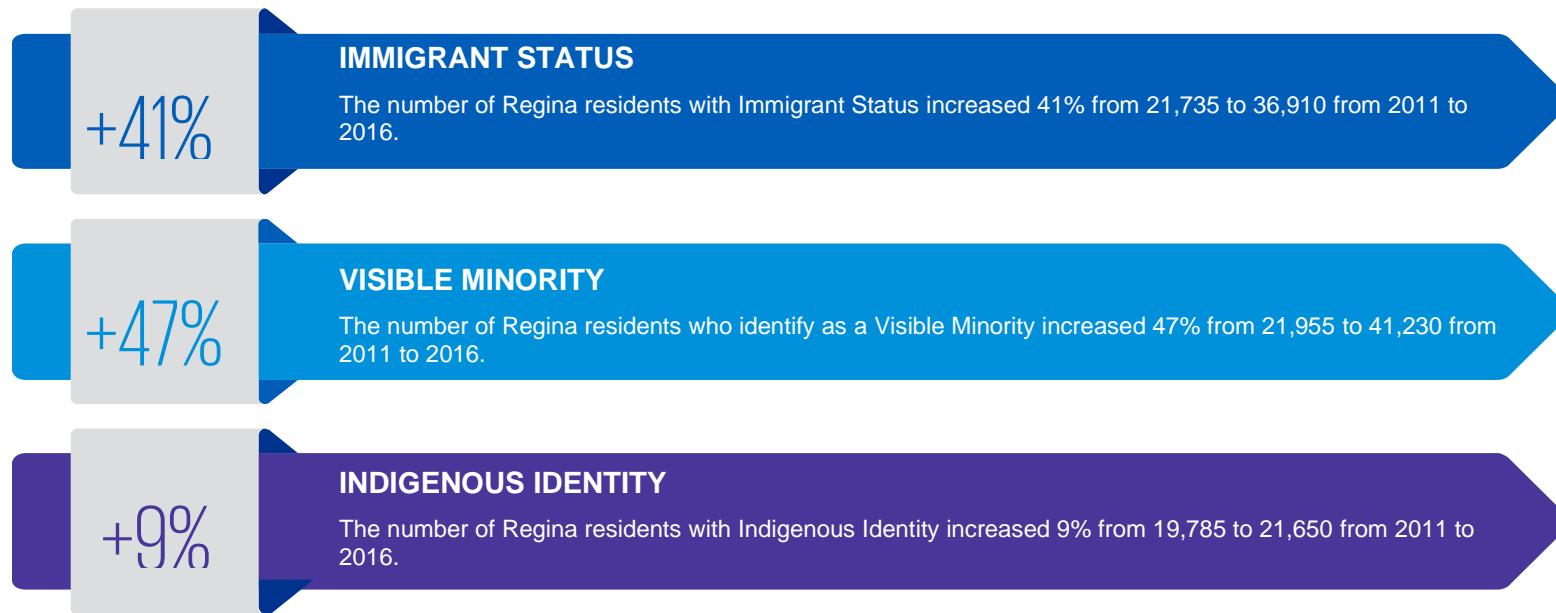


Figure 11: 2011 to 2016 Key Regina Demographic Changes

The recent increase in population growth has been primarily due to recent newcomers to Canada. Regina led the country in international migration growth rate at 2.1 per cent in 2016/17, according to Statistics Canada. Recent immigrants face a number of challenges related to community integration and ongoing learning. These customers are frequently in need of programs and service in reading and writing, civic, legal and financial literacy – all core RPL programs. Figure 10 shows periods of immigration to Regina.

²⁹ Statistics Canada. Regina Census Profile 2016. <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E>

The fastest-growing demographics in Regina are typically frequent users of library services, amplifying the capacity pressure experienced at current facilities.

Immigration to Regina, by Time Period

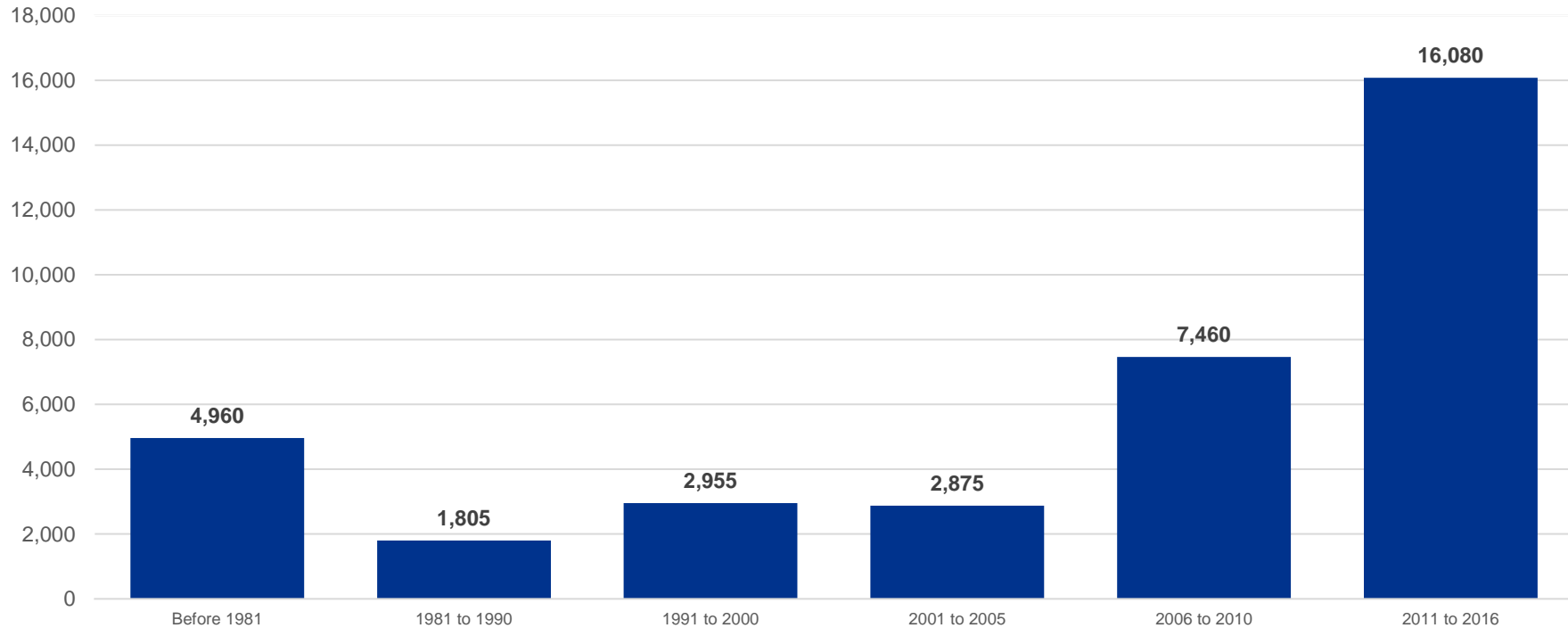


Figure 12: Immigration to Regina, by Time Period

In addition to shifting ethnicity, compared to the remainder of Saskatchewan, Regina has a higher percentage (16% compared to 13%) of its population in the 20 – 29 year age group and is ranked as one of the cities with the highest proportion of young people.³⁰ As the library continues to serve the priorities of the community, RPL is seeking to remain flexible to the needs of parents and children, through comprehensive children’s program offerings. The current basement space of the Central Library introduces significant barriers and limitations in adapting RPL program and service offerings to address this shift.

³⁰ Government of Saskatchewan. New census data. <https://www.saskatchewan.ca/government/news-and-media/2017/may/03/new-census-data>

Regina Age Demographics, 2016

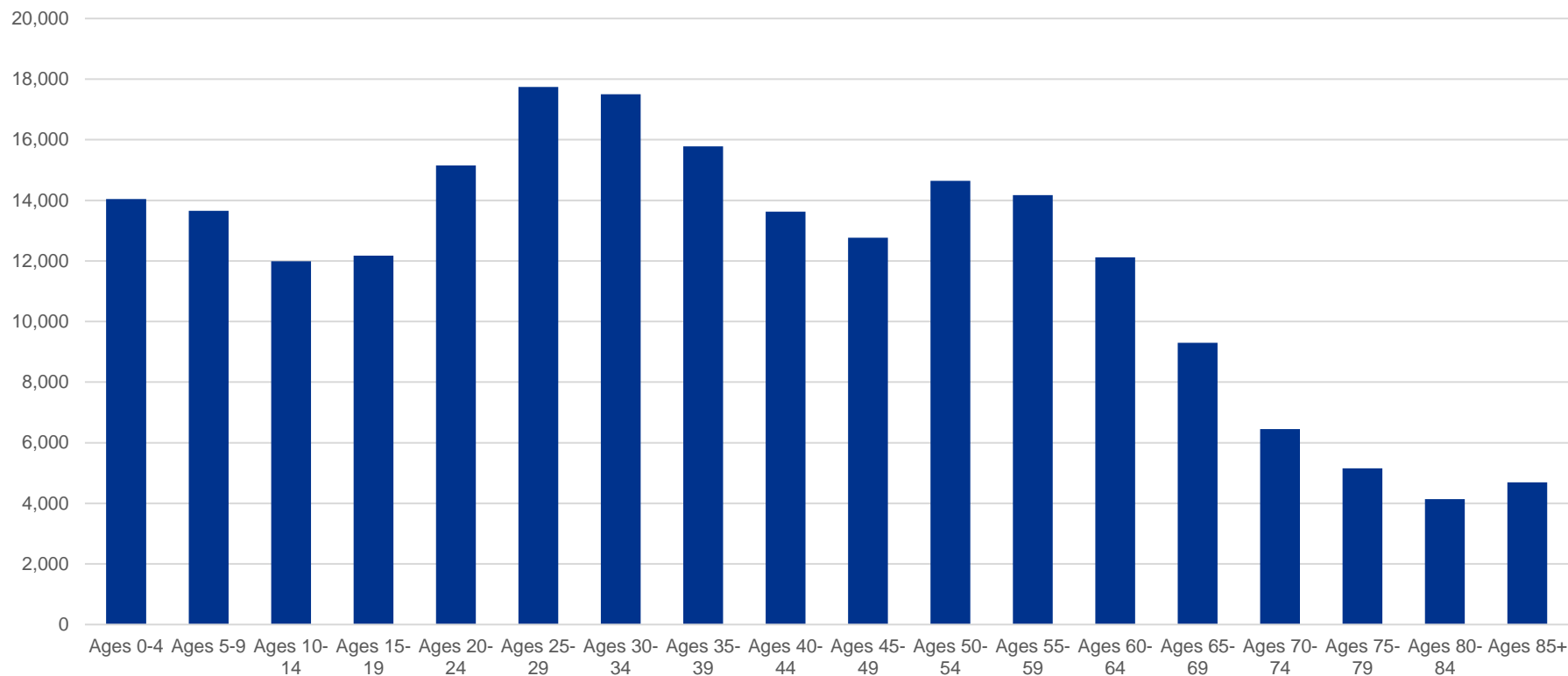


Figure 13. Age grouping chart displaying trends in Regina (Statistics Canada. 2016 Census)

With the recent economic downturn, the importance of libraries has been reinforced by their ability to provide resources that support training and skills development. From 2011 to 2016, Regina’s unemployment rates grew by 1.0%, an average growth rate of 0.2% per year. With the recent rise of unemployment rates in Regina, the demand for RPL to provide career services has increased.

The following chart shows the unemployment rate in Regina and people searching for a paid job expressed as a percentage of the labour force. Home to RPL’s business services specialist, RPL Central Library plays a key role in connecting individuals seeking employment with employers. In addition, its provision of resources seeks to support entrepreneurs and job creation in our community. In addition, RPL plays a critical role in addressing economic gaps, including providing access to computers and printer, and serving as a warm, accessible, safe public gathering place. The current space is difficult to find, and limited in its offering due to space limitations, which may be resulting in RPL underserving this key community priority as changes occur.

Unemployment Rates in Regina, by Year

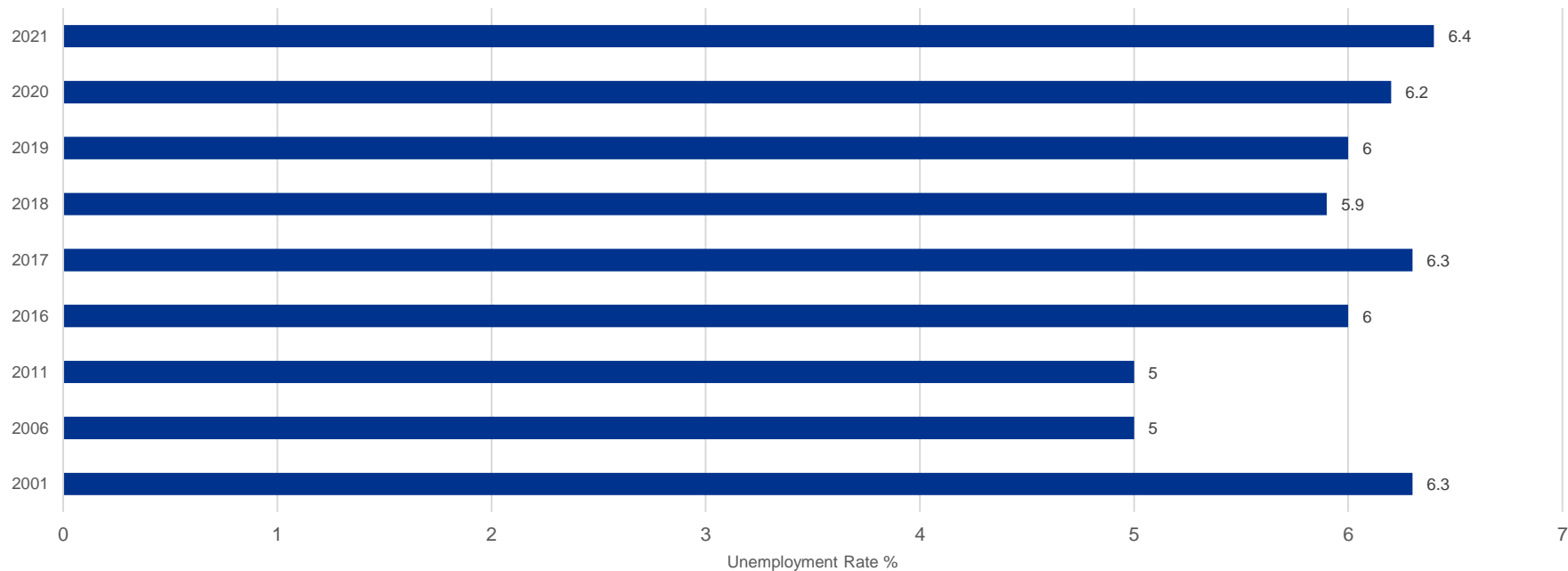


Figure 14. The unemployment rate in Regina between the periods of 2001 and 2020 (and projected 2021 rate). (source: Statistics Canada; Conference Board of Canada metropolitan outlook projects)

Role of Libraries in Communities

As part of the evolution of libraries, many communities are re-orienting libraries as community gathering places and hubs that not only provide traditional library services, but also act as a venue for social interaction, community learning, and expression.

Within the last decade there has been a resurgence of Central Library construction worldwide as libraries take their place as key enablers in successful and livable cities. One of the greatest changes in the role of libraries has been the response to a growing need for public use space, and programming designed to support the learning needs of communities³¹.

³¹ Juggling Collections and Connections to Community: Changing Role of Libraries. 2016. <https://newprairiepress.org/cgi/viewcontent.cgi?article=1054&context=culsproceedings>

As part of the evolution of libraries, many communities are re-orienting them as community gathering places and hubs that not only provide traditional library services, but also act as a venue for social interaction, community learning, and expression. Although books still represent a large part of their core service, more and more libraries are finding creative ways to use space for other forms of inspiration, learning, sharing, and community engagement. In general, this means more “people space”, such as teen and seniors’ lounges, gaming zones, coffee shops, laptop counters, study rooms, and seating areas³².

This is reflected by a 2019 study that showed in the United States libraries were the most common cultural activity Americans engaged in, with an average of 10.5 annual visits. This was more than double attendance at live music or theatre events (4.0 annual visits), museums (2.5 annual visits), amusement parks or theme parks (1.5 annual visits) and zoos (less than 1 visit annually).

Table 4: Gallup Research American's Report of Leisure and Activities³³

About how many times in the past year if any did you do each of the following (surveyed in random order)?	Average # of Visits Reported
Go to a library	10.5
Go to a movie theatre	5.3
Attend a live sporting event	4.7
Attend a live music or theatrical event	3.8
Visit a national or historical park	3.7
Visit a museum	2.5
Visit a gambling casino	2.5
Go to an amusement or theme park	1.5
Visit a zoo	0.9

In addition to being the most common activity, the Gallup research poll indicated that women visit libraries nearly twice as frequently as men, young adults (age 18-29) visit libraries the most frequently of adults polled, Americans in low-income households visit libraries most frequently, and on a regional basis, those in the Midwest visit a library most frequently. The poll concludes, “Despite the proliferation of digital-based activities over the past two decades -- including digital books, podcasts, streaming entertainment services and advanced gaming -- libraries have endured as a place Americans visit nearly monthly on average. Whether because they offer

³² Juggling Collections and Connections to Community: Changing Role of Libraries. 2016. <https://newprairiepress.org/cgi/viewcontent.cgi?article=1054&context=culsproceedings>

³³ Gallup Inc. Research Poll. <https://news.gallup.com/poll/284009/library-visits-outpaced-trips-movies-2019.aspx>

services like free Wi-Fi, movie rentals, or activities for children, libraries are most utilized by young adults, women and residents of low-income households”³⁴.

Canadian research, although not as recent, found similar findings to that of the Gallup research, a report conducted by the Canadian Library Association entitled “National Statistical and Values Profile of Canadian Libraries, 2012”³⁵ looked at library usage in Canada. The report found that:

There were 1 million visits to libraries (public, academic and school) every day of the year in 2010:

- On average Canadians visited a library once a month in 2010 (11 visits/year)
- On average Canadians used at least one library item per month in 2010 (17 library items/year)
- 21,000 Canadians attended programs held by public and academic libraries every day in 2010

In addition to consistent visits to libraries over time, the physical space and facilities remains critical to meeting community priorities. Although borrowing continues to be viewed as the primary function of public libraries, providing a safe, stable learning environment, public libraries have become important gathering places. The library is becoming a meeting place for residents to come together and to stay in touch with the community as a whole. As a result of the changing trends, a sharp increase across Canada has occurred, both in new construction and in the renovation of public libraries. Post-secondary campus facilities are also experiencing similar needs³¹.

Central Library as a Foundation for Branches

The Central Library is the heart of a library system. The branches cannot deliver the current complement of services without a Central Library’s diverse collection, distribution, programming, and administrative support.

Branch library systems are reliant on a strong Central Library to support service delivery, program development and delivery, corporate support, and collection management.

The branch model is used when there are multiple library locations within a city anchored by a Central Library. The Central Library provides the most extensive range and depth of library services and collections and serves as the administrative hub within the system, while the branch libraries are delivery channels for library services into the different areas of the city.

³⁴ CTV News. Americans visited the library more often than the movies in 2019. <https://www.ctvnews.ca/lifestyle/poll-americans-visited-the-library-more-often-than-the-movies-in-2019-1.4793630?cache=yes%3FclipId%3D89750>

³⁵ Canadian Library Association. National Statistical and Values Profile of Canadian Libraries. <http://cla.ca/wp-content/uploads/NationalValuesProfileCanadianLibrariesReportfinal.pdf>

The Central Library as the hub of the system has responsibility for corporate support services (finance, human resources, information technology), collection and programming management and the driving of a common delivery standard to its branch locations. It also serves as the library branch for the downtown core.

In order for the branch model to work effectively it requires a strong main library with the necessary capacity to support the broader library system. While there are several factors that influence the strength of a main library (leadership, staff, governance), the physical infrastructure of the main library is critical to the success of the branch service delivery model. The main library requires the necessary space to meet the research, informational and social needs of all types of users throughout the city and in its immediate neighbourhood.

These critical traits of central libraries, and their impact on advancing library system needs are influencing the resurgence of Central Library revitalization. Central library development directly impacts the community as a whole. Currently, the Central Library serves as a barrier to advancing collection growth, introduction and/or expansion of specialized services, and service deliverability in its current facility and RPL's branches. Achieving RPL's Strategic Plan, Service Delivery Plan and community priorities at any of its locations across the city are dependent on a strong Central Library anchor.

RPL Central Branch Facility Condition

The current building is 58 years old and requires extensive upgrades to its building fabric and mechanical and electrical systems to bring it into compliance with the current building code.³⁶ The current building also does not meet the accessibility requirements as per the Uniform Building and Accessibility Standards Act and City of Regina policy.

The Central Library building has a number of serious deficiencies and has not had any major general renovation since its original construction in 1962. Current operations are at risk daily due to growing issues related to the building envelope, roof, and mechanical system. Notably, condition concerns have been raised as part of acquiring required insurance for the building. Timely mitigation is required to sustain current Central Library branch core operations and activities.

RPL is already realizing impacts related to current condition, space configuration and accessibility concerns. The layout of the current space creates challenging in providing access to spaces, such as the film theater, after regular library hours, limiting overall access. Building improvements are limited by asbestos in the ceiling that would introduce significant remediation costs if disrupted. The existing configuration is also directly impacting safety and security for customers, with poor sight lines, hidden areas and poor monitoring technology; resulting in ongoing incidents that have encouraged the introduction of security guards.

³⁶ Regina Public Library. The Future. <https://www.reginalibrary.ca/cld/?q=node/6>

The building assessment conducted by Group2 Architecture Interior Design (“Group2”) in 2015 identified a number of issues including non-compliance with current building code and accessibility standards, thermal bridging issues related to the building envelope, inadequate insulation values for walls, curtain wall detailing and glazing, and issues related to inadequate slopes for the existing flat roof³⁷.

It is estimated that to address critical life-safety and accessibility concerns of the current Central Library, remediation investment of over \$45 million would be required. Investment in addressing condition related requirements would place even greater capacity constraints on the Central Library. Bringing the current space to code and addressing accessibility requirements would result in even less floor space for programs and services. Investment in renovation alone would fail to address RPL’s customer requirements, and would continue to require inefficient support and service delivery to accommodate physical barriers.

Additionally, the current Central Library building is protected under the Victoria Park Heritage Conservation District Bylaw which was established to designate an area of heritage properties surrounding Victoria Park as a municipal heritage conservation district. Any significant changes to the current building will require municipal approvals to comply with the Bylaw.

Alignment with City Priorities

Central library development contributes to community-identified priorities including revitalizing Regina’s downtown, encouraging economic development, and enhancing quality of life for all residents.

Municipalities recognize the key role that Central Libraries play in securing the vitality of downtown cores, stimulating economic development and binding diverse communities together. A Central Library within the city of Regina complements municipal strategic initiatives, including the extensive Regina Revitalization Initiative, economic development and immigration strategies, youth engagement and infrastructure renewal.

Daina Lawrence from the Globe and Mail states, “There is a nimbleness and fluidity to libraries that are rarely achieved by such large institutions. They have proven themselves to not only morph into what is needed by the community they serve, but also attract further development to their vicinity³⁸”. Central libraries often serve as pillars for development, inviting customers from across various demographics and encouraging investment in complementary residential, commercial, and institutional investment. For example, Calgary’s recent Central Library opening saw over 500,000 visitors in its first three months alone. Calgary’s Central Library is intended to serve as a critical piece of revitalizing the East Village. Lyle Edwards, Chair of the Calgary Municipal Land Corporation in 2015,

³⁷ Group2 Architecture Interior Design. RPL Building Assessment Report 2015. https://www.reginalibrary.ca/cld/sites/default/files/RPL%20Building%20Assessment_%20Feb%202015.pdf

³⁸ Lawrence, Daina. Globe and Mail. *Central Libraries Turn the Page*. <https://www.theglobeandmail.com/business/industry-news/property-report/article-central-libraries-turn-the-page/>

stated, “The location of the new Central Library... will strengthen the fabric of community life by weaving the East Village, the original heart of Calgary, back into the city [...] I think the East Village will become part of the downtown³⁹”.

