

Large Project Update on Art Gallery/Public Library Project

Wednesday, June 28th, 2017

BACKGROUND

On Tuesday, July 12, 2016, City Council approved a funding allocation of \$100,000 for consulting services to assist with the development of the Joint Art Gallery of Sudbury and Greater Sudbury Public Library Main Library project, as part of the ongoing work on this Large Project identified as a priority of the City of Greater Sudbury.

The focus of the Art Gallery of Sudbury/Greater Sudbury Public Library Working Group, which includes board and staff represents from both organizations, is to explore a collaborative approach to capital development and to determine whether or not alignment of vision exists between the two projects.

The project management services of Lord Cultural Resources were subsequently secured through an RFP process. Lord Cultural Resources has provided the report attached as Appendix A, *Greater Sudbury Public Library and Art Gallery of Sudbury: Co-Location Facility and Business Plan, Phase 1A Report*.

The resulting report has been reviewed in detail by the Art Gallery of Sudbury/Greater Sudbury Public Library Working Group, which has endorsed the findings and direction provided. The key recommendations are summarized below.

PHASE 1 SUMMARY OF REPORT

Phase I Key Findings

The findings of the Phase 1A report indicated clearly that a co-located main Greater Sudbury Public Library and Art Gallery of Sudbury facility is feasible and will result in a more efficient use of space and reduced operating and capital costs when compared to discrete constructions.

- Based on review of functional programming requirements, the proposed facility is assumed to be 61,800 net sq. ft.
- The Art Gallery of Sudbury would have approximately 18,000 net sq. ft. of dedicated space as well as access to shared Library space
- Approximately 43,800 net sq. ft. would be operated by the Main Library
- The Greater Sudbury Public Library and the Art Gallery of Sudbury would remain distinct organizations and would continue to operate independently of each other
- A co-located facility is expected to generate opportunities for collaboration and partnership while creating a “one-stop shop” experience for users
- The City of Greater Sudbury would own and operate the joint facility

- The Art Gallery of Sudbury would be a tenant in the City of Greater Sudbury owned facility, leasing the space on a long-term basis at the proposed rate of one dollar per year
- The City of Greater Sudbury would be responsible for annual building occupancy costs including utilities, maintenance, and insurance.
- Revenue opportunities would be made available to both Greater Sudbury Public Library and Art Gallery of Sudbury through rentals:
 - Revenue from lobby rentals and gift shop as allocated to the Art Gallery of Sudbury
 - Revenue from rental of the auditorium and meeting rooms as allocated to Greater Sudbury Public Library
- The Art Gallery of Sudbury and Greater Sudbury Public Library would both have defined capital contributions to the project, to be supported through government contributions and a private capital campaign

Size and Capital Cost

The recommended size of the facility is 61,800 net sq. ft. with an estimated capital cost, not including land and servicing, ranging from \$35 million to \$45 million. Of this total space approximately 18,000 net sq. ft would be dedicated to the Art Gallery of Sudbury. The remaining 43,800 net sq. ft. will be dedicated Library space and shared multi-use space. Currently, the Main Library is utilizing 32,892 sq. ft. at the Mackenzie Branch location.

Functional Plan

Based on the Detailed Space Program for the shared facility,

- The Art Gallery of Sudbury's proposed functional plan includes space dedicated to permanent and temporary exhibition, collection storage space, studio and educational space, as well as a retail store. As a Category "A"-designated gallery, the proposed facility will qualify the Art Gallery of Sudbury to host major travelling exhibitions, providing greater opportunities for unique visitor experiences as well as a substantial revenue stream.
- The building's lobby space will function both as a shared entrance for both the Art Gallery of Sudbury and the Greater Sudbury Public Library as well as a rental space for private events. A café in the lobby will provide visitors with on-site access to refreshments while also supporting lobby rentals and related catering services through dedicated kitchen facilities.
- The proposed functional plan for the main Greater Sudbury Public Library incorporates a broad-range of functions ranging from spaces housing the Library's various print collections to a technology learning hub and Makerspace.