Numerous other municipalities have included Central Library redevelopment as a key contributor to successful, livable cities that improve the quality of life for residents. As described in the later Economic Impact section of this Needs Assessment and Project Plan, municipalities have also realized material economic benefits of Central Library development. For example, the iconic Halifax Central Library has been featured prominently in worldwide publications, raising the profile of the City and community. Similarly, the Calgary Central Library has been featured in articles around the globe, and after just 14 months welcomed its two millionth visitor – visitors bringing investment, activity, tourists, and enhanced liveability to what was once an undeveloped part of downtown.

Recent redevelopment projects have included:

- Saskatoon, SK (planning underway, expected opening 2026): new build
- Guelph, ON (planning underway): new build
- Ottawa, ON (planning underway, expected opening 2024): new build
- Edmonton, AB (renewal underway, expected opening 2020): renewal and expansion
- Calgary, AB (2018): new build
- Vancouver, BC (2017): renewal and expansion
- Kitchener, ON (2014): renewal and expansion
- Halifax, NS (2014): new build

³⁹ Calgary Herald. *Calgary Central Library Construction to Start*. <https://calgaryherald.com/news/local-news/calgary-central-library-construction-to-start>

Functional Program

The functional program provides parameters for the anticipated purpose, use, space types and size for a facility project. It informs scope and estimated capital costs.

INTRODUCTION AND OVERVIEW

The functional program, a pre-design task, is a discipline that evolves to meet RPL's and the citizens of Regina's need for a more functionally responsive and accountable building. The general purpose of the functional program is as follows:

- What is the purpose of the building, and how will it be used?
- How much and what type of space is needed?
- What space will be needed in the future to continue to operate efficiently?
- Based on the size, what is the estimated budget for the project?

This section comprises the work and findings primarily of RPL's Development Plan (2010) and P3Architecture's (in partnership with RPG) 2018 review and update report. The document identifies RPL's requirements for the proposed Central Library, beginning from the foundation of the Library's strategic directions documents, and ending with physical planning concepts⁴⁰. Refinements from the 2010 and 2018 studies have been included to reflect ongoing library trends, and feedback gathered through stakeholder engagement in the Needs Assessment and Project Plan development process.

FUNCTIONAL PROGRAM TRENDS

As communities evolve, public libraries have adapted to meet critical needs to enhance and sustain quality of life for all residents. Libraries serve as community hubs, drivers of innovation and creative incubation, are flexible to meet the changing needs of customers, serve as pillars in bridging the digital divide and provide a sense of overall community within our cities. To adapt to changing program

⁴⁰ Regina Public Library. Development Plan 2010. <https://www.reginalibrary.ca/cld/sites/default/files/Functional%20Program.pdf>

and service delivery requirements, recent library developments have considered some of the following key trends in functional program development and design:

- **Community gathering space:** inclusive, multi-use spaces that serve as a hub for community activities such as large public gatherings, programs, events and performances. For example, numerous recent Central Library projects have incorporated medium to large theatre spaces, flexible room configurations to enable large programming rooms, and innovative atrium / lobby designs for large gatherings.
- **Integrated technology:** in addressing the digital divide across age groups and demographics, libraries have seamlessly incorporated technology into public spaces, including providing abundant access to computers, wifi, innovation and incubation space / services, access to advanced technology like 3D printers, and bookable rooms and workspaces for community meetings and activities. In addition, the building systems have been designed for maximum flexibility such as access to power for devices.
- **Flexible use:** balances quiet and noisier spaces to meet various customer preferences; provides expanded opportunities for programming through configurable furniture, rooms, walls and technology; and, focuses on inclusive spaces by incorporating accessibility, cultural and community considerations into all factors of design rather than in individual single-use spaces.
- **Automation:** enhances efficiency and the customer experience through automation such as radio frequency identification technology, self-service room booking, integrated safety and security monitoring, and dispersed access and service points.
- **Wayfinding and navigation:** inviting environments that are easily identified, easily browsed collection and programming space access, spaces that are functionally organized and integrated to enable collaboration and engagement across generations, and clear separation between public and administrative space.
- **Administrative functionality:** functional and accessible service points throughout the facility; automation of administrative functions where feasible to shift to value-added customer engagement and program delivery; thoughtful configuration of space to enable appropriate administrative support for varying hours, events, and activities, functional office, staff amenity; and, collaborative workspace.

OVERVIEW OF THE FUNCTIONAL SPACE

Previous studies have identified the overall area for the proposed Central Library to be approximately 150,000 square feet. Key spaces, in comparison to current Central Library spaces, are described in Table 5: Summary of Current Central Library and Renewed Central Library Spaces followed by a brief description of key spaces, based on data and information from RPL.

Table 5: Summary of Current Central Library and Renewed Central Library Spaces (source: RPL)

Space Type	Current Central Library Proportion of Space (%)	Renewed Central Library Proportion of Space (%)
Collection	33%	35%
Program and Service Space	30%	28%
Administration	14%	12%
Dunlop Art Gallery	10%	8%
Prairie History Room	5%	3%
Film Theatre	5%	8%
Public Amenities	3%	6%

COLLECTION

Collection space focuses on space to enable access, search ability, functionality, use and growth in physical materials.

Collection Access

Fiction and non-fiction collection access is anticipated to account for approximately 26% of space. A slightly higher proportion than the 21% of space dedicated today, the growth in area is primarily driven by modifications in shelving space to align with accessibility requirements related to shelf height and aisle width, rather than expansion of the physical collection. In addition to enabling universal access to physical materials, the space will support enhanced access and search ability through ‘bookstore’ like presentation of materials and improved organization of materials.

Browsing Library Seating Space

Similar to other recent Central Library projects, RPL anticipates seating areas adjacent and integrated within collection storage and access areas. Browsing and seating area is anticipated to account for approximately 6% of space. The area will also be a place where the public will be able to take advantage of the various types of seating provided for either extended or short visits to the library. Specific quiet areas have also been identified.

Development, Acquisition and Processing Space

Collection development, acquisitions, cataloguing and processing is anticipated to account for approximately 3% of space in the renewed Central Library. The reduction in proportion of space required (from 5%) will be primarily driven by enhanced automation and improved functionality and ergonomics through purpose built space.

PROGRAM AND SERVICE SPACE

Children's Area

The children's area is anticipated to account for approximately 12% of the renewed Central Library. An expansion from the current proportion, the area is anticipated to include both an early literacy (ages 0-5) and child (ages 5-13) collection, program, reading, technology, and activity spaces. Similar to the current Central Library, the renewed space is anticipated to include a dedicated service desk.

The area will be oriented to families and young children and will act as a place of discovery and exploration, innovation and creativity for children, parents and their caregivers. This family orientation and incorporation of discovery and maker spaces will be notable improvements. Additionally, accessibility for the space will be incorporated into configuration and design, including appropriate stroller access and storage.

Young Adult's Area

The young adult area will focus on customers in grade 8 through 11. This group is generally characterized as having special social and economic concerns, areas of interest, educational needs and simultaneous need for autonomy and guidance. The Central Library has very little space dedicated to this customer segment due to space limitations. The introduction and expansion of tailored collection, electronic access, study, and social areas will be a significant improvement in supporting after school programs and activities.

Technology and Innovation Space

The dedicated technology and innovation space will remain a similar proportion of the facility, with enhanced technology access also incorporated into various other renewed library spaces. It is anticipated to include computers, 3D printers, robotics, tools, printing 3D visualization, video and audio recording, and other interactive technologies. Characterized as creative or maker space, it will focus on providing access to advanced technologies to all customers to support learning, discovery, and economic growth.

Outreach Areas

Outreach areas will provide specialized support to customers who cannot read regular printed materials or who are homebound and unable to access the library in person. It is anticipated to account for 3% of the renewed facility. The literacy and outreach area is anticipated to include small meeting areas, service point, staff area, and collection space. Through enhanced configuration and improved integration of services with other areas in the renewed Central Library, only a small increase in required area from the current facility is anticipated.

Flexible Programming Space

Flexible programming space is anticipated to be integrated into spaces throughout the library to meet customer needs, therefore a specific proportion of space has not been identified in the current or future functional program. Significant expansion in overall area is anticipated. In the current state, availability of programming space results in program seats being limited, waiting lists, or requirement to move to other locations or reduce offering locations.

The flexible programming space is anticipated to include configurable, bookable rooms for programs, performances, workshops, meetings and public use of varying sizes, from the largest configuration of greater than 100 people to small individual tech-enabled spaces (for videoconferencing, etc.).

ADMINISTRATION

Staff Space and Amenities

Office and workspaces are anticipated to account for a reduced proportion of the renewed Central Library, reducing from 11% in the current facility to 7% in the renewed facility. Spaces are anticipated to include office and office support workspaces for various functions including library system and central administration and management, finance and administration, human resources, program and development office, etc. In addition to workspace, appropriate reception, flexible boardroom / meeting room space, washrooms, secure storage, and staff lounge space will be incorporated.

Access control and security considerations will be considered in the design and configuration of the space.

Building Operations and Maintenance

Building operations and maintenance will account for a greater proportion of space in the renewed library to reflect a potentially increased scope of services to reflect the larger building size, additional traffic, and significantly improved loading dock, staging area, storage area and workshop. The centralization of storage, loading, staging, sorting and mail are critical central support functions to improve circulation times at locations across the city and enabling greater sharing of materials.

DUNLOP ART GALLERY

The Dunlop Art Gallery is anticipated to nearly double in space, accounting for an estimated 8% of the future space. This expanded space will include an expanded gallery, public workshop space, resource room, artist workshop, secure storage and office areas. These improvements are critical to maintaining status and investment through the Canada Council for the Arts.

PRAIRIE HISTORY ROOM

The Prairie History Room will increase by more than 50% in component gross square feet in the renewed Central Library. Expanded space will include enhanced storage, display and access of collections, technology resources, small group meeting space, individual reading and study space, workroom activities, and display areas.

FILM THEATRE

The film theatre is anticipated to expand in both area and proportion of the facility, from 5% of the current facility to 8% of the renewed Central Library. The function of the theatre will be multi-use in nature, to accommodate auditorium performances, meetings, programs,

and film screenings. The space is anticipated to be expanded from 100 seats to a 200 seat tiered auditorium, multipurpose room space and meeting rooms along with corresponding washroom, kitchen, equipment, coatroom, lobby, and technical amenities.

PUBLIC AMENITIES

Lobby, Orientation and Winter Garden

This area is anticipated to expand in both area and proportion of the facility, from 3% of the current facility to 6% of the renewed Central Library. The expanded space will feature improved wayfinding and access to library spaces, informal seating, informal socializing and café space, public art, information services, secure book return, and an indoor garden. Circulation space will enable movement of high traffic volume, including in and out of the theatre, gallery and library.

Washrooms and Other Facilities

Washrooms and other public facilities will be integrated into broader library components and spaces. They will continue to reflect the Central Library's important role as a provider of public washrooms, public water, family nursing space, and warming point for downtown customers. Expanded amenities will enhance accessibility with washrooms located in more accessible and convenient locations throughout the library; inclusivity including consideration of gender neutral spaces; and safety through designs that provide privacy while supporting the safety and security of all customers.

Project Alignment with Benchmarks

The desired future state project was assessed against leading practice benchmarks to determine appropriateness of size and key features of a renewed Central Library. The benchmarks contemplate both how Central Library Renewal could impact overall RPL system size and scope, as well as specific space requirements for the Branch.

SYSTEM BENCHMARKING FACILITY DESIGN

The Wisconsin Public Library Standards (“**Wisconsin Model**”) is a recognized library benchmarking tool. Benchmarks consider desired service level and population in determining facility design standards. The Wisconsin Model enables analysis of system related service levels (FTEs, collection size, and public use computers) as well as a preliminary benchmark of space needs for libraries based upon the municipal population.

SYSTEM RELATED SERVICE LEVELS

The Wisconsin Model defines three tiers of library service: Tier 1, Tier 2 and Tier 3. Tier 1 is considered the minimum level of library service that should be available to all residents; Tier 2 is considered an expansion of services beyond Tier 1; and, Tier 3 is considered a high level of library service. Benchmarks by tier are shown in Table 6.

Table 6: Wisconsin Model benchmarking service level tiers

Service Component	Service Level Benchmark ¹		
	Tier 1	Tier 2	Tier 3
Library FTE Employees (per 1,000 pop.)	0.4	0.5	0.6
Collection Size (items per pop.)	2.7	3.0	3.6
Public Use Internet Computers (per 1,000 pop.)	0.75	0.86	0.92

¹ Wisconsin Public Library Standards. Sixth edition. March 2018.

SPACE NEEDS: BENCHMARKING

The Wisconsin Model is based upon the premise that a library’s space needs are determined by what a library should house in its collection to serve its community at the agreed service level standard. A library’s collection has specific space requirements, and when the library’s inventory is calculated, its spatial needs will follow.

The Model categorizes library work spaces as follows⁴¹:

1. **Collection space:** The space required to hold the library’s collection of books, magazines, newspapers and non-print material.
2. **Reader seating space:** The space required for members to read while at the library.
3. **Staff work space:** The inventory of staff work stations, meeting rooms and support rooms required to serve the library.
4. **Meeting space:** Conference rooms, multi-purpose rooms, story-time space and computer training labs
5. **Special use space:** This space reserves space for features that are unique to the community the library serves such as a public café, art gallery, auditorium, special collection space (teen collection) or archives.
6. **Non-assignable space:** This space is required for such necessary features as mechanical rooms, restrooms, stairwells and elevators. Typically, a smaller building will need to reserve a larger share of its gross area for non-assignable purposes, while a larger building will require a smaller proportion for non-assignable uses.

⁴¹ Wisconsin Public Library Standards. Sixth edition. March 2018.

Standards by type are outlined as follows:

Table 7: Wisconsin Model benchmarking space needs

Space Category		Service Level Benchmark ⁴²
Collection space	Books Magazine Non-print Computers	10 volumes / ft ² 1 item/ft ² 10 items/ft ² 45 ft ² per station
Seating space	Reader seating space	30 ft ² per seat
Staff work space	Staff work space	140 ft ² per station
Meeting room space	Meeting room spaces (e.g., multi-purpose, conference, storytime, computer lab rooms, etc.)	Tailored to individual facility
Special use space	Special use spaces (e.g., small group study rooms, copy centre, etc.)	17% of gross building area
Non assignable space	Non assignable spaces (e.g., restrooms, stairwells, mechanical rooms, elevators, etc.)	27% of gross building area

⁴² Wisconsin Public Library Standards. Sixth edition. March 2018.

SPACE NEEDS: BENCHMARKING

The Wisconsin Model is based upon the premise that a library’s space needs are determined by what a library should house in its collection to serve its community at the agreed service level standard. Based on providing a minimum level of service over the next 25 years along with RPL assumed special use spaces from its developed functional program, a Central Library of approximately 159,000⁴³ square feet is required to deliver an appropriate level of service to Regina residents. This is anticipated to increase to over 178,000⁴⁴ square feet by 2045 as outlined in the table below. Key assumptions informing the analysis immediately follow the table.

Table 8: Space needs: benchmarking

Space Category	Service Level Benchmark	Assumed Required Space (2026)	Assumed Required Space (2045)
Collection space	10 volumes / ft ²	40,750	45,210
Computers	45 ft ² per station	4,500	9,597
Seating space	30 ft ² per seat	15,000	15,000
Staff work space	140 ft ² per station	13,300	16,800
Meeting room space	Tailored to individual facility	33,515	33,515
Special use space	17% of gross building area	18,201	20,421
Non assignable space	27% of gross building area	33,822	37,946
Total estimated space		159,088	178,489

Key assumptions informing estimated required space needs are outlined in the table below.

⁴³ Derived from applying Wisconsin Space Benchmarks for illustrative purposes. See assumptions.

⁴⁴ Derived from applying Wisconsin Space Benchmarks for illustrative purposes. See assumptions.

Table 9: Space needs benchmarking key assumptions

Space Category	Service Level Benchmark
Collection space	Assumes Central Library collection to meet basic minimum library standard of 407,500 and 452,100 in 2045 (which would align with the Tier 1 benchmark), with 25% in circulation
Seating space	Assumes seating space of 500 across all service areas based on the functional program developed
Staff work space	Assumes system wide FTEs to meet basic minimum library standards (Tier 1 benchmark); with 65% of FTEs based at the central branch, and a ratio of 1 FTE: 1.4 staff people to reflect part time, reduced workload and hoteling arrangements
Meeting room space	Assumes 433 seats based on the functional program developed, plus an additional 10,560 square feet of Dunlop Art Gallery space and 9,905 of film theatre space as per the functional program
Special use space	Assumes 17% of collection, seating, staff work and meeting room spaces
Non assignable space	Assumes 27% of collection, seating, staff work, meeting room and special use spaces

Achieving basic minimum service would require significant investment in the collection size, which has corresponding space implications across the RPL system, but particularly at Central Library. Based on Tier 1 minimum service levels combined with defined meeting room spaces in the RPL functional program, an additional 159,000 square feet is required to meet system requirements. Additional space will be required across the system (i.e., expansion or addition of branches) as the population of Regina continues to grow over time.

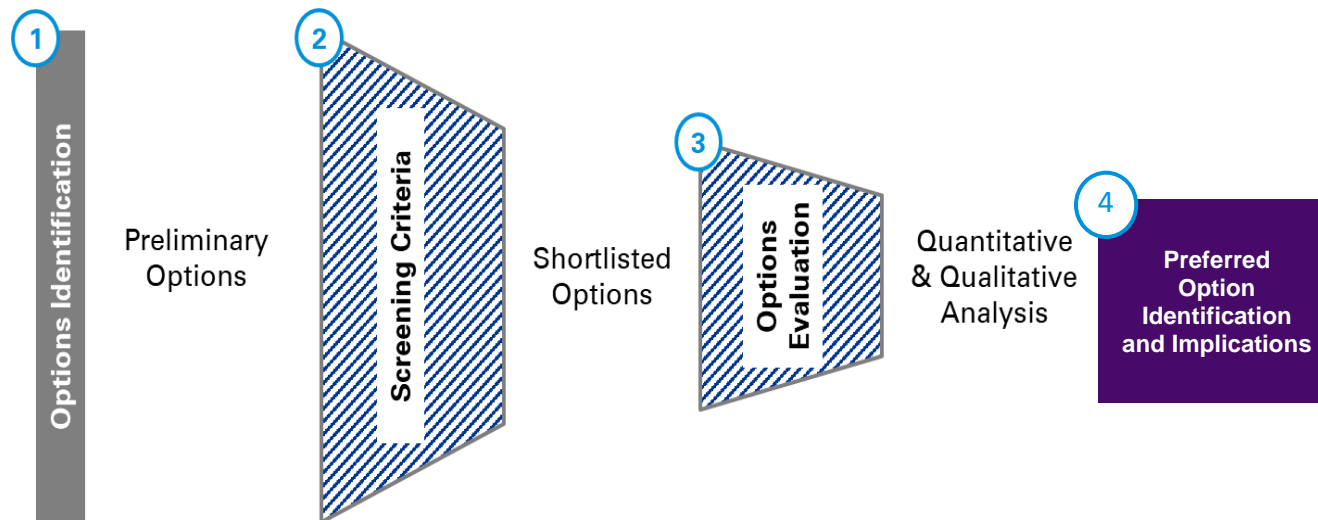
Renewal Approach Options Analysis

Central library renewal is required to address key driving factors including being responsive to community priorities, supporting downtown development, and addressing critical condition concerns. Renewal could be conducted through numerous options, each contributing toward achievement of project principles differently.

APPROACH TO ANALYSIS

RPL has considered numerous options and approaches to renewal in the past 15 years (as described in Appendix A). Recognizing the increased urgency and various preferences from stakeholders, RPL analyzed potential approaches to renewal using the following multi-staged filtering framework. The framework is shown visually in Figure 15 below, with additional description immediately following.

Figure 15. Multi-staged filtering of renewal approach options



1. **Options Identification:** identification of a long list of discrete options that may be considered for renewal. Option identification seeks to be inclusive, while ensuring each option was discrete, independent and unique (i.e., avoiding subsets of options at this stage of analysis).
2. **Screening Criteria:** defining tailored evaluation criteria to screen preliminary options to identify shortlisted or feasible options for further analysis.
3. **Options Evaluation:** conducting supplemental analysis of shortlisted options to confirm feasibility along with potential costs, benefits and risks associated with shortlisted options.
4. **Optimal Option Identification and Implications:** determining a preferred approach, based on screening analysis and options evaluation, and documenting rationale and potential tradeoffs to be addressed by the project team.

OPTIONS IDENTIFICATION

RPL, KPMG and Colliers identified potential renewal approach options. Options were identified based on previous RPL analysis, major project leading practices, and other library renewal projects. Recognizing the complexity of options, focus was placed on limiting any sub-options at this stage of analysis, to support meaningful differentiation of options for review.

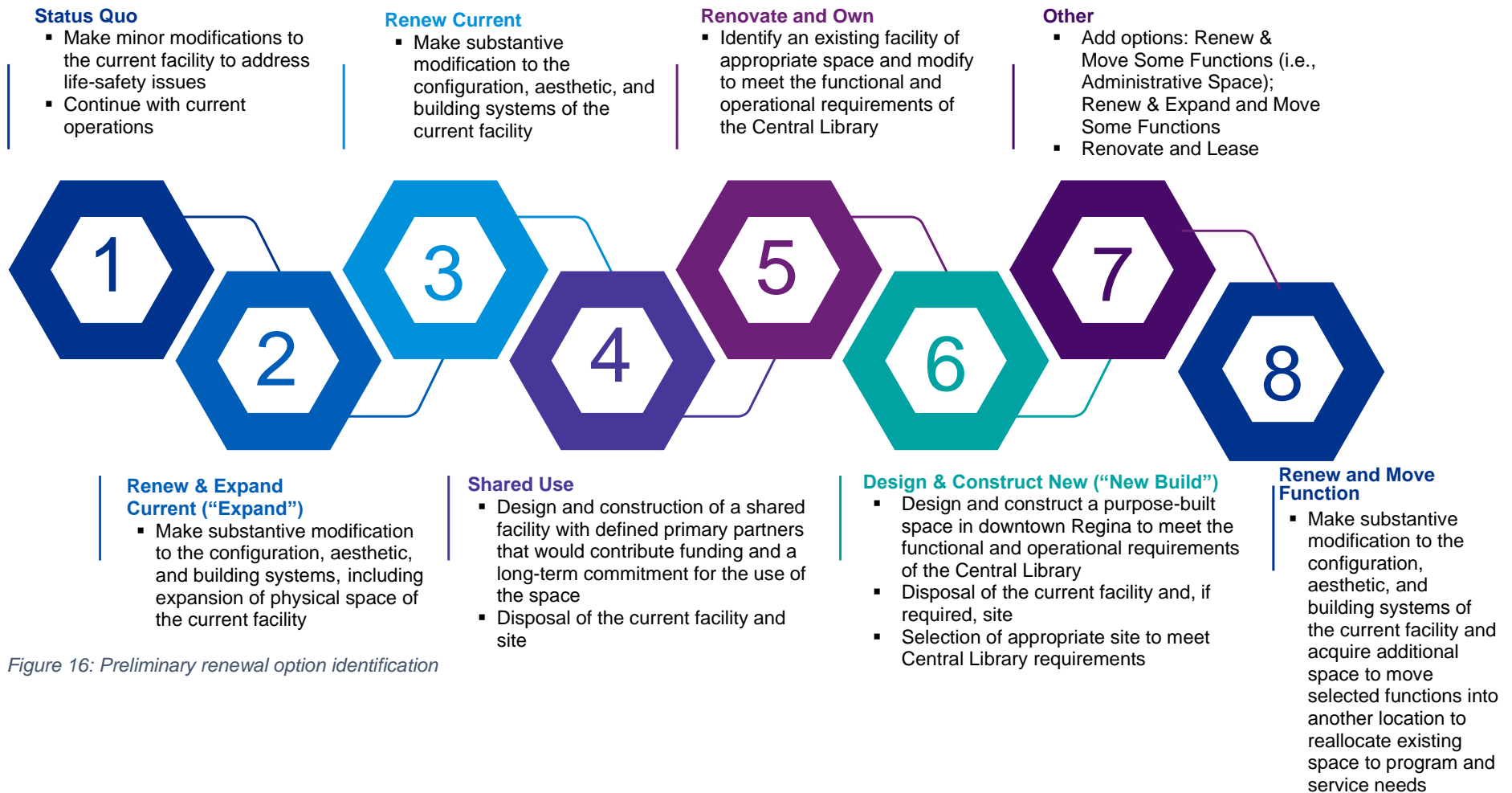


Figure 16: Preliminary renewal option identification

SCREENING CRITERIA

Screening criteria were defined and weighted based on leading practice considerations in the planning of major projects and RPL's strategy and priorities (as defined based on ongoing community input) in a working session with the project team. Criteria were also validated by the RPL Board Infrastructure Subcommittee. Tailored criteria related to Regina Central Library renewal were defined as described in Table 10 below.

Table 10. Renewal approach options screening criteria

Criteria	Description
1 Project Alignment	Alignment of the option to Project guiding principles (as described on page 30 of this document)
2 Future Proofing	The ability of the option to accommodate changing library functional and programmatic needs
3 Value for Money	Estimated quantitative and qualitative return-on-investment over the lifecycle of the asset of the option
4 Degree of Control	The impact of the option on RPL's degree of control to deliver on its mission, vision, values and brand (as described on page 14 of this document)
5 Footprint	Alignment of the option with capacity requirements
6 Specialized Functional Needs	Alignment of the option to sufficiently address theatre, gallery, collection and unique programming needs
7 Timing	Ability of the option to address imminent operating risk in a timely manner

Upon definition of criteria, the RPL project team weighted each for its relative importance for the project. A summary of weightings is shown in Table 11 below.

Table 11. Renewal approach options screening criteria weightings

Criteria	Weighting
Project Alignment	Critical (3)
Future Proofing	Very Important (2)
Value for Money	Very Important (2)

Criteria	Weighting
Degree of Control	Very Important (2)
Footprint	Very Important (2)
Specialized Functional Needs	Important (1)
Timing	Important (1)

In a working session with the RPL project team, each option identified was rated and weighted for its alignment with the project. Options were rated based on their alignment with the criteria, as described in Table 12.

Table 12. Criteria rating scale

Legend	
High (3)	Aligns with criteria
Medium (2)	Moderately or may align with criteria
Low (1)	Poorly or does not align with criteria

Rating each option, and applying the defined weighting to reflect relative importance on the success of the project indicates that renovate, build new, or shared use are the most suitable shortlisted options for the project, as described in Table 13. Totals in the table are indicative of weighted values and therefore will not directly sum the above rated values.

Table 13. Preliminary assessment of options

Criteria	Status Quo	Renew	Renew & Move	Expand	Renovate	New	Shared Use	Weighting
Project Alignment	1	1	2	2	3	3	3	3
Future Proofing	1	1	2	2	2	3	2	2
Value for Money	1	2	2	2	2	2	3	2
Degree of Control	1	2	2	2	3	3	1	2
Footprint	1	1	1	2	2	3	3	2
Specialized Functional Needs	2	2	2	2	2	3	3	1
Timing	3	2	2	2	1	2	1	1
Total	16	19	24	26	30	36	31	

OPTIONS EVALUATION

Identified shortlisted options, determined through the screening criteria, were further analyzed for suitability. Each shortlisted option was reviewed as follows:

Option	Analysis Approach	Key Findings
Renovate	Based on publicly available information, identification of existing buildings with 150,000 square feet of capacity that is currently and / or anticipated to be vacant in the near future, that could feasibly align with the needs of the library related to location (downtown), accessibility, and functional needs.	No well-aligned buildings in Regina’s downtown were identified at this time.
New Build	Based on publicly available information, identification of underutilized land in Regina’s downtown (e.g., currently used as surface parking) and / or properties for sale that could provide at least 1 acre in land to achieve RPL’s requirements.	A number of 1 to 2 acre sites have been identified in Regina’s downtown

Option	Analysis Approach	Key Findings
Shared Use	As described in the Desired Future State section of this document, RPL anticipates involvement of numerous collaborators in the design, delivery, ongoing operations and use of the library as part of the Central Library renewal. Shared use in this circumstance refers to a primary joint-use partner that would contribute capital and operating costs, and require supplemental tailored spaces to meet functional needs. It was therefore assumed that a parcel of land 2 acres or greater would be required to accommodate functional needs and related amenities for a shared use facility.	No primary partners have been identified at this time. Additionally, no suitable downtown sites of 2 acres or greater, have been identified at this time.

Preferred Approach and Rationale

The Design & Construct New option has been identified by RPL as the preferred alternative for the renewal of the Central Library.

PREFERRED OPTION RATIONALE

New Build optimally aligns with the defined criteria and is feasible based on available sites in Regina’s downtown. A summary of option suitability is described in the table below.

Table 14. Summary and rationale of preferred option suitability

Criteria	Rating	Rationale for Rating
Project Alignment	3	Aligns with key project objectives, including as follows: <ul style="list-style-type: none"> ▪ Responsive to community priorities through purpose-built space to establish a downtown community hub ▪ Provides maximum flexibility and capacity to deliver RPL programs and services ▪ Enables purpose-built consideration of accessibility for users of various physical and cognitive abilities; as well as integration of cultural principles reflective of the Regina community for a welcoming and inclusive space ▪ Supports economic growth through investment in Regina’s downtown that will serve as a catalyst for further development and activity
Future Proofing	3	Provides RPL with maximum flexibility and capability for expansion in the future, and potential collaborations and partnerships with the community
Value for Money	2	Requires additional upfront capital investment, with efficiencies anticipated to be realized through a new-build rather than adaptive renewal or renovation Material operating cost avoidance is anticipated to be realized through a new build option, with current utility, building operations, and maintenance costs very high

Criteria	Rating	Rationale for Rating
		Design and configuration of the space to align with program and service needs will support efficient, high-quality service delivery for users as compared to workarounds that are required due to the current space layout
Degree of Control	3	Provides RPL with the greatest potential to deliver on its mission, vision, values and brand including community, internal operations, financial, learning and growth goals
Footprint	3	Provides the ability to deliver a minimum 30,000 square foot level which results in service efficiency and effectiveness for RPL operations
Specialized Functional Needs	3	Optimally meets the functional needs of the library, including enabling responsiveness to specialized requirements related to theatre access; gallery lighting, temperature, and humidity controls; and flexible programming spaces
Timing	2	Requires additional time for site preparation, design, construction, and transition to operations compared to other potential options; however, efficiencies are expected to be realized through flexibility and purpose-built space and greater control of schedule than a renovation or shared use approach
Total	36	

The New Build option represents the closest alignment to the strategic objectives of RPL and the Project, compared to the other Project options under consideration. Rationale of why Design & Construct New is the preferred option is further discussed in the section below, Preferred Option Rationale.

The New Build option allows RPL to effectively achieve its vision for the Central Library and is able to provide the modern library services that the community expects. When compared to the other options, the New Build option best meets the functional program requirements and provides for the highest likelihood of addressing the social, economic and cultural objectives of the Central Library. Furthermore, under this option the new library facility will address existing life-safety and building code deficiencies and is expected to have a useful life of approximately 60 years⁴⁵, effectively ensuring that the value of the library asset is well maintained.

SITE CONSIDERATIONS

⁴⁵ The Getty Conservation Institute. Conserving Modern Architecture Initiative. http://www.getty.edu/conservation/our_projects/field_projects/cmai/cmai_colloquium.html

Site impacts have been considered in the development of this document. At this time, a final selected site has not been determined. Feedback from stakeholders and Central Library leading practice indicates that a downtown location is desirable.

Financial Analysis

The following section outlines the key assumptions, capital and operating costs associated with the Project. Estimated costs reflect the conceptual stage of the Project to inform decision-making.

ANALYSIS APPROACH

The financial analysis involved an analysis of capital, operating and lifecycle costs associated with the New Build project option. The analysis was informed by previous reports, RPL provided information, publicly available information, similar projects and leading practice. The financial analysis considers costs, as informed by previous studies, and estimates the illustrative outflows for the planning, procurement, construction, and operating periods taking into account inflation. The nominal values reflect the cost in today's (2020) dollars that RPL can expect for a New Build option.

Assumptions and estimates were validated in working sessions with RPL and in draft reviews of this document.

CAPITAL COSTS

A new Central Library is estimated to have a gross floor area of approximately 150,000 square feet. To build a new Central Library, in 2020 dollars, the estimated cost per gross square foot for new construction is estimated to be \$408⁴⁶ based on Canadian benchmarks of library construction costs. The total Project cost for a new Central Library of 150,000 gross square feet is forecast to be approximately \$124 million, plus the cost of land acquisition and parking, in 2020 dollars. Parking is estimated to be an additional \$2 million to \$14 million plus the costs of land acquisition, dependent on the type of parking and number of spaces provided. These costs do not include any potential offset related to the potential sale of the current facility or associated land.

Based on the capital assumptions, a summary of estimated capital costs are presented below in Table 15.

⁴⁶ Altus Group. 2020 Canadian Cost Guide. <https://www.altusgroup.com/services/reports/2020-canadian-cost-guide/>

Table 15. Summary of Central Library estimated capital costs (source: derived from information provided by RPL)

	2020 Estimated Cost (\$ million)
Construction Cost	\$64.7
Professional Services	11.3
Furniture, Fixtures & Equipment	12.9
Sustainability Premium	0.8
Contingency	12.9
Transition Cost	5.5
Site Related Cost	2.8
Taxes	13.1
Total Cost	\$124.0

Parking* (Surface)	\$2.4
Parking* (Parkade)	\$13.5

*Excludes cost associated with land acquisition

OPERATING COSTS

The estimated annual operating cost of the current Central Library is estimated to be nearly \$13 million. Following opening of a new Central Library with approximately 150,000 square feet, operating costs are estimated to increase by approximately \$2.2 million per year. The renewed Central Library is approximately double the square footage of the current facility; however, operating costs are anticipated to increase by less than 20% due to significant efficiencies that are expected to be realized through design and functional program improvements, continued service delivery enhancements, and more efficient building maintenance and operations. Operating assumptions assume RPL will no longer have maintenance and operations costs for the current facility. The following table outlines the inflation-adjusted, indicative estimated operating costs associated with the Project, based on preliminary information provided by RPL.

Table 16. Estimated operating costs for Central Library (source: derived from information provided by RPL.)

Estimated Operating Costs (\$000's)			
	FY2020 Costs	FY2025 Inflated Cost	FY2025 Post-Renewal Cost
Wages, benefits and honoraria	9,236	10,609	11,592
Administration expenses	1,290	1,482	1,545
Client service expenses	1,417	1,628	2,140
Building expenses	1,030	1,183	1,798
Total	12,973	14,902	17,075

*Preliminary assumed opening year is 2025, with assumed annual inflation of 2%.

PROJECT ASSUMED TIMELINE

RPL has established a preliminary assumed Project timeline, as shown below. Following borrowing approval, RPL will refine the timeline to align with future decision making requirements related to Project procurement.

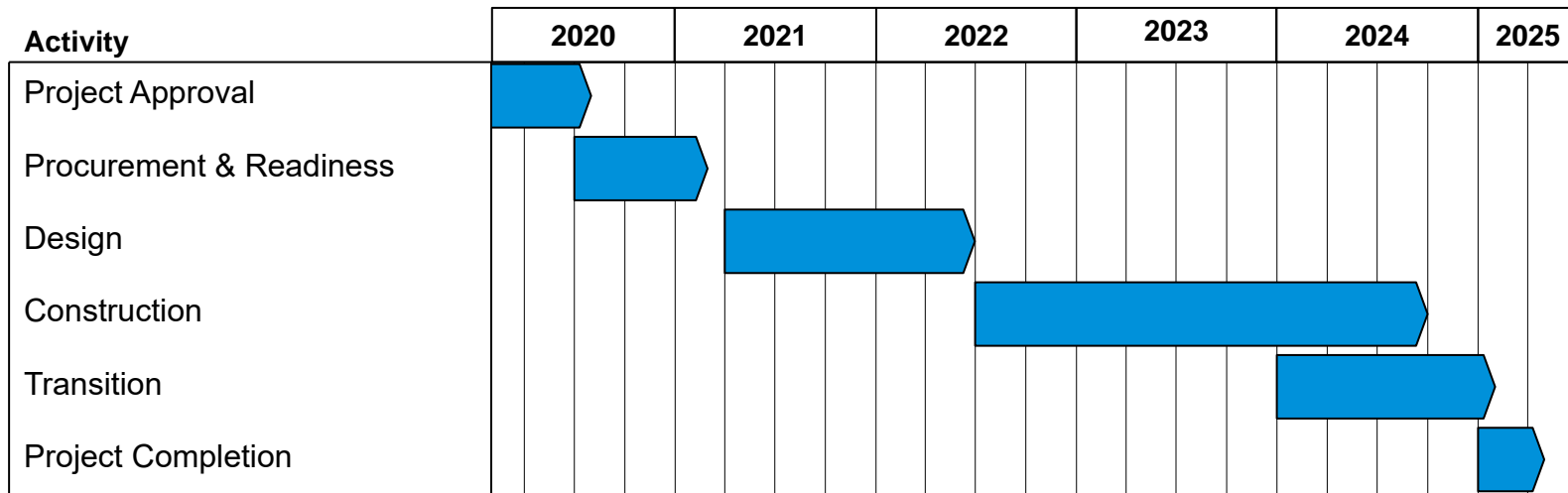


Figure 17: Preliminary Project Timeline

KEY FINDINGS

- The project cost has been estimated at \$124 million, in 2020 dollars excluding any additional investments required for parking.
- The capital cost estimates are driven by the desired future state functional program, industry benchmarks, and RPL-informed analysis and assumptions.
- The operating cost estimate is driven by historical trends and actual financial information, functional program, library leading practices, and assuming investments are no longer made into operations of the current facility.
- The additional cost associated with operating a new Central Library is estimated to approximately \$2.2 million to RPL's operating budget.

Economic Impact Analysis

This section describes the methodology used to quantify the economic impact of the capital and operating expenditures associated with the Central Library. KPMG utilized Statistics Canada input-output modelling to estimate Gross Domestic Product (GDP), and employment impact.⁴⁷

APPROACH

INPUT-OUTPUT MODELLING OVERVIEW

An input-output model separates the general economy into a collection of industries and commodities. Relationships within the model map the production of commodities to industries and identify the primary and intermediate commodities that would be used in the production of each final commodity. Final commodities are either used by consumers or sold as an export. The model then aggregates all of the expenditures on goods and services in the supply chain as commodities are produced.

In Canada, the most authoritative and comprehensive input-output model is provided through Statistics Canada, which maintains both national and interprovincial input-output models. As the Central Library is being developed at a municipal/regional level, the interprovincial model is more suitable for this Project. The premise of the model is that shocks to the Canadian economy within an input-output model show the direct, indirect, and induced impacts on GDP, identify which industries benefit the most, determine the number of jobs it would create, and estimate the indirect taxes and subsidies generated. As a result of input values being expressed as 2020 values and due to the linearity of multiplier effects, the economic impacts shown in dollar terms can be interpreted as 2020 values. Adjustments, however, must be made when interpreting employment impacts.

⁴⁷ The analysis and estimated economic impacts represented are dependent on data, information and estimates provided to KPMG by RPL. KPMG cannot warrant completeness or accuracy of the information and input data provided by RPL.

The estimated employment impacts are linked to average compensation per worker and the amount of time spent on a full-time position, resulting in the estimated employment impact by full-time equivalent (FTE) positions. Since the input-output model was calibrated to the provincial economies in 2015, average compensation per worker assumed in the model is less than what it will be in 2020. Without adjusting for time, this would result in an overestimate of the employment impact of the Central Library. In order to address this issue, the employment impacts must be deflated from the input-output model between 2015 and 2020 – an approach recommended by Statistics Canada to avoid overestimating the employment impacts.

TYPES OF BENEFITS ASSESSED

Four dimensions of quantitative economic impact are derived from the input-output model:

- 1. GDP or value added:** GDP or value added is the total unduplicated value of goods and services produced in the economic territory of a country or region during a given period. Value added includes household income from current productive activities (e.g., wages, salaries and unincorporated business income) as well as profits and other income earned by corporations. In the context of the economic impact analysis for this Project, GDP serves as a measure of the total economic wealth generated within Saskatchewan, and elsewhere in Canada, resulting from the one-time capital project and perpetual post-construction operations.
- 2. Labour income:** Labour income represents the total earnings of employees (including the employees of suppliers) consisting of wages, salaries, and supplementary labour income (e.g., employer contributions to pension funds, employment insurance, payroll tax, worker's compensation, etc.). A significant proportion of the Central Library's anticipated operating expenditures is allocated to salaries, wages, and benefits. Labour income is a component of GDP impact. As a service sector, the large majority of GDP impact is labour income, so the output charts focus on GDP.
- 3. Employment impact:** The employment impact is measured in terms of FTE positions from ongoing employment (i.e., employment impacts associated with annual expenditures). FTE positions are counted according to their duration and not whether they were employed on a full-time or part-time basis. In other words, two part-time employees would be counted as one FTE if the total time spent on the job adds up to one year of full-time employment. This approach is consistent with standard statistical terminology.
- 4. Government revenues:** Government revenues represent national Government revenues including product and production taxes, such as sales taxes and capital taxes; property taxes and fees; and personal and corporate income tax. This analysis quantifies government revenues from those sources and for the three levels of government (i.e., municipal, provincial, and federal). It is important to note that government revenue and taxes include government income described above, plus estimated income taxes on labour income based on effective tax rates on average labour income.

TYPES OF ECONOMIC IMPACTS ASSESSED

Infrastructure projects impact the economy through three primary economic mechanisms, commonly referred to as direct, indirect, and induced impact.

- 1. Direct:** Direct economic impacts would represent the economic value added directly associated with the Central Library's capital and operating expenditures (i.e., they include the employment and income of all direct employees).
- 2. Indirect:** Indirect impacts represent the economic value added resulting from demand for goods and services that operating expenditures and spending generate for suppliers within Saskatchewan. For example, economic activity generated in the manufacturing, wholesale trade, transportation, and professional services sector as a result of demand for materials and services generated.
- 3. Induced:** Induced economic impacts are an estimation of the economic activity stimulated by the spending of salaries and wages earned as a result of the capital and operating activities associated with the Project. An example of an induced economic impact would be household purchases made by employees of the Central Library or its suppliers' employee(s) with their earnings. Induced economic impacts, while having a significant effect on the economy, are sometimes excluded when evaluating the economic impact of a specific Project's activities. This is due to the challenges in specifying how much of the spending would have occurred in the absence of the activities being considered. Appropriately attributing the induced impacts is further complicated by the possibility that earnings are spent in a different jurisdiction or on imported products and services. However, economic impact analyses comprised of only the direct and indirect impacts from an input-output model would underestimate the overall economic impacts. Thus, including induced impact ensures the economic activities generated through the expenditures of salaries and wages are appropriately accounted for.

APPROACH AND METHODOLOGY TO CAPTURE ECONOMIC IMPACTS

An overview of the overall economic impact approach is outlined below:

Figure 18: Economic impact approach

Capital Impacts (One-Time)		Operating Impacts (Ongoing)		
Labour / Payroll	Purchases of Goods and Services for Construction of the Facility	Labour / Payroll	Facility	Purchases of Goods and Services
Salaries and benefits of construction workers Salaries and benefits of professional services	Purchases of supplies for design and construction Furniture, fixtures, and equipment for the facility Site preparation	Salaries and benefits of facility employees	Expenditures on goods and services to maintain the facility over time Sustaining capital expenditures	Purchases of supplies Other ongoing expenditures

The impacts are described in terms of:

Value added in terms of GDP: The economic wealth generated in the region;

Employment: The impacts in terms of FTE jobs; and

Government revenues: Taxes incurred on income, profits, and purchases of goods and services at the municipal, provincial, and federal levels.

The model estimates the impacts across three levels:

Direct Impacts: The economic impacts resulting from expenditures by the first-line economic agents of the operations;

Indirect Impacts: The economic impacts generated by the demand for goods and services supplied to the first-line agents of the operations; and

Induced Impacts: The economic impacts generated by the spending of labour income generated via direct and indirect impacts.

PROCESS

The analysis utilized the 2015 Statistics Canada input-output model to measure the impact of the capital project and operations on the Saskatchewan economy.

Two sensitivities exist in the process. First, both the employment and value-added impacts from the input-output model are linear so that any percentage increase/decrease in the value to Canadian corporations will result in an equal percentage increase/decrease to the employment and value-added results. Second, with respect to the assessment of the economic impacts of capital and operations in Saskatchewan, we have analyzed the economic impacts that would accrue in Saskatchewan. Through supply chain linkages, indirect impacts would also occur in other provinces. For clarity, impacts that would accrue outside of Canada have been excluded, as imports are considered to be leakage from the Canadian economy.

The process for running the Statistics Canada input-output model was as follows:

Figure 19: Economic impact analysis process

1	Definition of Expenditure Data	The expenditure data to be analyzed included the projected capital expenditures during the planning, design, and construction phases and the projected annual operating expenditures in Saskatchewan, based on projected post-construction data. For both capital and operational spend, 2020 dollars were used.
2	Definition of Jurisdictional Level at which to Disaggregate Expenditure Data	In order to increase the accuracy with which interprovincial trade flows and regional distributions of operations are reported, the analysis requires the expenditure data to be disaggregated to the provincial level.
3	Definition of Commodity Disaggregation Levels	The analysis uses expenditure data to be disaggregated to what Statistics Canada defines as the “W” (worksheet) level, in which over 200 commodity items are defined.
4	Collection of Data	In accordance with the defined values above, the data is then collected.
5	Adjustment of Data	Based on available data and information, the data must be adjusted. A separate data set is required for capital and operations. The adjusted data is then submitted to Statistics Canada.
6	Review of Input Matrices	Prior to Statistics Canada running the model for each of the data sets, the input matrix is reviewed.
7	Interpretation and Analysis of Results	Statistics Canada then delivers the input-output model, and the results are interpreted and analyzed for the Needs Assessment and Project Plan.

The impacts from capital expenditures are based primarily on the anticipated space requirements and capital cost estimates provided by RPL, and the operating expenditures are based on information and assumptions, as described in the Financial Analysis section.

ECONOMIC IMPACTS

CAPITAL EXPENDITURE

This section presents the economic impact in Saskatchewan and Canada through GDP and employment, as a result of the projected capital expenditures from the construction of the Central Library in Regina. It is important to note that these represent one-time economic impacts that would accrue over the course of the construction period.

This projected capital expenditure is estimated to generate one-time impacts of approximately \$93.8 million of GDP or value added to the Canadian economy. Out of the projected total, an estimated \$69 million would be added to the Saskatchewan economy, and an estimated \$25 million would be added to other Canadian provinces from the purchase of materials, goods, and services through the inter-provincial supply chain.⁴⁸

The construction of the facility is projected to result in 625 FTE jobs, with the large majority, 463 FTE jobs or 74% in Saskatchewan, throughout the construction phase. It is important to note that one FTE is measured as one full-time position held for one year. Thus, one full-time person employed by the capital project over the course of the three-year construction period would count as three FTEs for the purpose of reporting employment impacts.⁴⁸

⁴⁸ Statistics Canada input-output simulation based on information and projections provided by RPL.

Figure 20: GDP impacts from capital expenditures (\$millions)⁴⁸

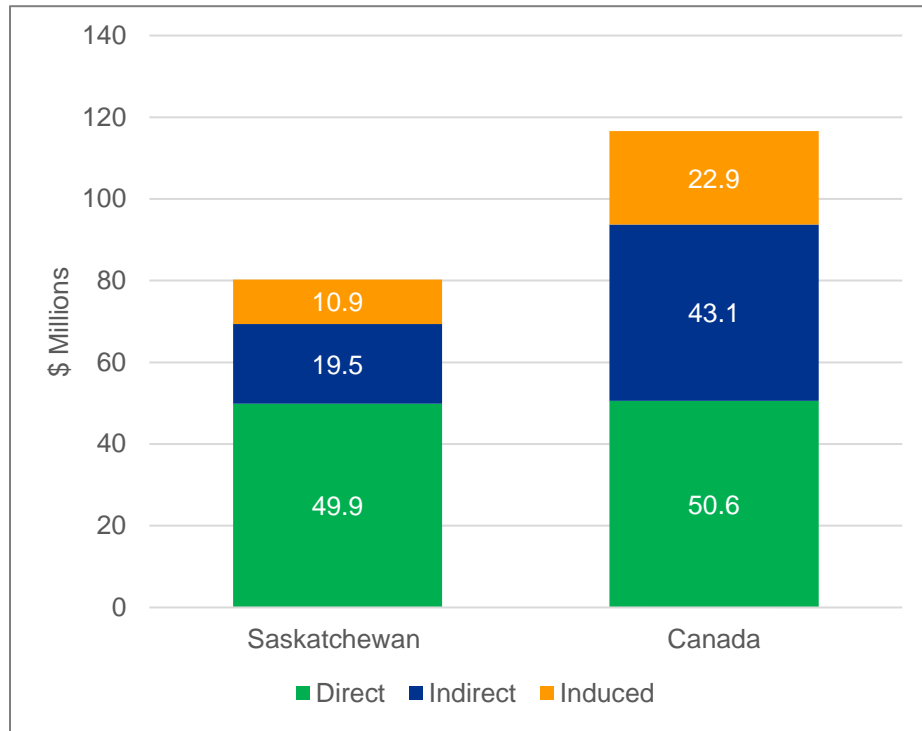
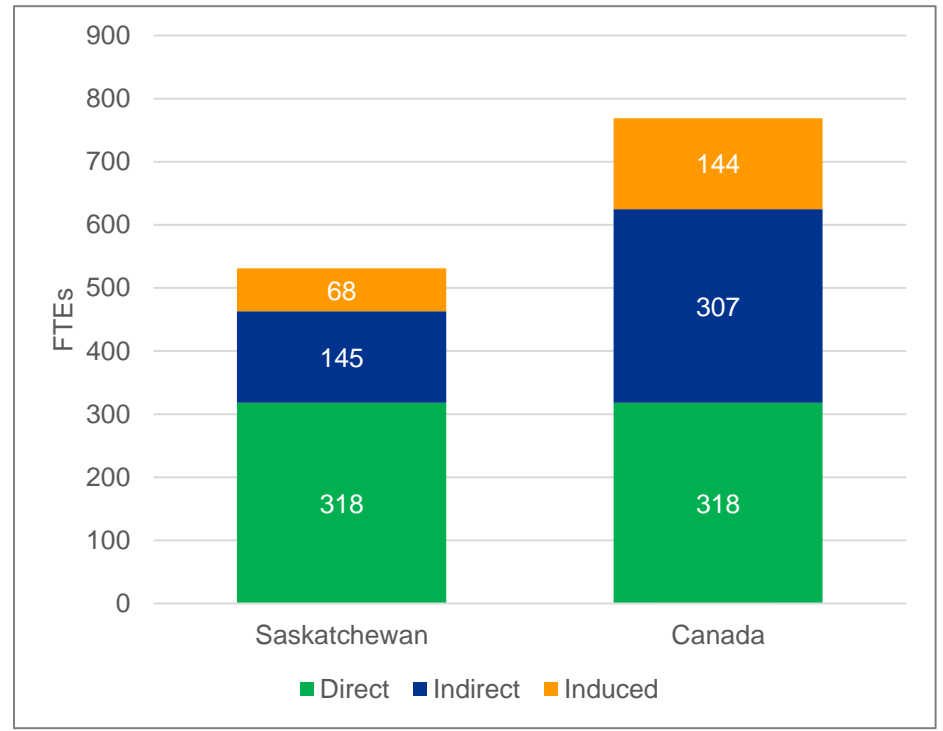


Figure 21: Employment impacts from capital expenditures (FTEs)⁴⁸



OPERATING EXPENDITURES

This section presents the impact in Saskatchewan and Canada on GDP and employment as a result of the projected ongoing operating expenditures after the construction of the Central Library in Regina.

This projected operating expenditures are estimated to generate a recurring annual impact of \$12.1 million of value added to the Canadian economy. Out of the total, a large majority (\$11.1 million or over 90%) would accrue within Saskatchewan, as much of the operating expenditures relate to local labour.⁴⁹

The ongoing operations of the facility would create or sustain approximately 134 FTE jobs, of which approximately 95% would be in Saskatchewan, and dominantly in Regina. The operating expenditures first generate direct impact, in terms of value added and employment, as well as the creation of further economic impact through the wider supply chain (i.e., indirect impacts) and the spending of wages earned by individuals for direct and indirect employment linked to operations (i.e., induced impact).⁴⁸

Figure 22: GDP impacts from operating expenditures (\$millions)⁴⁸

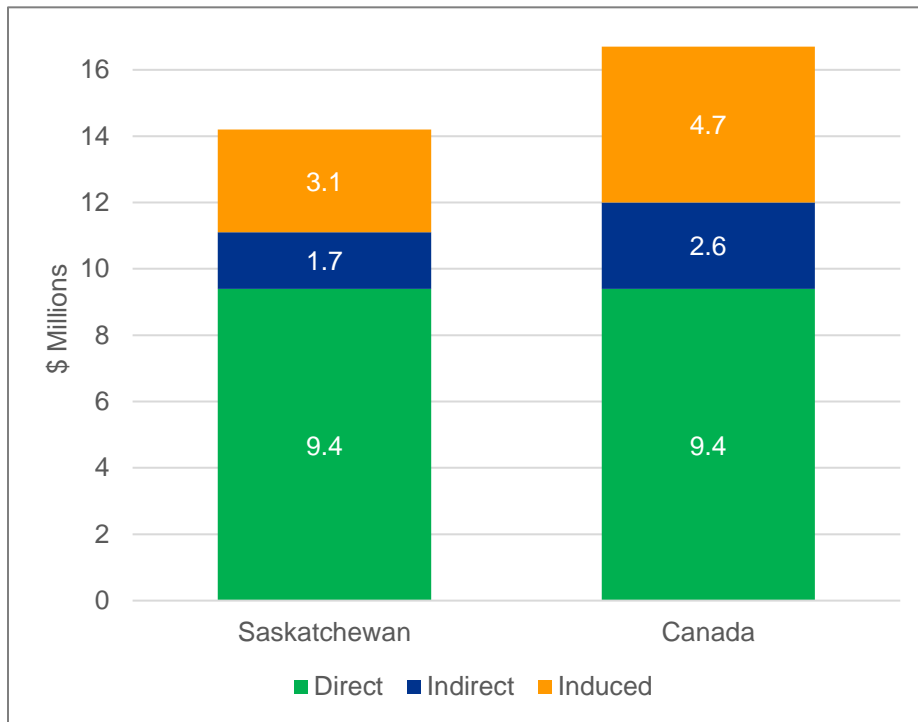
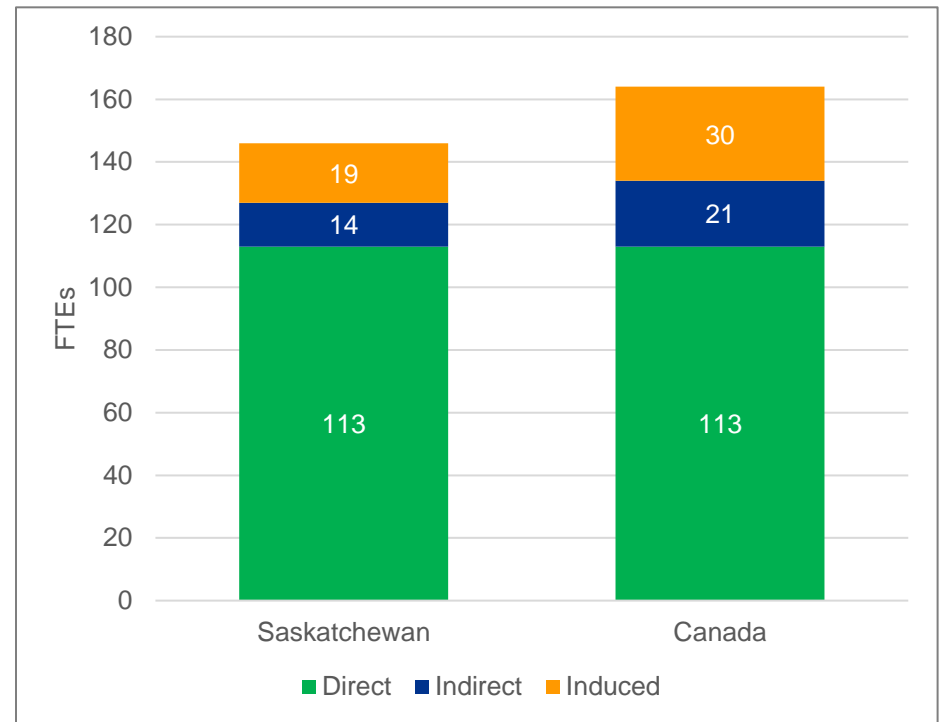


Figure 23: Employment impacts from operating expenditures (FTEs)⁴⁸



ESTIMATED GOVERNMENT REVENUES

⁴⁹ Statistics Canada input-output simulation based on information and projections provided by RPL.

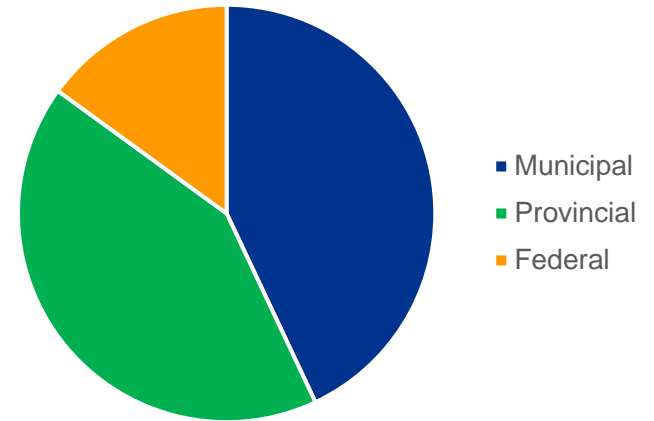
CAPITAL EXPENDITURES

The construction of the Central Library is projected to generate direct and indirect government revenues of an estimated \$21.1 million during the planning, design, and construction phases.⁵⁰ This includes an estimated:

- \$11.0 million in provincial revenues (e.g., provincial sales tax and other taxes, provincial income tax, provincial taxes on production, motor vehicle license fees, land transfer taxes) collected by the Government of Saskatchewan;
- \$3.9 million in federal revenues (e.g., federal taxes on products, federal income tax, capital taxes levied against corporate entities) collected by the Government of Canada; and
- \$11.2 million in municipal revenues (e.g., property taxes, frontage fees, other fees, and other levies) collected by municipalities within Saskatchewan.

The approximate share of government revenues from capital expenditures, by level of government, is displayed in the figure to the right.

Figure 24: Estimated government revenues from capital expenditures by level of government⁵⁰



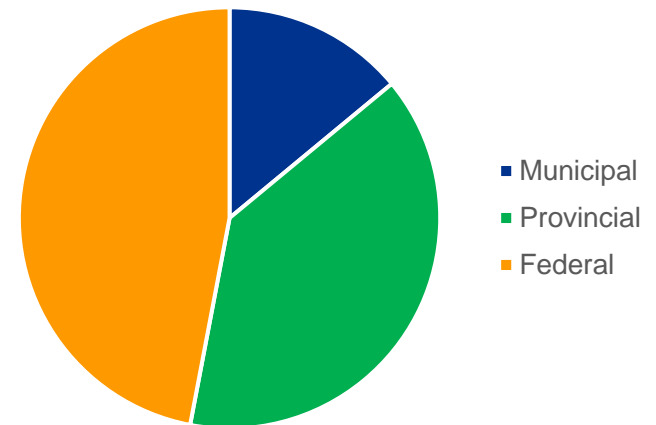
⁵⁰ Statistics Canada simulation based on information provided by RPL; income tax estimates based on effective tax rates on salaries/wages.

OPERATING EXPENDITURES

The operations of the Central Library is projected to generate direct and indirect recurring revenues estimated at \$1.9 million on an annual basis.⁵⁰

The approximate share of government revenues from operations, by level of government, is displayed in the figure to the right.

Figure 25: Estimated government revenues from operating expenditures by level of government⁵⁰



TOURISM AND QUALITATIVE BENEFITS

The main ongoing economic impacts relate to the one-time economic impacts from construction of the facility and from actual operating expenditures.

Secondarily, out-of-province visitor spending, can generate incremental economic impacts. In this case, out-of-province visitor spending was not available, so were not part of the study. As the Central Library develops its track record, an economic impact assessment including out-of-province visitor spending based on actual experience could be undertaken. Note that the large majority of visitors to the Central Library will be from Regina. Dollars spent by citizens in Regina are recirculated dollars, not new dollars – so they are not part of the Economic Impact Assessment. However, these expenditures certainly benefit local businesses.

Types of visitor expenditures:

- Hotels and accommodation
- Retail – restaurants, bars, shopping malls, specialty shops, other stores
- Transportation – air, rail, car rental, taxis, bus, transit, other ground transportation
- Recreation and entertainment (tickets, visits to other attractions)

Makerspaces, meeting rooms, auditorium, non-traditional offerings, and construction of the library all impact the economy of Regina. Makerspaces provide hands-on education, and are known to stimulate entrepreneurship, and entrepreneurship (and start-ups) has been shown to have impact on job growth and local economies. An auditorium, meeting rooms, and non-traditional offerings all provide additional revenue earning capacity above the level of the current library, generating economic impact. The construction of the library, through the multiplier effect, will act as an economic stimulus to the local economy, if the money is spent primarily locally.

In addition to these significant economic impacts, there are further positive qualitative benefits from the presence of the Central Library (see chart on next page), such as:

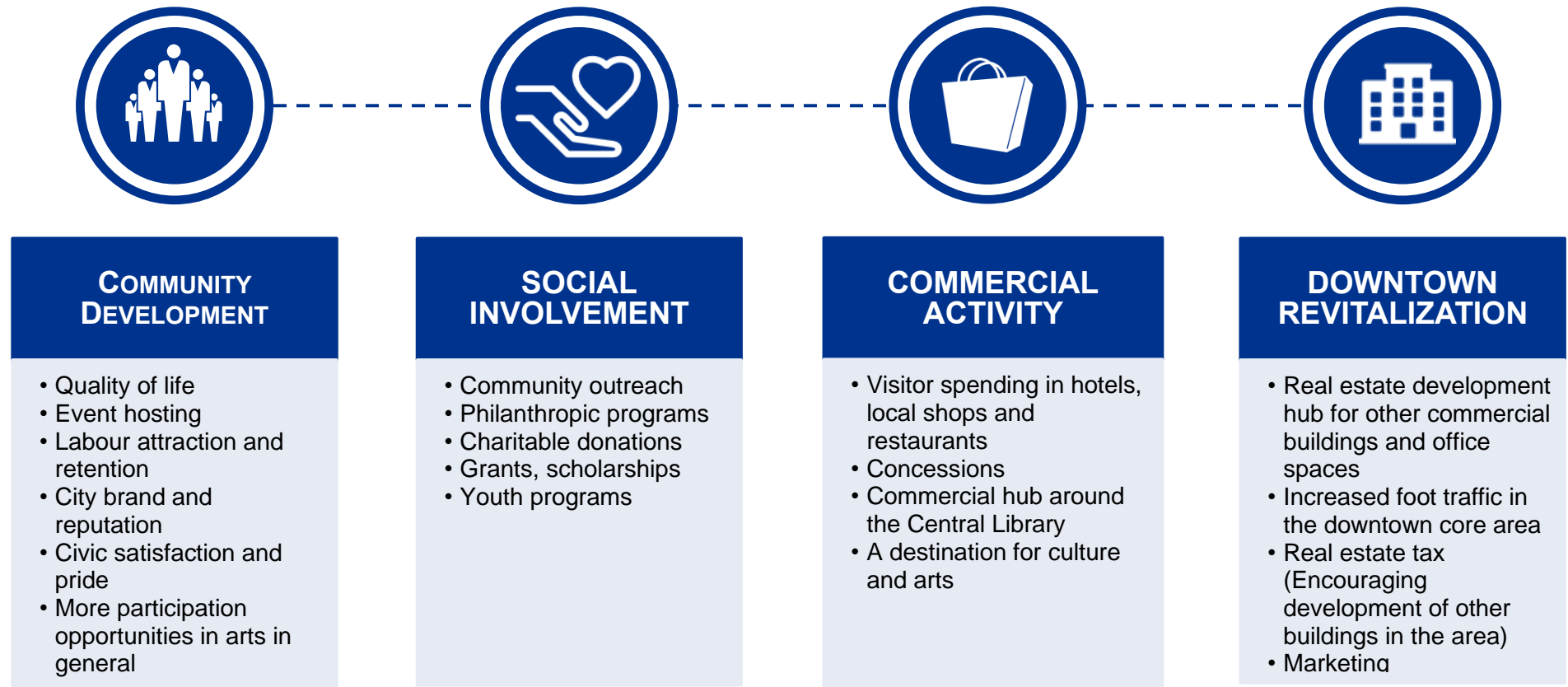
- contributing to the City's quality of life;
- providing facilities to attract arts, culture, conferences and stage events to Regina;
- a new facility adding to downtown revitalization in Regina; and
- City marketing, brand reputation and, sense of pride and community for Regina and the surrounding areas.

In addition to the economic impact, the project has significant legacy impacts. The Central Library Project will:

- Build a strong urban core – a key component of the Regina economic development strategy;
- Provide the necessary economic infrastructure for developing Regina's creative economy; and
- Revitalize the downtown district where it is located.

Similar central library projects across Canada and around the world have resulted in a significant increase in visitors (Calgary saw over 2 million visitors in only 14 months) and attention to providing a welcoming and functional facility have led to unique and recognizable design and architecture that has become synonymous with the brand and reputation of the community. For example, the Halifax Central Library is visited by tourists and residents alike, providing a critical community gathering place and representation of community values.

Figure 26: Qualitative benefits



The results of the Central Library’s economic impact analysis demonstrate that RPL delivers a positive economic return on investment, through the delivery of library services that enhance Regina’s competitiveness and prosperity, and contribute to a better quality of life for all.

Procurement Options Analysis

PROCUREMENT OPTIONS ANALYSIS APPROACH

A preliminary procurement options analysis was undertaken to validate preliminary timeline, cost and project next steps. Similar to other projects of this scale and complexity at a preliminary project planning stage, a qualitative approach to procurement options analysis has been undertaken. As additional decision-making related to the project is undertaken, supplementary review and analysis is anticipated to be completed.

Analysis was undertaken in four primary stages:

1. **Options Identification:** identification of a representative sample of viable procurement options based on the known information about the Project at this stage, and common procurement approaches used in major public-sector infrastructure projects.
2. **Definition of Criteria:** definition of tailored criteria to support achievement of Project objectives.
3. **Screening Assessment:** analysis of each option's alignment with defined ratings to identify suitability for the Project.
4. **Identification of Preferred Approach:** identification of the approach that best aligns with the Project, along with the key implication associated with the preferred approach.

Analysis included collaborative work with RPL management and Board representatives, especially in tailoring to the unique needs of RPL. The following section summarizes the outcomes of each primary stage.

OPTIONS IDENTIFICATION

Prior to the shortlisting of six potentially viable procurement options, provided below, a collaborative working session was held with the RPL's Project team to discuss the various tradeoffs associated with common contracting and procurement options. This included procurement models that are more collaborative (e.g., construction management at risk or design-build); integrative (e.g., integrated project delivery); traditional (e.g., design-bid-build), as well as partnership models (e.g., design-build-finance-maintain).

Given the scope and complexity of the Project, KPMG undertook an assessment, in consultation with the Project team, to determine the optimal procurement approach for of this project. The potential options that presented a representative group of viable options were as follows:

Table 17. Identified procurement options

Model	Description	Advantage(s)	Disadvantage(s)
Design-bid-build (“DBB”)	<ul style="list-style-type: none"> One of the more traditional delivery models Separate awards for design and construction Owner manages interface between contracts 	<ul style="list-style-type: none"> Offers design flexibility as owners work with the desired architects 	<ul style="list-style-type: none"> Provides highest risk profile to owners Limits the opportunity for design phase constructability input
Design-build (“DB”)	<ul style="list-style-type: none"> One contract awarded for design and construction Owner manages a single interface associated with capital activities 	<ul style="list-style-type: none"> Clear line of sight between design and construction phases 	<ul style="list-style-type: none"> No incentive established to build a durable facility with low lifecycle costs
Construction management at risk (“CM at Risk”)	<ul style="list-style-type: none"> Offers the owner the opportunity to engage the architect and builder simultaneously 	<ul style="list-style-type: none"> Promotes collaboration and ultimately creates a more constructible design High market appetite and maturity 	<ul style="list-style-type: none"> Limited to the design and build phases Owner manages interfacing
Integrated project delivery (“IPD”)	<ul style="list-style-type: none"> All parties enter into a single, multi-party contract for design and construction Owner is a member of the construction ‘team’ 	<ul style="list-style-type: none"> Synchronizes each party’s goals 	<ul style="list-style-type: none"> Lower market appetite as it is still emerging as a delivery model
Design-build-finance--(maintain) (“DBFM”)	<ul style="list-style-type: none"> One contract with private sector consortium for design, construction, finance, and possibly maintenance and operations over the long-term 	<ul style="list-style-type: none"> Long-term risk transfer from public sector to consortium Single, integrated provider 	<ul style="list-style-type: none"> Higher upfront cost and schedule requirements to procure and document transfer of risk and complexity
Lease-leaseback (“Lease”)	<ul style="list-style-type: none"> One contract with private sector for design, construction, finance, maintenance, and possible operations under the terms of a long-term ground lease 	<ul style="list-style-type: none"> Single interface for all aspects Provides the greatest level of cost certainty and lowest complexity 	<ul style="list-style-type: none"> Typically limits the ability for oversight and control of general operations

DEFINITION OF CRITERIA

Leading practice procurement options analysis rating criteria were discussed with RPL. Seven key criteria were defined, that reflected the unique components of the Project and key decision making factors in assessing procurement options. Each criteria is described below:

- **Flexibility:** The extent to which each model assists RPL in managing changes to the functional and operational requirements of the Project over time;
- **Value for money:** The extent to which each model assists in maximizing RPL's value for money from implementing the Project, including:

- Whole of life cycle Project costs,
- Design, construction, and other innovation,
- Efficiency of risk allocation,
- Access to private sector expertise in Project delivery,
- Optimizing access to and use of capital,
- Competitive tension, and
- RPL and external development and tender costs and resources;
- **Community Engagement:** The extent to which the model enables engagement and influence from stakeholders in the design and operation of the Project;
- **Budget certainty:** The extent to which each model provides RPL with budget certainty;
- **Market interest:** The extent to which each model assists in maximizing market interest for the Project among suitably qualified and experienced contractors;
- **Timing:** The extent to which each model enables the Project to be delivered by the required in-service date; and
- **Capacity and maturity:** Availability of the appropriate knowledge, resources, and demonstrated experience, for successful delivery.

Each criteria was rated on a scale of one to three, representing the delivery option's potential to satisfy an assessment criterion's requirements:

Table 18: Delivery model ratings legend

Rating	Definition
1	The delivery model is not well aligned with the requirements
2	The delivery model is aligned with the requirements
3	The delivery model is very well aligned with the requirements

SCREENING ASSESSMENT

The preliminary summary evaluation of each delivery model’s potential to satisfy the assessment criteria is outlined in the table below:

Table 19. Preliminary procurement option evaluation summary

Assessment Criteria	DBB	DB	CM at Risk	IPD	DPFM	Lease
Flexibility	3	2	2	3	1	1
Value for money	2	2	2	3	2	1
Community engagement	3	2	2	2	1	1
Budget certainty	1	1	2	2	3	2
Market interest	3	2	2	1	1	1
Timing	1	2	2	1	2	2
Capacity and maturity	3	1	2	1	1	2
Total	16	12	14	13	11	10

PREFERRED APPROACH

The preliminary analysis indicates that DBB provides the optimal mix of flexibility, budget certainty, market interest for competitive tension, and internal capacity. This delivery model would enable RPL to include robust stakeholder engagement in the design stage of the Central Library.

Key trade-offs associated with this model that will require RPL consideration in future project stages include:

- Budget certainty,
- Schedule, and
- Incorporating ‘constructability’ and operations considerations.

Additional assessment relating to the procurement strategy, including final selection of the delivery model, would be subject to Project approval, funding availability, and RPL decision making, and may require additional refinement as additional information becomes available.

Conclusion & Next Steps

The objective of the Needs Assessment and Project Plan process is to inform decision making related to potential future phases of work. Significant additional work will be required by RPL, its partners, collaborators and the community in achieving a renewed Central Library.

KEY CONCLUSIONS

The Needs Assessment and Project Plan have indicated that timely action and decision-making is required to address the sustainability of RPL operations. Analysis indicates the following key project attributes for renewal:

- To meet customer, community and RPL priorities, approximately 150,000 square feet of central library space. Anticipated space will accommodate collection, programming, work / study, theatre, gallery, specialized service (e.g., Local History and technology), staff and corresponding amenity (e.g., washrooms and service areas) spaces.
- A New Build option is the preferred approach to meet project outcomes and balance functional needs with value for money.
- An estimated \$124 million capital cost (excluding any potential land acquisition / sale and parking associated costs). Additionally, an incremental investment of \$2.2 million annually in operating costs to support a 100% expansion of current space and delivery of expanded programs and services.
- Assuming the preferred Design-Bid-Build procurement approach identified, a project duration of approximately five years from time of funding approval for Central Library Renewal. Based on current assumptions, this would result in a Renewed Central Library opening no sooner than 2025.

IMMEDIATE NEXT STEPS

In order to proceed with design and / or construction activities, further planning and due diligence will be required. Key tasks identified (which will be delivered as part of future Project Phases) include:

- Planning and analysis related to preferred location or site for New Build, including consideration of access, heritage status and site suitability.
- Transitional planning, including matters related to responding to any emergent maintenance issues that may arise in the existing facility.
- Communication and engagement on an ongoing basis with the community related to the Project.
- Confirming the approach to securing project funding.

FUTURE PROJECT PHASES

RPL has envisioned a six-phased approach to the Project, with the Needs Assessment and Project Plan completing Phase 1. Future phases are summarized in the graphic below, and described in the following sections.

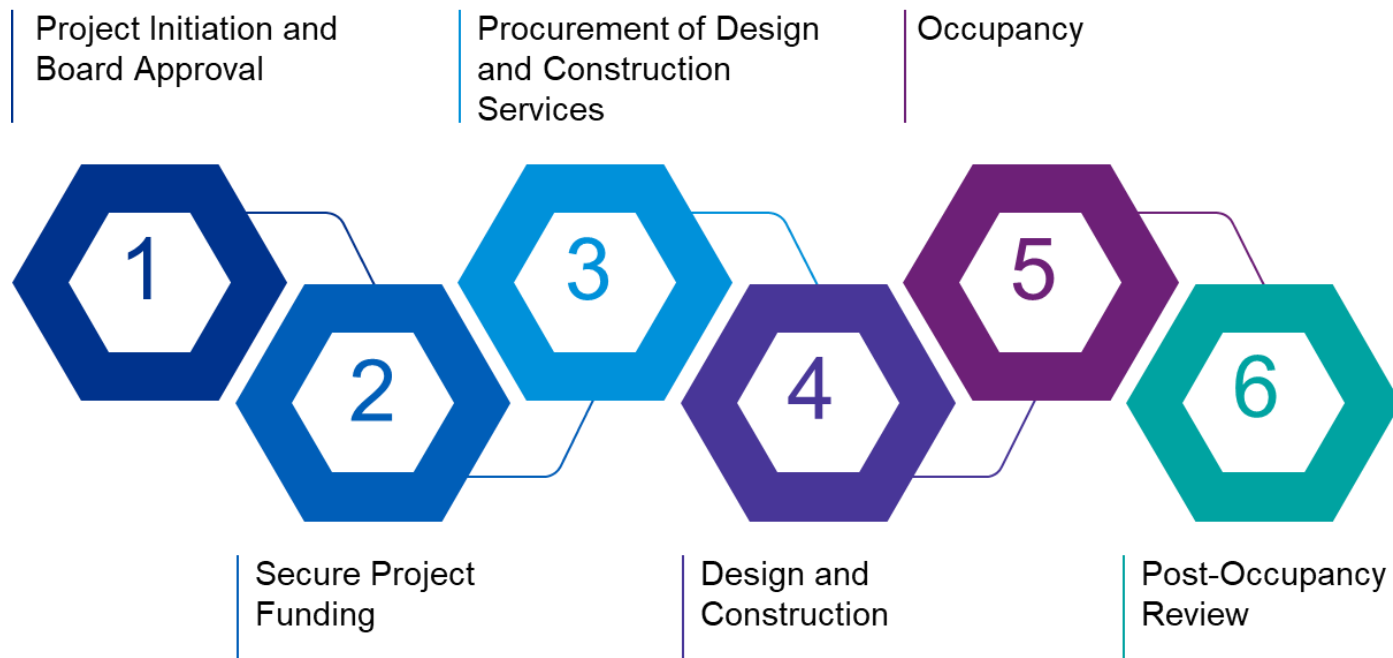


Figure 27: Summary of Implementation Plan

Table 20: Implementation Plan Activities by Phase

Phase	Target Timeline	Key Tasks	Anticipated Stakeholder Engagement and Communication
2: Secure Project Funding	Spring 2020 to Fall 2020	<ul style="list-style-type: none"> - Identify potential funding sources, including available / possible grants - Develop funding / financing strategy and analyze implications - Prepare submissions to City Council for funding / financing approval(s) - Prepare submissions for available / possible grants - Consider fundraising feasibility and alternative funding sources - Consider refinements to preliminary functional program and corresponding service delivery plan to achieve affordability - Define project governance and detailed project plan 	<ul style="list-style-type: none"> - Sharing of Phase 1 engagement findings - Focused engagement with potential funding sources, including but not limited to City Council and City of Regina leadership, Government of Saskatchewan, Government of Canada, and community partners - Launch of Needs Assessment to the community
3: Procurement of Design and Construction Services	Fall 2020 to Spring 2022	<ul style="list-style-type: none"> - Confirmation of prime consultant (design consultants and related) procurement economic strategy - Preparation of prime consultant procurement and related documents - Public procurement of the prime consultant - Evaluation and selection of the prime consultant - Community-informed design process, including validating overall design principles, types of spaces, configuration, key design features, and furniture and fixture considerations - Acquisition of required project-related permits - Confirmation of contractor (construction services) procurement strategy - Preparation of contractor procurement and related documents, including review of general conditions - Public procurement of the contractor - Procurement of long-lead items 	<ul style="list-style-type: none"> - Stakeholder engagement throughout design process, anticipated to include various mediums (focus groups, community meetings, surveys, etc.) - Communication of design principles and key inputs to design stages and activities - Stakeholder engagement related to service delivery considerations in a renewed Central Library
4: Design and Construction	Spring 2022 to Fall 2024	<ul style="list-style-type: none"> - Refine project governance and detailed project plan 	<ul style="list-style-type: none"> - Announce temporary accommodation considerations

Phase	Target Timeline	Key Tasks	Anticipated Stakeholder Engagement and Communication
		<ul style="list-style-type: none"> - Acquire and transition into temporary accommodations - Decommission existing accommodations (as required) - Design and construction coordination and oversight - Staged commissioning - Procurement of Furniture and fixture - Preparation of operational readiness including staff training and development, customer engagement, and piloting of anticipated future activities 	<ul style="list-style-type: none"> - Engage with key stakeholder groups that may be negatively impacted by temporary accommodations - Engagement with potential project donors and contributors - Community design and construction updates throughout - Engagement process focused on furniture and fixture selection - Engagement process focused on key anticipated service delivery changes
5: Occupancy	Winter 2024	<ul style="list-style-type: none"> - Close-out documentation of design and construction phases - Identification and management of any potential deficiencies - Move from temporary accommodations to renewed Central Library - Undertake public opening - Transition to ongoing operations 	<ul style="list-style-type: none"> - Announce shift from temporary accommodations to renewed Central Library - Continued engagement process related to key anticipated service delivery changes - Staff training and development - Customer tours and initial wayfinding support - Public grand opening - Decommission temporary accommodations (as required)
6: Post Occupancy Review	Winter 2024 to Summer 2026	<ul style="list-style-type: none"> - Conduct an operational review shortly after occupancy - Conduct a project review that can assess performance following a full seasonal cycle - Monitor achievement of anticipated project benefits - Conduct warranty review prior to warranty expiration 	<ul style="list-style-type: none"> - Gathering customer feedback on potential deficiencies and / or ideas for continuous improvement - Gathering of customer feedback, satisfaction and key RPL performance indicators on an ongoing basis - Targeted engagement on identified opportunities for improvement - Communication of achievement of anticipated benefits and / or plans to address

Appendices

- A. Documents Reviewed
- B. Project History
- C. Stakeholder Engagement Summary
- D. Financial Analysis
- E. Stakeholder Engagement and Communication Plan
- F. Implementation Plan

Appendix A: Documents Reviewed

This section describes the main sources of information that were used for the purposes of this Needs Assessment and Project Plan.

- DIALOG Public Input Summary Final Report – Feb 2015
- Praxis RPL 2019 Community Perception Survey – January 2019
- Group2 Architecture Interior Design – RPL Building Assessment Report – Feb 2015
- RPL Central Library Development Plan – Jan 2015
- P3Architecture Partnership – RPL Building Assessment – June 2012
- P3Architecture Partnership – RPL Building Assessment Review and Update – Jan 2018
- RPL Regina Cultural Centre – Development Feasibility Report – 2011
- Deloitte – New Central Branch Business Case Phase 2 (Procurement and Financing Model Assessment) - Jan 2019
- Deloitte – Central Branch Business Case Phase 1 – May 2017
- PHH - Asbestos Material Investigation – June 1999
- Avison Young – Opinion of Market Value – July 2017
- JC Kenyon Engineering Inc. – Granite Cladding Risk Mitigation Strategy – August 2019

Appendix B: Project History

This section presents the RPL Central Library Renewal Project which has evolved as a result of a mounting need recognized by the RPL Board. This need has existed for many years and, as such, consecutive reports and studies have been completed outlining recommendations and evaluating various site options.

“The Central Library building in Regina has a number of serious deficiencies, and is not able to meet the functional requirements and operate as an efficient and effective modern library. The Central Library has not had any major general renovation since its original construction in 1962. RPL has undertaken several initiatives and studies since October 2008 to assist with the decision making for the development of the Project.

RPL has undertaken several activities and studies from 2008 to 2012 as part of its initiative to identify a new facility to replace the existing Central Library.

- **October 2008:** The Board made the Central Library Development an active project under the strategic plan.
- **February 2009:** An Expression of Interest invitation for architects was published and distributed. This was the beginning of the Board driven process to deal with the Central Library question. Several expressions of interest were received from national and international design firms. Also, at this time the Central Library Development (“CLD”) Selection Committee was formed.
- **Spring/Summer 2009:** The CLD Selection Committee proposed, and the Board adopted, the recommendation to negotiate with P3 Architecture and Harvard Developments, based on their joint proposal. Agreements were signed with Harvard Developments and P3 Architecture, and City Council was consulted. Following the initial round of design open house consultations, the design parameters were developed and included: retain all existing public service components; provide for a new library of 150,000 ft²; remain in the current location; building horizon of 25 years; establish a civic presence and cultural precinct at Victoria Park; and adequate parking.
- The RPL received a report from PHH ARC Environmental, the report included findings from a building assessment on asbestos within the Central Library. The report included recommendations and costs.

- **January 2010:** The Central Library Development Plan (functional program) was finalized. This plan translates staff function and public activities into spatial relationships within the building. It established that an ideal footprint for the RPL portion of the building would be just over 3,100 m² and use five floors (including future expansion space).
- **January to March 2011:** The Central Library (Cultural Centre) Feasibility Study was finalized and issued. This study consolidated and summarized all of the work from February 2009 through to this date. The Cultural Centre concept included the Central Library, significant public meeting spaces, theatre company, art gallery, hotel, retail, and leasable space. Discussions to purchase the Masonic Temple and land were already under way. RPL was investigating and preparing for a funding application to PPP Canada at that time.
- **April to June 2011:** The Board representatives met with the City Manager and the CEO of the Globe Theatre to pursue a partnership to include the Globe Theatre in the Library-led Cultural Centre concept. The space needed for the Globe was approximately equal to that originally allocated to the Mackenzie Art Gallery. In June, City Council endorsed *“in principle the Cultural Centre Redevelopment Project as a vital community project towards revitalization of the downtown and the enhancement of the city’s cultural vibrancy”*. The Board applied for PPP Canada funding for RPL’s part of the Project.
- **July/August 2011:** P3 Architecture refined the concept design drawings both to include the Globe Theatre option and to show phasing of the Project to meet PPP Canada’s requirements. To ensure that the Project could continue if the Masons decided not to sell their land, the new drawings considered only land already owned by or accessible to RPL.
- **November 2011:** The Board formally offered to purchase the adjacent building and land owned by the Masonic Temple. In addition to other terms, the proposed purchase amount was just under \$5 million. The Project was approved at the first stage of PPP Canada’s process and the Board approved the funding to develop a business case for the next stage of the process.
- **Spring 2012:** The Masons turned down RPL’s offer to purchase. The PPP Canada Business Case was adapted to accommodate the new information.
- **June 2012:** The Board withdrew from the PPP Canada funding process. RPL had successfully completed the program submissions and had advanced successfully through the process. PPP Canada suggested that, while RPL met the criteria for the program, federal priorities in other categories of infrastructure would not lead to a successful outcome for RPL’s application. Work on the business case for the PPP Canada submission was stopped, though it was almost complete. Discussions with the Globe Theatre continued as that partnership was not dependent upon the PPP Canada option. With the loss of the Mason’s land, the Board endeavored again to consider other land in downtown but found no viable options.

- **July to October 2012:** RPL and the Globe Theatre pursued options to maximize the footprint of a building on the current Central Library land, including a utilities study and a traffic study. Options included maximizes the potential footprint without encroaching on the street and maximizes the potential footprint with encroachment on the street. The cost to move utilities would have cost several million dollars. Whether Lorne or Smith Streets, hampering traffic in the downtown with further street closures was not recommended.

RPL has undertaken a number of new initiatives including building condition assessments and public consultations, since 2014. These initiatives are part of RPL's renewed focus on the Central Library to fully understand the current state of the building and to determine the needs of the community for a functional building.

- **September 2014:** A series of public dialogues took place over the summer and early fall of 2014, and consulting firm DIALOG presented their preliminary results to the Board.
- **February 2015:** DIALOG issued their report on the *21st Century Central Library* to inform the Board's decision-making process. Group2 issued its engineering and architectural report on the state of the current Central Library building. The report included staging of maintenance and repair items to minimize risk during the Board's decision-making process.
- **July 2015:** As part of the insurance renewal in 2015, a condition of renewal was to have a structural engineer inspect the building and provide recommendations. RPL contracted J.C. Kenyon, a structural engineering company, to inspect the granite cladding on the Central Library building and provide recommendations and costs.
- **November 2016:** RPL contracted J.C. Kenyon to develop more detail on the 2015 granite study. In November, the first phase of a five year remediation plan was completed as the entire exterior granite was re-caulked and re-pointed.
- **January 2017:** RPL contracted with Deloitte to investigate high-level options for the renewal of the Central Library. The Deloitte work would assist the Board in deciding if the timing was right to take a fresh look at a renewal project.
- **Summer 2019:** RPL's Board decides to move forward with the Central Library renewal project and approves the issue of a Request for Proposals (RFP) to find a qualified firm to support the project from start to finish.
- **December 2019:** RPL contracted with Colliers Project Leaders, in partnership with KPMG, to act as the Owner's Representative in a possible five-year, multi-phased project to renew RPL's Central Library.

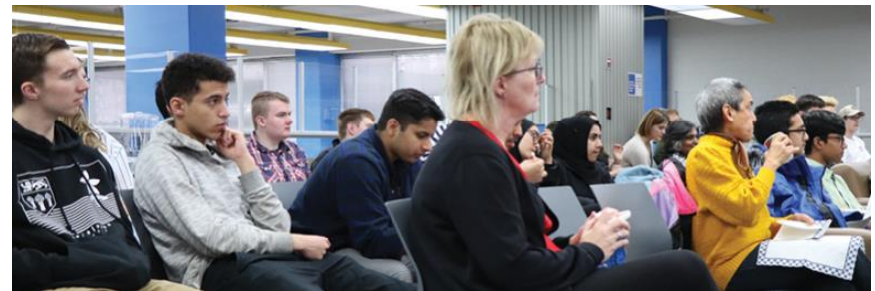
Appendix C: Stakeholder Engagement Summary

As part of the development of a Needs Assessment and Project Plan for a Central Library, RPL tasked KPMG with gathering input from select key stakeholders, identified by RPL.

STAKEHOLDER GROUPS

In order to ensure that the development of the Central Library be an open and transparent process it was essential that as many people be involved as possible. The public engagement meetings were held in late January and February 2020 and included the following key stakeholder groups:

- Public open house on February 5th, 2020. Public surveys were distributed at the session and available online on the RPL's website.
- Focus group with partners and collaborators, i.e. community, business, cultural and educational organizations.
- Focus groups with RPL staff (four sessions held in total).
- Meetings with Regina City Councilors and the Mayor
- Meeting with the City of Regina Executive Leadership Team.



Source: Regina Public Library

The engagement process was based on meeting with a broad cross section of stakeholders who were invited to attend designated sessions and a public open house event. The purpose of the focus groups and the public open house was to re-introduce the idea of Central Library renewal for Regina and to determine what the residents of the community want to see within the Central Library. Through these discussions and engagement approaches, KPMG identified recurring themes which have informed development of this Needs Assessment and Project Plan.

PURPOSE OF THIS SECTION

The purpose of this section is to share the summarized key findings from each stakeholder engagement session. Before each session participants were informed that information collected would not be attributed to any specific individual, with feedback summarized in aggregate. Therefore, synthesized findings are presented below. Discussions were wide ranging, but have been synthesized into three main areas: the library's position in the community; space needs in the future; and current barriers.

INTERVIEW GUIDES

Each stakeholder group was presented with a one-page discussion guide, containing the following information:

Regina Public Library ("RPL") has engaged Colliers Project Leaders and KPMG to provide professional advisory services related to a renewed Central Library. As part of Needs Assessment and Project Plan development in Phase 1, consultation is occurring with key stakeholders to gather perspectives, input and share preliminary information about the project.

Information will be collected in confidence, and comments will not be attributed to any specific individual; with feedback summarized in aggregate.

Along with the information above, five questions were presented to the **staff focus groups**, to guide the discussion:

1. How does the current physical space of the Central Library impact your ability to deliver programs, services, and quality customer service? What key barriers or challenges do you experience today, and in contemplating the future?
2. What is your vision for a renewed Central Library?
3. What types of spaces would you like to see in a renewed Central Library? How would it be similar or different from today?
4. From your perspective, how would a renewed Central Library benefit customers and the community?
5. Please provide any additional comments or feedback related to the Central Library project.

The following six questions were presented to the **collaborators and partners focus groups**, to guide the discussion:

1. RPL seeks to be responsive to community priorities. In the current state, what barriers or challenges have you experienced in your relationship and collaboration with RPL? Have your clients or customers identified additional challenges or priorities?
2. From your perspective, how would a renewed Central Library benefit customers and the community?
3. How do these RPL guiding principles align with your vision?
4. What kinds of services would you like to see delivered in a renewed library?

5. What types of spaces would you like to see in a renewed Central Library? How would the desired space be similar or different from today?
6. Please provide any additional comments or feedback related to the Central Library project.

The following eight questions were asked in the **surveys** distributed at the **public open house meeting** and uploaded to the RPL website:

1. Have you visited an RPL branch in the last year?
2. What key impacts and benefits does the library provide to you personally?
3. What are some of the challenges you experience with the current downtown library (e.g. accessibility, lack of desired types of spaces, security, access to materials or material types, etc.)? Please explain.
4. Do you think that significant improvement of the downtown library location is required? Why or why not?
5. In an ideal world, what types of spaces are important to you for Regina's downtown library?
6. What mode of transport would you most often take to a downtown library location?
7. What concerns, if any, do you have about the idea of a renewed downtown location? Please explain.
8. RPL intends to include additional engagement as part of potential future phases of the project. Please share any ideas you have for future engagement.
9. Please provide any additional comments or feedback to RPL.

RPL STAFF FOCUS GROUP

Date: January 21/22/23, 2020

Staff focus groups were held in late January, which provided the opportunity to have a focused discussion with staff on the future of the library, including existing issues and assets, and priorities and aspirations for the future. Four workshops engaged approximately 30 RPL staff, with representation from across branches and job types. Overall, the representatives expressed support of the Project and would like to continue being engaged as the potential Project progresses

KEY THEMES

The following are key considerations expressed by RPL staff:

A Welcoming and Accessible Community Hub

Staff discussed how the new Central Library should be a welcoming, inviting and inclusive space for all members of the community to gather and learn. The atmosphere should be warm, open, and comfortable. The facility should tie to both Saskatchewan's Indigenous cultural heritage and multi-cultural population. Moreover, the building should be accessible for customers with varying abilities. Staff also discussed how the building should be accessible from a variety of transportation options (car, transit, walking, cycling, etc.). The new library should act as a community gathering place for everyone.

Flexible Spaces

The library should have flexible spaces to allow for different uses to meet the broad needs of community members. There should be areas for reading, studying, children and teens, local history and, Indigenous culture; as well as meeting rooms. Meeting rooms should be bookable and provide a space for community groups to meet and come together. Co-working space is another idea that could be incorporated into the new design. Staff also commented on the importance of outdoor and greenspace.

Room to Accommodate Growth and Change

The new library should be able to evolve and meet the changing needs of the community over time. This should include the ability to accommodate the growth of the community and growth in the demand for space, collections, and services. Additionally, the library needs to be able to accommodate and keep pace with changes in technology.

A Place for Learning and Innovation

The library should encourage and facilitate learning and meet the needs of the community by providing a gathering space for customers of all ages to learn and collaborate. Staff should be well trained and knowledgeable to effectively support customers in their search for materials and use of technology.

Modern, Fun and Safe

The building should be designed and constructed to feel current and modern, yet have a fun atmosphere to it. Many suggested it be located downtown in its current location. The facility should be safe for both customers and staff, with design considerations for the safety of all.

A Destination

There is also hope that the development of a new Central Library could set off a ripple effect through the downtown core, leading to further development. Some suggested that the Library could be an iconic and tourist destination in the city.

Environmentally Sustainable

The building should be as environmentally sustainable (i.e. LEED standards) as possible and ensure the infrastructure is in place to support recycling and compost. Some suggested the idea of a green roof, one that is accessible for customers to use while they enjoy library materials and services.

Architecturally Appealing

Staff had many thoughts on the building itself, many of which focused on the idea of openness, natural light and connection to the outdoors. The building should be architecturally interesting, larger than the current library, and incorporate large expanses of windows.

Amenities

Staff mentioned a need for a coffee shop and gift shop that would bring a social aspect to the library and contribute to the feeling of a warm and welcoming space. The importance of customer and staff parking was also emphasized.

PARTNERS/COLLABORATORS

Community partners and collaborators highlighted a number of ways a new Central Library could support their organizational goals. A variety of organizations from the community were invited to participate. Key points from these discussions are highlighted below.

- **A Destination:** A new Central Library could serve as a destination, attracting people to downtown Regina.
- **A Place for Learning and Innovation:** The library could continue to provide education on Regina's diverse cultures and indigenous history.
- **Flexible Spaces:** By offering flexible, bookable space, community partners can work with RPL to provide various programs and community engagement opportunities. A number of stakeholders mentioned the opportunity to provide programming and resources for newcomers.
- **A Facilitator of Local Connections:** A new Central Library could act as a facilitator, connecting people with other resources in the community. The library can also facilitate connections between people of different cultures.

Challenges were raised by community partners and collaborators regarding how the current Central Library negatively effects achievement of their organization goals and operations and / or their customers / clients / members. Examples included reductions in programming and events that could otherwise occur, additional costs to community organizations to access space, and an inability to expand programs or services at the current location.

ONLINE SURVEY ENGAGEMENT

Between February 5th and February 20th, 2020, feedback was collected through a publicly available survey. Individuals could access the survey through library-provided computers or their own personal devices. Paper copies were also made available at the Central Library and branch libraries across the City. A link to the online survey appeared on RPL's main homepage and announcements about the survey were shared on all RPL social media channels. A number of local news outlets also published articles and reports regarding the survey.

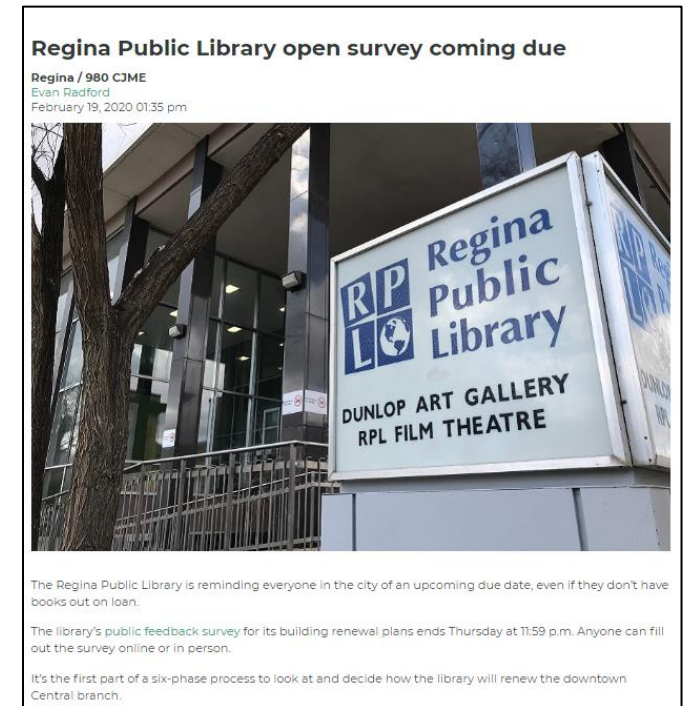
For each text based question, all comments were read and assessed for frequently repeated themes, topics with opposing perspectives, and overall main points which could be distilled from the feedback. A number of key themes and trends emerged from the engagement and the following section provides an overview of the results.

The survey received an overwhelming [1065] responses. Of these, 155 were paper and 910 were submitted using a link to the electronic version. 92% of participants had visited an RPL branch within the last year and primarily visited the library to read or borrow books (42%). 60% of participants used a vehicle as a mode of transportation to get to the library. Below are key themes.

- **Diverse Collection of Materials:** A new Central Library was envisioned as a place where people can access books and other materials.
- **A Welcoming and Accessible Community Hub:** A new Central Library was envisioned as a place where everyone can access books, resources and activities; and where resources and programs are free and accessible to everyone.
- **A Facilitator of Local Connections:** Participants saw a new Central Library as a place that supports community partnerships and provides space for local events in the downtown core.

Participants were asked if they had any concerns regarding the update of the Central Library. Of those who were supportive of a new Central Library, a number of common themes emerged.

- **Modern, Fun and Safe:** A new Central Library should be a place that meets all codes and is safe and accessible for all members of the community. Participants felt that the current Central Library is outdated, crowded and no longer meets the needs of Regina's growing community. More space is needed to accommodate the library's growing collections and programming.
- **A Welcoming Gathering Space:** Participants noted that there are few truly public spaces in downtown Regina. A new Central Library was seen as a potential community hub.



Of those who were unsure or opposed to Central Library renewal, a number of common themes emerged.

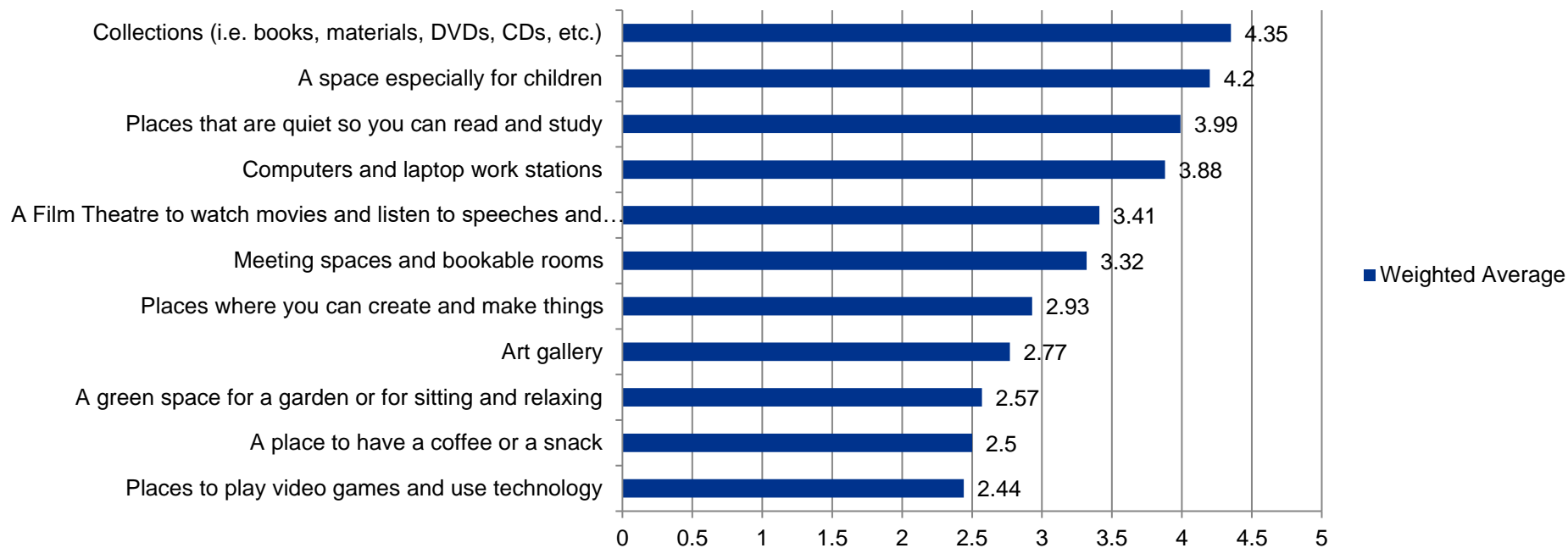
- **Economic Challenge:** Participants felt that the money required to build a new Central Library could be better used elsewhere, either external to RPL or within the library to improve existing collections and programs. Participants expressed concerns with the City raising taxes to fund Central Library renewal.
- **Evolving Needs:** Many participants felt that building a new Central Library was unnecessary, given the vast amount of information that can be accessed digitally.
- **Desire for Status Quo:** Participants saw the need to build a new Central Library as unnecessary, stating that the existing Central Library and branches adequately meet their needs.

Participants were asked if there were any concerns or challenges with the current Central Library (e.g. accessibility, lack of desired types of spaces, security, access to materials or material types, location, etc.). A number of common themes emerged.

- **Safety and Security:** Participants felt that the current facility lacks appropriate safety and security features, which should be a top priority for the new Central Library.
- **Lack of Programming and Meeting Rooms:** As the building becomes busier, residents noted that it is becoming increasingly difficult for customers to access both animated and quiet spaces, due to space limitations.
- **Lack of Computer Workstations:** There is limited access to computers and other modern technology, including technology-centric spaces.
- **Small Collection Size:** The size of the collection is too small.

Next, the survey asked participants to prioritize various library spaces and services. Participants were able to select from 11 options and rank them between “not necessary” to “critical”. Participants were also able to suggest alternate options and provide comments on existing options. Figure 28 shows the distribution of priorities by average rank.

Figure 28. Priority distribution of various library spaces and services



Participants had the opportunity to share any additional comments or feedback to RPL. A total of 482 responses were submitted. The following are key themes from the additional comments.

- **Architecturally Appealing:** Participants recommended that the building showcase architectural innovation, mixing world-class design with items of local significance. Connections to nature, natural light, green space and consideration of Aboriginal culture were seen as important.
- **Environmentally Sustainable:** Participants favoured environmentally sustainable and energy efficient design.
- **Makerspace/Innovation Lab:** Participants would like space for creative projects, viewing art, and learning about science and technology.
- **Modern, Fun and Safe:** Participants would like to feel comfortable and relaxed while using a new Central Library. Participants would like to see a social aspect to the library, having the opportunity to discuss with like-minded individuals in a safe space.

Appendix D: Financial Analysis

OPERATING COST ASSUMPTIONS

Central library renewal will expand programs, services, and physical space, therefore resulting in changes to RPL operating costs. In order to project the post-construction costs, the following assumptions may be considered.

Table 21. Operating cost assumptions for Central Library

	Driving Factor
Wages, benefits and honoraria	# of FTEs (15 FTEs)
Administration expenses	Proportion of new FTEs (15%)
Client service expenses	Expansion of programs and services (50%)
Building expenses	Expansion of square footage, mitigated by efficiency improvements (45%)

The following operating costs have been informed by RPL and represent inputs into allocation of total system costs to the Central Library.

Table 22. Estimated operating costs for Central Library (\$ millions) (source: derived from information provided by RPL)

Cost Type	FY2020 Costs	FY2025 Inflated Cost	FY2025 Post-Renewal Cost
Wages, Benefits and Honoraria	9.2	10.6	11.6
Administration expenses	1.3	1.5	1.5
Client Service expenses	1.4	1.6	2.1
Building expenses	1.0	1.2	1.8
Total	13.0	14.9	17.1

CAPITAL COST ASSUMPTIONS

The following key assumptions are related to library renewal capital costs.

Table 23. Capital cost assumptions for Central Library

Cost Type	Key Assumption	2020 Assumed Value	Source
Construction Cost	Cost per square foot	\$408	Altus Group 2019 Canadian Construction Cost Estimates
Professional Services	% of construction costs	17.5%	2018 RPL Business Case, comparative facilities, and RPL feedback
Furniture, Fixtures & Equipment	% of construction costs	20%	2018 RPL Business Case, comparative facilities, and RPL feedback
Sustainability Premium	% of construction cost	1%	2018 RPL Business Case, comparative facilities, and RPL feedback

Cost Type	Key Assumption	2020 Assumed Value	Source
Transition Costs	Lease and moving cost	3,380m ² , for 3 years, at inflated \$430/m ² +\$1m	2018 RPL Business Case
Site Related Costs	Site preparation	\$2.7m inflated	2018 RPL Business Case
Taxes	% of total capital cost	11%	Comparative facilities and RPL feedback
Contingency	% of construction cost	20%	2018 RPL Business Case, comparative facilities, and RPL feedback
Parking (surface)	# and cost per space	200 spaces @ \$11,700 per space, inflated	2018 RPL Business Case
Parking (parkade)		180 spaces @ \$72,000 per space, inflated	2018 RPL Business Case

Table 24 summarizes anticipated capital uses. Based on information provided by RPL, and estimated costs, an additional \$8.6 million will be required to proceed with the Project in 2021 (calendar year), primarily to progress design activities.

Table 24. Inflation-adjusted uses of cash flows (\$ millions), by year (source: derived from information provided by RPL)

Cost Type	Year	2021	2022	2023	2024
	Period	1	2	3	4
Construction Cost	64.7	-	-	34.3	35.0
Professional Services	11.3	4.6	4.7	1.2	1.2
Furniture, Fixtures & Equipment	12.9	-	-	-	14.0
Sustainability Premium	0.8	0.2	0.2	0.2	0.2
Contingency	12.9	3.3	3.4	3.4	3.5
Transition Cost	5.5	-	-	-	3.5
Site	2.8	0.4	0.4	2.1	-
Taxes		.5	.5	2.6	3.4
	Total Uses	9.1	9.2	46.2	60.9

Appendix E: Stakeholder Engagement and Communication Plan

The Stakeholder Engagement and Communications Plan provides a preliminary approach for RPL to enhance its two-way communication with stakeholders, inform key decisions, and support achievement of desired objectives for renewal of the Central Library.

PLAN OBJECTIVES

The key focus of the communications and engagement activities throughout the Project phases is to keep stakeholders informed of Project plans, progress, and to receive and respond to questions and concerns raised by the community. International Association of Public Participation (IAP2) principles for public participation will guide all engagement activities⁵¹. Specific engagement objectives are to:

- Raise awareness about the Project and opportunities for involvement throughout the process, and to help stakeholders to understand the significance of the Central Library Project and how it impacts them and their community;
- Generate excitement and ownership over participation in the renewal of Central Library;
- Build capacity among stakeholders to participate in an informed dialogue about the current barriers, future vision, and community benefits;
- Make participation accessible to all residents and stakeholders, reaching a broad demographic that's representative of the community (feedback from all ages, and each stakeholder group);
- Create opportunities for positive media coverage and to manage issues as they arise, ensuring that RPL staff and the Board have clear and consistent messaging when speaking about the Project; and

⁵¹Spectrum of Public Participation. International Association of Public Participation <https://www.iap2.org/page/pillars>

- Build an identity as well as long term positive relationships with the community, building trust and engagement between stakeholders and RPL that endures beyond the life of the Project.

KEY STAKEHOLDERS

Stakeholders are individuals and groups with a stake or interest in the future of this Project. As the renewal of the Central Library affects everyone in Regina, every citizen is a stakeholder and will have the opportunity to participate in this Project. Some stakeholder groups have specific needs and interests related to the Central Library – or they may require unique engagement/outreach approaches – and many will be given the opportunity to offer focused input. Preliminary identification of key stakeholder groups are described below (in no particular order).

- **RPL Board:** appointed formal governance body that holds authority for key decision making related to the project
- **RPL Management:** leadership team that holds responsibility for successful completion of the project
- **RPL Staff:** current staff at the Central branch, as well as branches across the City, anticipated to be impacted by the project
- **Customers:** users of RPL services, including at central and other RPL branches across the City
- **Regina Public:** residents of Regina that support RPL through tax-supported funding and activities
- **City Council:** formal elected governance body that holds authority for decision making related to any borrowing or budgetary implications associated with the project
- **City of Regina Executive Leadership Team:** key RPL partner in the delivery of service across the City, including as a liaison to City Council and facilitation of support and guidance on an ongoing basis
- **City of Regina Major Projects Teams:** key RPL partner in the delivery of services across the City, with specialized expertise that is anticipated to continue to be sought by RPL in the delivery of the project
- **Partners and Collaborators:** key community groups that support the ongoing activities of RPL across the City, general types are anticipated to include the following:
 - **Service Delivery Partners:** organizations that deliver ongoing shared programs and services with RPL (e.g. Law Society of Saskatchewan that collaboratively provide law resources to RPL customers, Regina Early Learning Centre that collaboratively support early literacy programs and services, Regina Open Door Service collaboratively delivery language and literacy programs, etc.)
 - **Community Event Partners:** organizations that use RPL resources (space or services) to delivery community events and activities (e.g. Regina Downtown Business Improvement District, Regina Symphony Orchestra, Queen City Pride, etc.)

- **Collaborators with Shared Customer / Member / User Group:** organizations that frequently collaborate with RPL to delivery on community priorities for shared customers / members / users or equivalent (e.g. United Way, Carmichael Outreach, Royal Saskatchewan Museum, Reconciliation Regina, etc.)

SUMMARY OF PHASE 1 ENGAGEMENT

A summary of stakeholder engagement conducted as part of Phase 1 is described in Appendix C of this document. Feedback provided to date has and will continue to inform future project activities including those related to stakeholder engagement and communication. Specifically, feedback indicated that stakeholders sought the following considerations to inform future activities:

- Proactive ongoing engagement and communication through all phases;
- Transparent sharing of information;
- Disclosure of stakeholders engaged and summary of feedback received; and
- Engagement through various forms and mediums to enhance access for all interested in providing input.

STAKEHOLDER ENGAGEMENT IN FUTURE PROJECT PHASES

RPL will facilitate ongoing two-way community and stakeholder communications to ensure the public and stakeholders are well-informed; respond to inquiries; and ensure that project team members are mindful of community interests and concerns. RPL will communicate with stakeholders, community groups, businesses and the public regarding Project schedules, progress, developments and construction information. Ongoing engagement will continue to be refined as the project progresses.

IMMEDIATE NEXT STEPS

As RPL transitions into Phase 2, ongoing stakeholder engagement and communications will be critical to successful project funding and financing. Immediate planning focus has been placed on Phase 2. Decision making from Phase 2 will inform stakeholder engagement and communication plans in future phases. Additional planning is anticipated to be completed as part of all future project phases.

Appendix F: Implementation Plan

The preliminary project implementation plan, based on information available at the time of Needs Assessment and Project Plan development is summarized graphically on the following page. Additional detail and refinement is anticipated to be included at future project stages. Dates and activities remain subject to decision making.

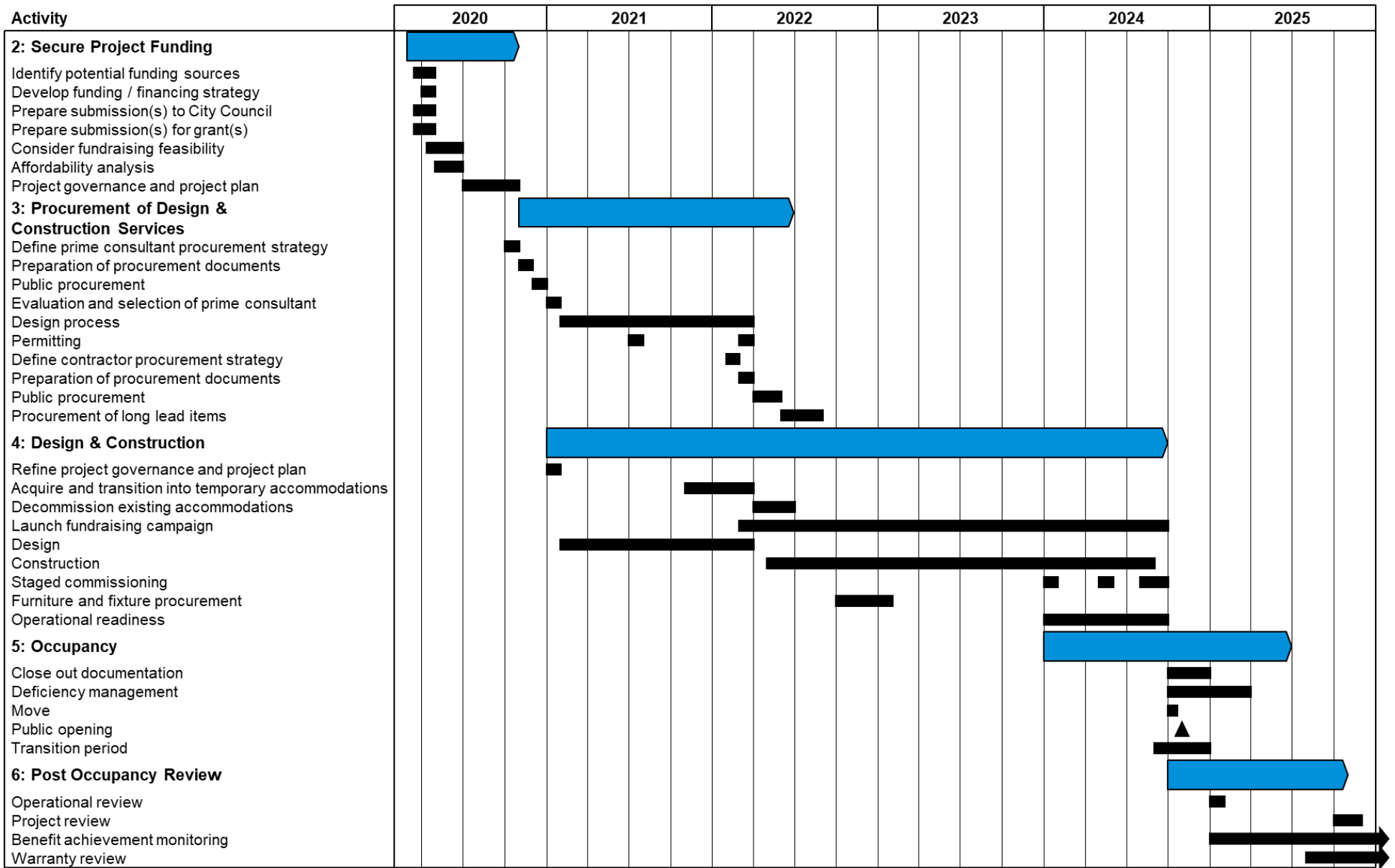


Figure 29: Summary Implementation Plan



kpmg.ca



Appendix G: Covid-19 Impact Analysis

The Covid-19 Pandemic has had adverse effects on many projects, businesses and industries across the world.

BACKGROUND

The Regina Public Library (“RPL”) has identified a need for renewal of its largest and most visited location, the central library. RPL has undertaken several initiatives and studies on the central library renewal since October 2008 to inform on decision making. The RPL Board of Directors has identified the renewal of its central library as a strategic priority (the “Project”). Colliers Project Leaders (“Colliers”) and KPMG LLP (“KPMG”) were engaged by RPL as an owner’s representative to support the initiative.

As part of Colliers and KPMG’s work, a Needs Assessment and Project Plan were developed in Spring 2020. Unexpected impacts related to the Covid-19 pandemic resulted in delays presenting the Needs Assessment and Project Plan to the Library Board and, ultimately, City Council. Since that time, significant impacts as a result of the Covid-19 have been experienced.

The following appendix summarizes impacts of the Covid-19 pandemic on the Needs Assessment and Project Plan for central library renewal. It reflects a point in time analysis. RPL as part of central library renewal will continue to be responsive and reflect community requirements, including those impacted by Covid-19, as it proceeds with future phases of the project.

The Local Presence of Covid-19

As the outbreak began in Wuhan at the end of 2019 and start of 2020, no one could have predicted the now realized affect of the Covid-19 virus. The following key impacts were realized by RPL.

- March 12, 2020 – First presumed case in Saskatchewan
- March 16, 2020 – All RPL branches closed indefinitely¹
- March 20, 2020 – Regina City Councillors pass motion to declare state of emergency
- July 9-13, 2020 – Regina Public Libraries re-opened after 15 weeks of shutdown

¹ CTV News. <https://regina.ctvnews.ca/all-regina-public-library-locations-closed-1.4854821>

- November 27, 2020 – central library capacity reduction to a maximum of 30 people to reflect provincial restrictions
- March 28, 2021 – Regina Public Libraries physical locations closed indefinitely

The timing was unfortunate for RPL, as the pandemic arrived in Saskatchewan as the Project was set to begin its early stages. With all the uncertainty and safety measures being undertaken, RPL began to face quantifiable impacts on its operations, and the Project was inevitably delayed.

Covid-19 Impact on RPL Operations

The initial lockdown, and subsequent social distancing measures put in place had significant impacts on RPL and its branches, most notably:

- Temporary Staff Layoffs – approximately 100 staff members were temporarily laid off²
- Temporarily, RPL was unable to accept its materials that were checked out when the lockdown began. RPL had thousands of items from its collection checked out and due to sanitization requirements, the drop box could not be opened.
- The early conceptions of Covid-19 were that it could be transmitted through surface contact. Due to these concerns, items that were returned had to face a 72-hour quarantine process, resulting in significant space limitations at central library and delaying collection access.

RPL once again demonstrated its adaptability and responsiveness. To continue to serve the needs of the community, RPL significantly shifted its programs and services. Some of these changes are considered short-term, while others are being adapted for long-term implementation. Numerous lessons were learned as a result of the pandemic. Highlighted examples of RPL's responsiveness include the following:

- The RPL transitioned many of its typical programs to virtual experience. In the early stages of the closure, tours of exhibits were recorded and were available for asynchronous viewing.
- RPL increased its licensing rights with several of its film partners to show more content that would typically only be available at the theater on site. Two of the noteworthy partners are CBC and National Film Board.
- A hotline was created for individuals to call into to ask questions they might typically be able to ask staff on the floor on site.
- The increase in reading during the pandemic presented RPL an opportunity to use curbside pick up and targeted packaging.
- RPL used its computing power during the closure to redirect the resources to research.

Although the pandemic posed significant challenges for RPL, the team found new and innovative ways to continue to deliver its services, sharing and learning with others

² Global News. <https://globalnews.ca/news/6960227/regina-public-library-employees-laid-off-coronavirus/>

through participation in national libraries organizations such as the Canadian Federation of Library Associations.

Original Need for the Project Assessment

The Needs Assessment and Project Plan identified key driving factors influencing the need for the central library renewal. A summary of the driving factors identified are described below.

Key Driving Factor	Summary Description
RPL Central Branch Facility Condition & Accessibility	The current building requires extensive upgrades to its building fabric and mechanical and electrical systems to bring it into compliance with the current building code. The building also does not meet the accessibility requirements as per the Uniform Building and Accessibility Standards Act and City of Regina policy. In the current state, RPL faces daily risk of failure which could result in temporary or permanent closure of the facility.
Role of Libraries in Communities	As part of the evolution of libraries, many communities are re-orienting libraries as community gathering places and hubs that not only provide traditional library services, but also act as a venue for social interaction, community learning, and expression.
Changing Demographics	Since 1962, Regina’s population has more than doubled, and is anticipated to continue to grow, resulting in further capacity constraints. As the demographics of the city change, primarily due to a spike in immigration to Saskatchewan, an increase in demand for specialized programs and services has been voiced by the community.
Central Library as a Foundation for Branches	The central library is the heart of a library system. The branches cannot reach their potential without a central library’s diverse collection, distribution, programming, and administrative support.
Alignment with Community Priorities	Central library development contributes to community-identified priorities including revitalizing Regina’s downtown, encouraging economic development, and enhancing quality of life for all residents.

FUNCTIONAL PROGRAM CONSIDERATIONS

Needs Assessment and Project Plan Functional Program

The functional program defined in the Needs Assessment and Project Plan was informed by RPL's Development Plan (2010) and P3Architecture's (in partnership with RPL) 2018 review and update report. The document identifies RPL's requirements for the proposed central library, beginning from the foundation of the Library's strategic directions documents, and ending with physical planning concepts. Refinements from the 2010 and 2018 studies were included to reflect ongoing library trends, and feedback gathered through stakeholder engagement in the Needs Assessment and Project Plan development process.

The functional program estimates the need for a facility approximately 150,000 square feet in size to operate efficiently. As the functional program reflects the purpose of the building and types of spaces required, and not the specific design and configuration of spaces, the order of magnitude scope and budget estimates have not been changed to reflect learnings from RPL's Covid-19 experience. Key trends such as flexible use, automation, wayfinding and navigation were already considered in functional program development. The functional program as defined includes expanded washrooms and public amenities; reconfigured collection spaces and access including more open space that would aid in physical distancing; automated acquisition and processing spaces; enhanced technology access; flexible programming spaces that can be reconfigured to meet capacity needs; separation and security controlled access to staff areas; and improved entrance and circulation space throughout the facility.

Functional Program Evolution

As described in the Needs Assessment and Project Plan, RPL intends to undertake a community-informed design process. As part of this process, the functional program will be expanded with supplemental detail to shift to a conceptual design. Following conceptual design, additional detail will be developed to lead to a detailed design for central library renewal. The community-informed design process is intended to test overall design principles, types of spaces, configuration, key design features, and furniture and fixture considerations.

As part of conceptual design, the functional program would be reviewed and refined in detail. Should delays be realized in proceeding with design, RPL may also seek additional functional programming advisory support to identify potential material changes based on Covid-19 learnings.

SHORT- AND LONG-TERM IMPACTS ON PROGRAMS AND SERVICES

Impact on Project Driving Factors

Beyond the impact on operations and response that was undertaken by RPL, the pandemic also re-highlighted the importance of the original need for the project. The

effects of the Covid-19 pandemic to date have been significant, but as the vaccine rollouts begin across the planet, positivity and aspirations of a return to “normal” are increasing.

In response to public health orders and direction, RPL rapidly shifted its operations in 2020. The Management team, Board and staff sought to balance essential service delivery with managing the health and safety of its staff and customers. Numerous physical facility constraints were realized in adapting operations, especially related to the central library location. Although some of the adaptations are anticipated to be temporary, the response has further highlighted driving factors discussed in the Needs Assessment and Project Plan.

A summary of the impacts of the Covid-19 pandemic on the driving factors for central library renewal are discussed below.

Key Driving Factor	Rationale for Increased Relevance
<p>RPL Central Branch Facility Condition & Accessibility</p>	<ul style="list-style-type: none"> ▪ Physical Space as a Barrier to RPL Responsiveness: RPL’s Business Continuity planning was significantly hindered by central library physical spaces. For example: <ul style="list-style-type: none"> ○ Limited storage space and a lack of automated collections management resulted in a delayed ability to accept returns and provide collections services due to health and safety risks identified related to surface transmission; other Canadian and international libraries rely on technology to process items and in some cases even sanitize them as well thereby avoiding this challenge. ○ Space restrictions meant that numerous pieces of furniture needed to be removed from public spaces, with limited storage space this resulted in converting high value spaces such as programming rooms into storage rooms. ○ A lack of staff space resulted in limited ability for physical distancing, thus limiting programs and services that could be delivered at the central library, and was a factor in requiring temporary layoffs. ○ Washroom locations and configuration meant that washroom capacity was reduced by approximately 50% - which is particularly significant given that washrooms are already a major challenge for the central library, this resulted in central library being limited to a total of four public washrooms for concurrent use in the ~75,000 square foot facility.

Key Driving Factor	Rationale for Increased Relevance
	<ul style="list-style-type: none"> ○ Material bottlenecks were identified that limited physical distancing capabilities, such as a single public entrance, single public elevator, narrow hallways, and escalator configuration limited the ability of staff and customers to safely move around the central library and access its services. ○ Work done by the OCLC (a global library cooperative) related to the reopening of libraries, archives and museums has explored the effective selection of surfaces and design to simplify the cleaning process to reduce the likelihood of transmitting viruses through contact, current RPL surfaces and spaces cannot be easily adapted to support enhanced sanitation measures. <p>▪ Ventilation and Building Mechanical System Constraints: RPL’s central library ventilation systems require significant renewal or replacement. With the increased focus on public safety through the reduction of airborne contaminants, RPL’s central library location is at an even increased risk. As identified in Group2’s Central Library Building Assessment Report:</p> <ul style="list-style-type: none"> ○ Air Handlers are beyond their rated service life. Group2 recommends the installation of a Dedicated Outdoor Air System. ○ Humidification systems are not designed for the Gallery Space, Group2 recommends the installation of new humidifiers. ○ Distributions systems would need to be resized to suit the load, Group2 recommends the installation of new Dedicated Outdoor Air System distribution. ○ End devices are not installed and would need to be resized / re-routed, Group2 recommends the installation of new end devices (e.g. pipe fan coils). <p>▪ Layout and configuration of spaces: As the needs of customers and role of libraries in the community evolve, flexibility and adaptability has been a critical consideration for libraries. The lack of flexibility in the physical layout and configuration of RPL’s central library served as a significant barrier in providing community services in 2020. For example, RPL had historically sought to ‘bring customers in’ by placing high use items in locations that encourage customers to browse and experience the various offerings in the central branch. Covid-19 considerations to limit physical touchpoints, reduce</p>

Key Driving Factor	Rationale for Increased Relevance
	<p>bottlenecks and gathering locations, and enable physical distancing resulted in a rapid change in movement of customers around the facility. Access to high use offerings was relocated and wherever possible customer touchpoints were streamlined. The current layout of the facility resulted in workarounds being ‘clunky’ and in some cases, not possible. Additionally, the lack of ‘separation’ of spaces meant that the ~75,000 square foot facility was reduced to a capacity of 30 people based on public health restrictions. Line ups are being experienced to access services. In a renewed space, alternative configuration would be explored to provide meaningful separation and adaptability to support service provision.</p> <ul style="list-style-type: none"> ▪ Cleaning: The ability for the Covid-19 virus to survive and transmit on surfaces has served as a reminder that proper sanitation measures are an important part of the collective health and safety of people. The nature of a library’s operations is conducive to a significant number of touchpoints and shared-use surfaces and spaces. RPL should consider potential solutions for its central library renewal that are easier to clean, reduce touchpoints where possible and promote a healthy, positive and clean image for the entire facility. ▪ Electronic capacity / flexibility: Access to phone and computer services were identified as a critical constraint when RPL locations were forced to close. Many Regina residents rely on the library to provide access to these essential technologies. Based on the physical layout of the central library, phone and computer access could not be enabled in a safe, reliable way. Upon re-opening, numerous computers have had to be ‘closed’ to maintain physical distancing requirements. RPL sought opportunities to shift computer locations, with the electrical systems, layout and capacity barriers in shifting technology access.
<p>Role of Libraries in Communities</p>	<ul style="list-style-type: none"> ▪ Regina’s Primary Free Technology Access Provider: Access to digital technology has been critical for all ages and demographics to maintain social connection and enable access to services during the Covid-19 pandemic. RPL sought to be responsive to the need for digital access, by expanding the radius of its Wi-fi services, providing technology training, and expanding digital services such as virtual access to exhibitions. RPL’s essential role in supporting equitable digital access was highlighted by the pandemic, with a rapid shift toward virtual access to programs and services. In many cases, clients can no

Key Driving Factor	Rationale for Increased Relevance
	<p>longer apply to services without access to a computer. RPL provides access to computers, printers, scanners and other technology platforms. Physical space and building systems limitations (e.g. electric capacity) restrict RPL from expanding these services. Additionally, physical distancing requirements limit the availability of many of RPL’s current computer locations.</p> <ul style="list-style-type: none"> ▪ Critical In-Person and Digital Child and Youth Education Provider: RPL promptly responding to digital education needs for children, for example through rapid online delivery of Science, Technology, Engineering, Arts and Mathematics programming. The library system, and the Children’s Branch located at the central library is a critical support resource to the in-person and digital learning environment for children and youth in Regina. Notably, when schools were closed as a result of the Covid-19 pandemic, RPL supported Regina’s School Divisions, teachers and parents providing home-based schooling and educational activities. As demand for alternative educational opportunities, such as formal and informal ‘learning pods’, RPL will play an important role in providing resources, programming and services to support the development of Regina’s next generation of leaders. Expanding and sustaining central library’s specialized children and youth programs and services will be critical to the future of Regina. ▪ Business and Economic Recovery Support Resource: An article by Forbes³ has found that there are businesses across the United States who have been leveraging the available set of learnings and resources at their local libraries to help adapt to the current work environment. Between the collection and research tools, and the expertise of librarians to help find and utilize the best information possible, businesses are actively finding ways to handle periods of downturn and pivot to respond to changing economic opportunities. Central library is home to RPL’s business services specialist. This service and expertise are, and will continue to be, an important resource for the ongoing sustainment and growth of Regina’s business community. Specifically, in a virtual environment, this was one of the most popular service areas that RPL provided according to RPL data tracking. ▪ Facilitator of Community Connection and Integration: As part of the evolution of libraries, many communities are re-

³ Segal, Edward. Forbes. Public Libraries Can Help Companies Survive the Coronavirus Crisis. November 25, 2020. Public Libraries Can Help Companies Survive The Coronavirus Crisis (forbes.com)

Key Driving Factor	Rationale for Increased Relevance
	<p>orienting libraries as community gathering places and hubs that not only provide traditional library services, but also act as a venue for social interaction, community learning, and expression. Although books still represent a large part of their core service, more and more libraries are finding creative ways to use space for other forms of inspiration, learning, sharing, and community engagement. The library is becoming a meeting place for residents to come together and to stay in touch with the community. During the Covid-19 pandemic, many libraries including RPL delivered new ways of connecting and facilitating social connection and interaction. For example, qualitative feedback from RPL hotline users indicate that the implementation of RPL’s hotline provided important connection. Many individuals have stated the hotline became their only source of communicating with others during the absence of visiting the locations. It is anticipated that some of these virtual approaches will remain, to be complemented by in-person approaches as vaccines rollout and safe in-person gathering returns. It is anticipated that some pent-up demand for engagement will be experienced, with current central library space insufficient to meet historical or future demand for gathering. Given the importance of interaction to mental health and overall well-being, libraries are a vital source of wellness for Regina, which was further illustrated during the Covid-19 pandemic.</p>
<p>Changing Demographics</p>	<ul style="list-style-type: none"> ▪ Increased Demand due to Immigration: Canada has increased its immigration intake targets for 2021-2023⁴, with the pandemic anticipated to result in a backlog of service needs for newcomers to Regina and area. The central library plays an important role in language training, access to materials in various languages and other key settlement supports. In the current state, RPL is already significantly limited in physical spaces for the provision of these services. An increase in demand would result in RPL being unable to fulfill and / or respond to the demand for these services in its downtown location. ▪ Increased Demand due to Unemployment and Re-training: Unemployment rates experienced an uptick as a result of the pandemic. It is anticipated that economic recovery will take an extended period. In periods of economic recession and / or high unemployment rates, libraries play an important role in

⁴ Government of Canada. <https://www.canada.ca/en/immigration-refugees-citizenship/news/notices/supplementary-immigration-levels-2021-2023.html>

Key Driving Factor	Rationale for Increased Relevance
	<p>supporting re-training and access to resources to support individuals seeking employment⁵. Further increased demand for these services will be underserved by RPL who is constrained by space limitations to expand its business services and programming.</p>
<p>Central Library as a Foundation for Branches</p>	<ul style="list-style-type: none"> ▪ Central Library Support to Other Branches: The central library is the heart of a library system. The branches cannot deliver the current complement of services without a central library’s diverse collection, distribution, programming, and administrative support. Planning, response and business continuity was planned and delivered from RPL’s central location. As RPL’s largest and most visited location, its central distribution and collection management was critical in supporting re-opening activities. For example, accepting returns, enabling curbside and drive-thru services, and coordinating public computer and telephone access. Physical limitations related to the current central library served as a primary barrier in ongoing service delivery in-response to unprecedented impacts from Covid-19. RPL has proactively identified central library physical space investments such as automated materials handling systems, physical configuration changes to streamline branch distribution such as storage and loading spaces, and shifting the circulation of people in the central branch to reduce touchpoints and bottlenecks as key to providing business continuity for all RPL locations in the City.
<p>Alignment with Community Priorities</p>	<ul style="list-style-type: none"> ▪ Infrastructure Spending to Stimulate the Economy: During periods of economic uncertainty, investment in public infrastructure can play a critical role in increasing economic activity, creating jobs, and generating tax revenue. This Project aligns well with those priorities, given the projection of creating 463 FTE jobs, and one-time economic value add of \$69M. Furthermore, the ongoing operation of the central library would lead to \$11.1M of annual recurring financial impact and create or sustain 134 FTE jobs, 95% of which would be kept within Saskatchewan. Investment in central library renewal to support Regina’s economic has never been more important, with this Project serving as a key opportunity for short- and long-term economic activity.

⁵ American Library Association, Libraries and Covid-19, <http://www.ala.org/advocacy/sites/ala.org.advocacy/files/content/advleg/tools/Community%20Leaders%20One%20Pager.pdf>

The Covid-19 pandemic has highlighted and strengthened the need for investment into central library renewal. Each of the driving factors identified in the Needs Assessment and Project Plan have been elevated by Regina's Covid-19 experience. Specifically, the lack of flexibility and adaptability of the current central library physical space has and continues to be a barrier to meeting the needs of the community.

Short-term Implications

In the short-term, RPL has prioritized service adaptations and modifications over required physical space changes at the central library. Where required, this has included temporary closure of some amenities (e.g. reduction in the number of computers and washrooms), redirecting customers (e.g. directional signage and movement around the library), and physical barriers. Major investments in changing the configuration of spaces and / or mechanical systems are required; however, due to planning underway related to major renewal are not being made in the immediate future.

Due to physical limitations, public health requirements, and RPL health and safety objectives service disruptions have and continue to be realized, especially at the central library. Where possible, virtual services have and continue to be offered. Customers have expressed a desire to return to in-person services when safety protocols allow. For example, in-person seminars are suspended, child's toy lending has been suspended. and waiting times are being realized to access central library due to capacity restrictions. These short-term implications are expected to remain until public health requirements are reduced.

As demonstrated by RPL's response to the pandemic, to-date, it will remain as responsive as is feasible to the needs of the community. Major investments in physical spaces at central library will not be made until greater certainty related to renewal is obtained.

Long-term Implications

The Covid-19 pandemic has heightened the need for renewal of central library to meet the needs of the community. As previously described, each of the driving factors for the Project have been realized in the response to the pandemic. Critical objectives of the Project include enabling responsiveness to community priorities and adding capacity and flexibility to the entire RPL system. The need for physical space to position RPL for continued evolution and shifts in programs and services was identified as critical even before the Covid-19 pandemic. The pandemic has served as an example of external influences that RPL must shift and adapt to accommodate. RPL has and continues to be responsive to changes, with the age and condition of the current central library facility serving as a primary barrier. For example, given the success of the curbside pick up, RPL has explored the possibility of having a drive thru, an accessory that is beginning to appear in other libraries in Canada. This would require appropriate site selection that has the space for both the library, parking and additional driving space.

RPL's long-term programs and services are informed by community engagement and library leading practices. RPL is currently gathering feedback from community members regarding the impact of Covid-19 on central library renewal. This information will serve both to inform the project, as well as to inform RPL long-term planning.

The design of the central library facility intends to be appropriately designed to respond to the evolution of libraries. Even amidst vaccine rollouts, social distancing and sanitizing measures are expected to remain in place indefinitely. Whether it be for social distancing purposes, or other program uses within the library, configurable furniture, walls, and spaces are an important part of the design of future-focused libraries. Even in a bigger facility, the central library renewal will be designed and planned with emphasis on flexible floor planning, and a focus on efficient use of space.

Key Stakeholder Inputs

Appendix C provided a stakeholder engagement summary that yielded valuable feedback in late January through early February 2020. From the summarized feedback, key relevant feedback that may be impacted by Covid-19 includes the following.

Various Groups – Modern, Fun and Safe

Safety was identified as an important consideration for supporters of the new project. These are the factors that contribute to the desire to feel comfortable while visiting the facility. Being able to provide a renewed facility that provides clean surfaces, program and service delivery, and air will be important areas to address. Major investment is required to achieve long-term safe use of the facility, which have been exaggerated by the pandemic.

Various Groups – A Welcoming and Accessible Community Hub

As Covid-19 fatigue wears longer, people will begin to re-appreciate or appreciate social interaction and gatherings. The timing of this Project coincides with the evolution of libraries and breaking away from dated perceptions that libraries are focused only on 'books'. Commitment to the Project and framing it as a modernization and providing a place to connect can gain further support and excitement around the Project as we move towards being able to gather and socialize once more.

The overall need for the central library renewal has only increased as the pandemic has carried on. RPL currently can leverage lessons learned from the initial planning of the Project and the pandemic to adapt the design to fit within shifted priorities, needs and desires, while improving the public perception of the project.

Public – Economic Challenge

As a result of Covid-19, the need for stimulus to re-ignite the economy has been identified. The Government of Saskatchewan is undertaking its largest infrastructure program ever, with an objective to stimulate economic activity. The City of Regina has a similar opportunity to capitalize on historically low interest rates and a need for

economic stimulation. The central library can provide short-term construction-related economic impacts, while also providing long-term quality of life improvements for Regina residents. Central library renewal can be a cornerstone in the economic development of the downtown, serving as an attractive amenity for the retention and attraction of people, businesses and organizations to Regina.

Follow up engagement occurred January through April 2021 to identify if perceptions had shifted as a result of Covid-19 impacts. The information demonstrated, both through interviews and based on public polling, that there continues to be strong support to invest in central library renewal.

NEXT STEPS AND ACTIONS

Changes to Scope or Planning

Identified or Strengthened Wishes for New Facility

The current facility limitations at the central library have encouraged planning and activities related to renewal, as many of the current limitations are not problematic exclusively during the pandemic. Regardless of the pandemic, the following critical physical limitations remain:

Next Steps and Decision Items

The Covid-19 pandemic has increased the need for central library renewal. Delays have been realized in obtaining approvals to proceed with future stages of the Project as resources have been redirected towards response activities. RPL remains committed to proceeding with the Project and intends to seek funding approval from the City of Regina in the near future. In addition to analyzing the impact of Covid-19 on the Project, RPL has obtained supplemental stakeholder input and feedback to identify if public perceptions related to the Project had shifted from feedback gathered pre to post pandemic.

In addition to delaying decision-making activities and gathering supplemental feedback, RPL has identified the following adaptations to its Project Plan in response to the pandemic:

- The functional program will be reviewed and validated as part of conceptual planning in Phase 4 of the Project. This review will include consideration of learnings from the Covid-19 pandemic. Other Canadian libraries are currently in the planning and design stage of central library renewal. Based on the current Project schedule, RPL anticipates it may be the first Canadian central library that would be updating its functional program post-pandemic. Other libraries, notably Saskatoon and Ottawa, are currently in the design stage. It is anticipated that lessons learned will be available from both of these projects to be adapted for a made-in-Regina approach.

- RPL has participated in various Canadian Urban Libraries Council activities related to library response to the pandemic. As part of its involvement, RPL has obtained important learning and understanding of best practices that can be incorporated into planning and design activities. RPL intends to remain connected to these important library networks and communities to support renewal activities.
- Stakeholder engagement has been identified as a consistent activity across all stages and phases of activity. RPL will continue to gather input and guidance from customers, partner organizations, and community members as it proceeds with the project.

Appendix H: Multi-use Facility Analysis

A multi-use facility was not recommended for the new central library project for RPL.

BACKGROUND

The Regina Public Library (“RPL”) and its Board of Directors has identified a need for renewal of its largest and most visited location, the Central Library. RPL has undertaken several initiatives and studies on the Central Library renewal since October 2008 to inform on decision making. Colliers Project Leaders (“Colliers”) and KPMG LLP (“KPMG”) were engaged by RPL as an owner’s representative to support the initiative.

As part of Colliers and KPMG’s work, the Needs Assessment and Project Plan were developed in Spring 2020. The development of this document included analysis of historical work towards renewal, stakeholder engagement, analysis of renewal options, and preliminary analysis related to potential site considerations. The Needs Assessment and Project Plan will inform decision making related to potential future phases of work. Future phases may include funding and financing plan development, design, construction, transition to operations, and lessons learned.

Unexpected impacts related to the Covid-19 pandemic resulted in delays presenting the Needs Assessment and Project Plan to the RPL Board and City Council. During that time, key stakeholders raised the potential for reconsideration of a multi-use approach to renewal. The following appendix describes historical analysis and efforts undertaken related to a multi-use downtown facility for central library operations, supplemental information regarding the analysis undertaken as part of the Needs Assessment and Project Plan, potential multi-use options in the context of downtown Regina, and lessons learned related to multi-use facilities explored by other Canadian central libraries.

Historical Efforts and Analysis

In 2011, RPL and the Globe Theater were pursuing a strategic partnership based on feasibility study work that had been in progress since 2009. The objective of the partnership was the development of a downtown Cultural Centre. Efforts between 2009 and 2011 also considered inclusion of the Mackenzie Art Gallery in the Cultural Centre. This proposed Cultural Centre intended to support revitalization of the downtown core and enhance the city’s cultural vibrancy.

The Cultural Centre was designed to include the Central Library, significant public meeting spaces, a theater company, an art gallery, a hotel, and additional retail and leasable spaces. The library portion of the project was submitted to PPP Canada and refined to meet the relevant requirements, including being re-fitted to occupy space on land that was currently owned.

RPL invested significant effort and time in exploring this option but ultimately, the project was unsuccessful and work on the planning phase was stopped. There were three major obstacles that ultimately contributed to the cancellation of the project:

- (1) Declined offer that RPL had made to purchase additional land for the project.
- (2) Indication from PPP Canada that despite being eligible for the program, federal priorities at the time would not lead to a successful outcome for RPL.
- (3) Redevelopment of current Central Library land to maximize potential footprint was too difficult logistically and too expensive to be a feasible option for the project.

Since completion of this analysis, the Globe Theatre has proceeded with renewal of its current facility to meet its requirements; therefore, it is no longer seeking a potential partnership with RPL to support its facility requirements. Subsequent cultural partners to serve as primary partners and contribute capital and operating funding toward the project have not been identified.

Needs Assessment and Project Plan Analysis

The Needs Assessment and Project Plan includes an options analysis, presented in pages 55 to 61 of the document. Seven potential options for central library renewal were considered, including a 'Shared Use' option. Based on the criteria and weighting defined, new build was identified as the preferred approach.

The Shared Use option was defined as: Design and construction of a shared facility with defined primary partners that would contribute funding and a long-term commitment for the use of the space; and disposal of the current facility and site.

A summary of the analysis related to the Shared Use option is presented below. For additional information related to criteria definition, and how analysis of this option aligns with other options considered, please see the Needs Assessment and Project Plan. The analysis was informed by review of historical documentation, stakeholder input, leading practice, and KPMG experience on similar projects.

Criteria	Weighting	Shared Use Rating	Rationale
Project Alignment	3	3	<ul style="list-style-type: none"> ▪ Dependent on the partner(s) defined, it is assumed that a shared use facility would support achievement of RPL key objectives, notably being responsive to community priorities and supporting economic growth. ▪ Potential constraints may be realized related to ensuring a welcoming, accessible and inclusive space dependent on the potential partner(s) included in the multi-use facility.
Future Proofing	2	2	<ul style="list-style-type: none"> ▪ Relative to other options, a shared-use facility reduces potential future flexibility to accommodate changing functional and programmatic needs as all changes would need to be facilitated through and in collaboration with partner(s). ▪ Additionally, should partner(s) operations need to cease and/or change, RPL could be in a challenging position to adapt its operations.
Value for Money	2	3	<ul style="list-style-type: none"> ▪ Potential benefits may be realized related to the capital and operating costs associated with the facility, as the Shared Use option assumes that financial contributions would be made by potential partner(s). ▪ Some increase in administration and overhead would be expected to support ongoing management, governance, and oversight of the Facility.
Degree of Control	2	1	<ul style="list-style-type: none"> ▪ The Shared Use option significantly reduces potential RPL control to deliver on its mission, vision, values and brand. It is expected that a Shared Use facility would be governed by established contractual agreement(s) that would define processes and decision-making authorities related to the facility. Similar facilities and operations have required complex processes related to operations and governance.
Footprint	2	3	<ul style="list-style-type: none"> ▪ The Shared Use option assumed that the required capacity and space would be incorporated as part of the design and construction of the Facility.

Criteria	Weighting	Shared Use Rating	Rationale
Specialized Functional Needs	1	3	<ul style="list-style-type: none"> The Shared Use option assumed that the design and construction of the Facility would incorporate unique requirements associated with the theatre, gallery, collection and programming needs. For example, including the appropriate heating, cooling and humidity control systems for the gallery.
Timing	1	1	<ul style="list-style-type: none"> Based on experience with similar projects, the Shared Use option is anticipated to require a longer time frame. The extended time period would reflect a need to identify potential partner(s), negotiate funding arrangements, develop appropriate Agreement(s) related to delivery and operations, and extended time frames required for multiple layers of decision making during the design period.
Total		31	No primary partners have been identified at this time. Additionally, no suitable downtown sites of 2 acres or greater, have been identified at this time.

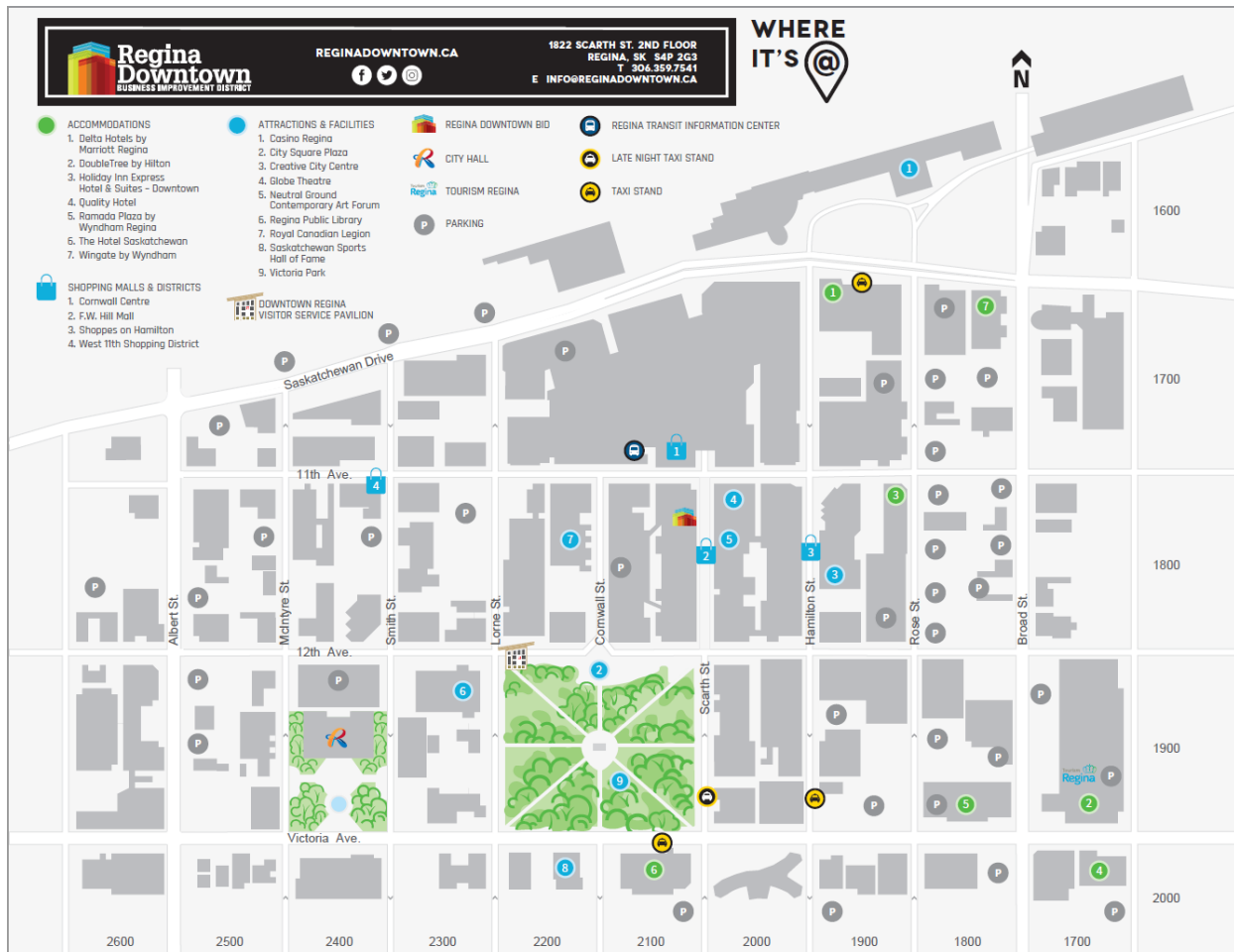
The selection criteria and weighting were chosen very deliberately to align with the needs of RPL, the priorities of the project and inherent opportunities and limitations surrounding the entire process. The pursuit of a new build for the Central Library is the best option for RPL to complete a successful project.

CURRENT ENVIRONMENT AND SUITABILITY OF MULTI-USE FACILITY

Key to considering the suitability of a multi-use facility is the context of the community. As part of analysis in 2011 and 2019, downtown Regina context was considered. The community has continued to see significant change, including as a result of Covid-19 implications since completion of the 2019 analysis. The following section describes supplemental analysis to identify suitability and / or suitable potential partners.

Downtown Regina

The map below taken from Regina Downtown's website highlights the available facilities and amenities currently available.



At first glance, what is noteworthy about the map is the presence of underutilized space available in the current downtown core, but a general lack of readily available and/or excess space. This is a well understood barrier to the entire project. The map also identifies the presence of several institutions such as: Saskatchewan Sports Hall of Fame, Globe Theater and Neutral Ground Contemporary Art Forum, who could make sense as potential partner(s) as other cultural entities, but already have their own space.

The Fit of a Central Library in City of Regina Growth Plans

The investment into a central library is well understood as an action that can help secure the vitality of downtown cores, while stimulating economic development and binding diverse communities together. In Canada, several examples exist including the Halifax Central Library, Calgary Central Library, and Saskatoon Public Library which has and continues to encourage development of historically underused parts of their

downtown. “It’s amazing for me, being involved with libraries for all these years,” says the CEO of Calgary Public Library, “to see the transformation, from an institution that was often an afterthought, into something that is now, in many ways, at the forefront of the development of great urban places.” (Globe & Mail, 2018).

The City of Regina has downtown as a key consideration in its outlined objectives and principles from the Vision for Downtown Regina. Objective J) from the Official Community Plan for Regina Downtown Neighbourhood is “To create a cultural activity hub that will inspire creativity and innovation”, an objective that can be easily met with the development of a new Central Library. Furthermore, principles 4-6 from the plan are connected, dynamic and a hub for arts, culture, creativity, innovation and knowledge.¹ There is a well-defined opportunity for RPL to become a centrepiece in the redevelopment plans that can define the image of Regina for the future.

Potential Partners

RPL has not had any partners identify themselves as interested in serving as a potential primary partner for a multi-use facility. Many of RPL’s customers and community partners have identified a desire to access and use a future facility, such as Queen City Pride that commonly rely on RPL for event facilities, Regina Downtown Business Improvement District that rely on RPL public amenities (e.g. washrooms and water fountains) to support a vibrant and accessible downtown, and Regina Open Door Society who incorporate RPL collections and programs to support their clients and the community. These potential future community users have been considered in the definition of the functional program to date.

To serve as a potential partner for a multi-use facility, RPL would seek a partner that would contribute financial to both the capital and operating costs of the facility. For example, RPL served as a partner in the māmawêyatitaân centre, working collaboratively with Regina Public Schools, North Central Community Association, City of Regina and others. This integrated facility was borne out of a specific vision and need in the community. Each partner independently was seeking space in the same area and identified some cross over in the community members and customers that each sought to support. This partnership took years to establish, with design and construction of the facility also taking years.

In considering potential partners seeking downtown space and / or seeking to support similar customers to those of RPL, the following preliminary partners may be considered for further exploration.

Pool

The City of Regina has identified a need to renew the Lawson Aquatic Centre. A site has not yet been identified. In other locations in the community, a multi-use facility

¹ Official Community Plan Part B.4 Regina Downtown Neighbourhood. Design-Regina-B.4-Regina-Downtown-Neighbourhood-Plan.pdf

shared between recreation facilities and a library have been suitable, for example the Sandra Schmirler Leisure Centre.

The Central Library location requires significantly more space than these branch locations, to reflect the increased volume of customers visiting the central location as well as to accommodate specialized services like the Dunlop Art Gallery, film theatre, and staff / administrative spaces. Additionally, the Lawson Pool is expected to require additional space to reflect community requirements for a competition size pool and corresponding amenities. Based on a review of downtown Regina, a suitable site with appropriate access to meet RPL needs would make this option unfeasible.

Additional costs would also be expected to co-locate these facilities to ensure appropriate separation of building systems and activities due to specialized priceless collection items that are housed at RPL's central branch, such as items in its art collection.

Theater

RPL operates the largest theatre in downtown Regina. Numerous other cultural facilities and theatres are currently operational including the Globe Theatre and Neutral Ground Contemporary Art Forum. Other important community-based cultural facilities are located in neighborhoods across the City.

A cultural hub was previously identified as a suitable renewal approach based on Globe Theatre being an interested partner, having complementary program and service offerings to RPL, and the Globe Theatre being prepared to materially contribute to the capital and operating costs of the facility.

Since this partnership was explored, the Globe Theatre has acquired funding and moved forward with renewal of its existing facility. It is therefore anticipated that a partnership with the Globe Theatre is no longer feasible.

Other cultural organizations have not expressed an interest and / or the financial capacity to invest in a downtown location as a primary partner to the RPL at this time.

YMCA/YWCA

Both the YMCA and YWCA have historically provided programs and services in downtown Regina, in dedicated spaces owned and operated by each organization. There is also some cross over in customers with the organizations, especially related to youth and children's programming.

The YWCA has recently moved forward with development of a multi-use facility and therefore is not anticipated to be interested in pursuing a partnership with RPL. The YMCA recently announced closure of its downtown location. It is believed that closure of the downtown location is primarily driven by the condition of its current facility and costs of operations of the facility. As part of the closure, the YMCA identified that it would

focus on operations of its North Regina location and deliver community programs and services from the single permanent location.

Although early in its transition, the YMCA may be a suitable user of the facility, renting space to deliver activities. Due to its financial capacity and risk in changing operations, they are not considered a suitable potential partner at this time.

Church/ Worship Space

Numerous churches and worship spaces are located in downtown Regina. Many of these facilities are also facing need for renewal to address the condition of their facilities. Partnering with a worship space may present opportunities to maximize the utilization of a downtown space.

However, a multi-use facility shared with an organization with religious affiliation does not align with RPL's mission, vision or operations. Specifically, RPL intends to be a welcoming and accessible facility for everyone, providing a safe space for all community members. Even with separate of spaces, the perception of religious affiliation would make this potential partnership unfeasible for RPL.

Commercial / Residential Space

The continued diversification and expansion of Regina's downtown requires investment in commercial, residential and institutional spaces. Recent major infrastructure projects such as Hill Tower 3 have a direct impact on the vitality of Regina's downtown. A potential private partner could be explored to develop an office, residential, or other commercial or residential facility, with RPL co-located in the facility. Numerous commercial arrangements could be established ranging from a lease relationship, to joint ownership, to RPL serving as a landlord to other tenants.

In the current state, there is significant commercial and residential vacancy in downtown Regina. RPL has not been approached by any developers with an interest to establish a multi-use facility. The commercial and financial implications of multi-use facility with a private partner would require mindful development to reflect the unique needs of RPL and the partner(s). Establishing this relationship is anticipated to require a significant amount of time and investment.

Due to the imminent risk of failure, RPL requires a timely solution. Additionally, the potential for conflicts in the vision and mission of the facility between RPL's mission and a private partner's objectives risk the overall success of the project.

Suitability of a Multi-Use Facility in Downtown Regina

Space

The selected location of the Central Library will be critical to the successful contribution toward these City objectives alongside RPL objectives to supporting access for customers. Preliminary functional program development has identified the need for an

approximately 150,000 square foot facility. Based on leading practices indicating that central libraries typically seek not to exceed four floors, a footprint of approximately one (1) acre would be required to support central library programs and services. To facilitate a joint use facility, additional space is anticipated to be required, resulting in an increase in land required to facilitate the building, parking, and related amenities. Dependent on the potential partner, a site approximately two (2) acres in size may be required.

Preliminary analysis indicates limited space available in downtown of the size required for development. To support project success, finding the appropriate space is a necessary task. In the previous phase of work, several sites were identified.

Location	Space Available
Current Site	1.05 Acres
Current Site + Adjacent Land	1.60 Acres
Capital Pointe + Adjacent Land	1.09 Acres
Rose and Victoria	1.11 Acres
12 th and Rose	1.38 Acres
11 th and Rose	1.02 Acres
11 th and Broad	1.57 Acres

To build a suitable multi-use facility, a plot of land of two (2) acres or bigger is anticipated to be required. No feasible solutions in the downtown core fit those requirements. Furthermore, the latter 4 options are currently parking lots. Building onto parking space reduces the amount of parking downtown, which could exaggerate the issues of access due to a lack of parking options.

Partner Selection

Another limitation is the process of selecting a partner, and the intricacies and challenges that arise during a partnership. Currently, no suitable partners have been identified for the project. Additionally, the effects of COVID-19 on the financial results of many entities across the world may also limit the field of potentially interested partners due to reduced or delayed capital expenditures.

The inclusion of a partner also creates additional risks in the project, as evidenced by the dissolved partnership with the Globe Theater. Approval measures, space requirements and funding avenues are all additional barriers needed when partnering for a new facility.

Efficiency of Operations

As experienced and further highlighted by the Covid-19 pandemic, libraries are an essential part of our communities and need to be nimble and adapt to changing circumstances. RPL demonstrated its ability to meet changing community requirements, supporting access to digital materials, curbside pickup, and shifting physical operations for the health and safety of staff and customers.

With a need to continue to adapt and change frequently, independence and an appropriate degree of control supports RPL’s ability to be responsive to the community. Adding complexity through formal governance arrangements will require longer timelines, additional administration, and ongoing coordination with partner(s). This reduces RPL’s focus on its core operations. Additionally, with the central library the largest and most visited of RPL’s locations, the central library provides critical foundational programs, services and administrative support to other RPL locations. Potential efficiencies and sharing would be limited through a need to tailor to partner operations rather than focus on RPL needs and potential library system-wide approaches.

LESSONS LEARNED FROM COMPARATORS

Overview of Chosen Comparators

There have been numerous Central Library renewal projects that have been or are being undertaken in cities across Canada. Four comparative examples that have contemplated or selected multi-use facilities as part of their central library renewal are highlighted below.

Comparator	Multi-use	Size of New Facility
Calgary	Transit Hub	278,000 square feet ²
Ottawa	Library and Archives Canada	216,000 square feet ³
Guelph	Commercial / Institutional / Residential	88,000 square feet ⁴
Saskatoon	None	149,000 square feet

Specific Highlights of Comparators

Calgary

Highlights

- Calgary Public Library (CPL) was developed consistent with the Recreational Master Plan 2010-2020.
- Project was aligned with transit development; the location was chosen due to proximity to key stops.

² Retrieved from Archello, <https://archello.com/project/calgarys-new-central-library#:~:text=The%20New%20Central%20Library%20occupies,40%25%20of%20the%20site%20area.>

³ Retrieved from Ottawa Citizen online, <https://ottawacitizen.com/news/local-news/take-a-first-peek-at-what-ottawas-new-super-library-will-look-like#:~:text=The%20new%20library%20will%20occupy,per%20cent%20of%20the%20space.>

⁴ Retrieved from Guelphtoday.com, <https://www.guelphtoday.com/local-news/time-to-act-council-urged-to-approve-62-million-new-central-library-2766642#:~:text=Construction%20of%20the%20new%20central,the%20community%20into%20the%20future.>

- Site chosen was believed to be an encouragement for downtown development. Location is not in the core of downtown, but rather in a historically underused part of downtown.

Applicability and Lessons to Learn

- Project worked for Calgary; they had the space to develop a facility of appropriate size for multi-use – building square footage equals 6.4 acres.
- The timing was appropriate for the partnership, was deliberately planned.
- The partnership is between two public entities, both well aligned with City of Calgary operations and activities.
- Funding, both capital and operating, were contributed to the facility by both partners. Based on property taxes as a critical funding source for both entities, the risk of potential funding being unavailable for future operating and / or capital maintenance is considered low.
- Site location, size, access and configuration are critical to supporting a multi-use facility.
- Complementary activities, such as those enhancing access to the central library and sharing of public amenities can bring benefits to multi-use partners.

Ottawa

Highlights

- Project started as a joint-intent project between Ottawa Public Library (OPL) and Library Archives Canada in 2016.
- Site evaluation was done for OPL for both stand-alone and for multi-use options.
- Multi-use was identified as the preferred option during planning.

Applicability and Lessons to Learn

- The partnership is between two public entities.
- Funding, both capital and operating, are being contributed to the facility by both partners. Based on the relationship of both entities to government (OPL to City of Ottawa and Library Archives Canada to the Government of Canada), the risk of potential funding being unavailable for future operating and / or capital maintenance is considered low.
- The entities are operationally similar, creating less complex facility needs, planning and design.
- OPL was working with the Federal Government, benefiting from the advantage of direct communication.
- Mutually beneficial project that address multiple, similarly timed needs.

Guelph

Highlights

- Old facility was dated and undersized for needs.
- City of Guelph driven project, with Guelph Public Library (GPL) leadership encouraged to be actively involved in the planning process. The facility will be owned by the City of Guelph (unlike other examples owned by the Public Library).
- Smaller size (88,000 square feet) than contemplated for RPL (150,000 square feet).
- Considered multi-use facility for more cost-effective options. Options focused primarily on potential commercial or residential co-located spaces.
- Also considered pursuing a standalone location as an anchor to encourage new development and private sector investment, leading to new tax revenues.

Applicability and Lessons to Learn

- A multi-use facility is being planned, co-located with commercial, institutional and residential space. As of October 6, 2020, the City of Guelph was still searching for an institutional partner.⁵
- The absence of a partner will result in additional space being converted into extra residential units.
- Space needed for the new facility is in excess of 2 acres. The project is being driven by the City of Guelph which has greater ability to influence site selection and availability, which has influenced the more flexible planning approach taken to date.

Saskatoon

Highlights

- Downtown located, ~150,000 square foot library facility. Intended to serve a hub and encourage north downtown development. Located in an area of downtown that has seen less recent development, in an effort to encourage vibrancy in downtown 'hubs'.
- A funding plan was established prior to the development of a Business Case, reducing the borrowing required for the facility.
- Multi-use facility (joint use) analyzed as a potential option in the Business Case phase. A multi-use facility was considered unfeasible due to downtown site limitations and availability /interest from suitable potential partners.

⁵ Retrieved from GuelphToday.com, <https://www.guelphtoday.com/local-news/time-to-act-council-urged-to-approve-62-million-new-central-library-2766642#:~:text=Construction%20of%20the%20new%20central,the%20community%20into%20the%20future.>

- Library has numerous strategic partnerships unrelated to facility use and control.

Applicability and Lessons to Learn

- Saskatoon Public Library (SPL) elected to not pursue a partnership, received approval and the project has now begun, with completion slated for 2026.
- As part of its development approach, SPL has focused on developing collaborative relationships with Saskatoon organizations and key stakeholders that would have an interest in using the facility. The SPL seeks to provide a community hub and foundational spaces to support numerous community groups.
- Funding availability and planning provides enhanced flexibility to align with community needs and be responsive to stakeholder feedback.

NEXT STEPS AND ACTIONS

Encouragement of Shared Users

The preferred renewal option remains a new build for a standalone central library location in downtown Regina. This approach continues to best align with the objectives of the Project. Flexibility has been identified as a key requirement in planning activities to date, therefore RPL remains open to exploring potential partnerships that may become available in the future.

As part of all future phases, RPL will continue to engage with the community to understand needs, requirements and seek to reflect this input in the design, construction and operations of a renewed central library. This collaborative approach to the new Central Library will foster an environment of growth and creativity. Leveraging the ideas, opinions and projections of its strategic partners, RPL will be constantly looking forward for new opportunities and be positioned to proactively respond to challenges or risks faced in the future.

As the optimal project delivery option for RPL is a stand-alone facility, it will need to continue to foster and further develop relationships with its partners and collaborators identified in Appendix E. It is anticipated that many of these collaborators will be important users accessing Regina's future Central Library.