- A wide variety of seating options throughout the building will provide opportunities for users to study, work, and play, and includes several private quiet study rooms.
- A multi-functional auditorium and community meeting rooms will support both Library programming and rentals for the public.
- Dedicated spaces for children, teens, reference, genealogy and local history, will provide specialized resources reflecting the community's information and recreation needs.
- Further, a technology learning hub and Makerspace will allow Greater Sudbury Public Library to support increasing demand for technology help as well as initiatives promoting innovation throughout the community.
- Co-location provides a unique opportunity for shared spaces. The report outlines several opportunities for shared space. These include "back-of-house" functions such as storage, shipping & receiving, and utility rooms as well as staff meeting rooms, programming space, and a shared lobby.

Operational Considerations

The Phase I report projects that a new Main Library would see branch usage increase in the range of 50% to 300% while maintaining the current Main Library operating schedule. The Phase 1A report suggests that several new positions may be required to support this projected increase in usage as well as to support new, specialized functions such as the Makerspace/Technology Learning Lab.

Similarly, it is recommended that the Art Gallery of Sudbury may need to add positions; further, it is recommended that the Art Gallery of Sudbury modify its existing operating schedule in order to provide consistent open hours throughout the week.

In compliance with the *Ontario Public Libraries Act*, the Greater Sudbury Public Library does not charge for membership or admission. Primary sources of revenue include fines levied for overdue material and charges for room rentals. It is anticipated that revenue from fines will increase in correlation to a general increase in usage. Further, the addition of several rentable rooms in the proposed new facility will result in new revenue opportunities. It is recommended that Greater Sudbury Public Library explore opportunities for fundraising and sponsorship to support programming and the acquisition of resources.

The Art Gallery of Sudbury currently operates under an admission-by-donation model which is consistent with the majority of art galleries in Ontario. The Phase I report recommends that the Art Gallery of Sudbury maintain an admission-by-donation model ("pay what you can") for its permanent collection and minor temporary exhibitions while implementing a mandatory admission charge for major temporary exhibitions. It is also recommended that the Art Gallery of

Sudbury maintain its existing paid membership program. Other sources of revenue for the Art Gallery of Sudbury include retail sales, rentals, and paid programming (such as summer camps), and fundraising.

Site

The Phase I report strongly recommends that the proposed facility be located in the downtown core citing several key considerations. Both the Greater Sudbury Public Library Board and the Art Gallery of Sudbury Board have identified the downtown core as the preferred location for their respective projects. The Art Gallery of Sudbury is also noted explicitly in the Downtown Master Plan.

The Phase I report presented by Lord Cultural Resources builds upon previous feasibility studies conducted by the Greater Sudbury Public Library Board and the Art Gallery of Sudbury Board respectively. This previous research identified sites within the downtown core as feasible locations for new facilities.

Several key considerations are recommended regarding the downtown location. Accessibility is identified as a key component, noting that both the Library and Gallery serve all demographics of the population and should therefore be accessible by all modes transportation. Particular emphasis is placed on public transportation to ensure access irrespective of socioeconomic status.

Parking—both for personal vehicles and buses—is also emphasized as an important means of access for families, school groups, and others with mobility limitations. Unpaid parking supported by validation system is identified as a means of supporting access while limiting potential financial barriers

The potential economic impact of a downtown Library/Gallery on the downtown itself is also emphasized. A combined Library/Gallery in the downtown core will represent a major social and cultural hub. The Greater Sudbury Public Library continues to see growth in the physical use of library branches despite the increasing availability of resources and services online. The anticipated increase in usage stemming from a new facility, in addition to the existing trends in visitation, suggests that a new Library/Gallery will act as a “destination” and an attractor to the downtown, which will in turn yield benefits to surrounding businesses and other services.

The report also identifies the proposed Library/Gallery as a potential driver for residential development in the downtown.

PHASE II

Phase II of the project will primarily focus on site selection. Additional consideration will also be given to potential future uses of the existing Main Library and Bell Mansion facilities as well as the development of a communications strategy during this phase of the project.

Site Selection

With input from Lord Cultural Resources, members of the joint Art Gallery of Sudbury/Greater Sudbury Public Library Working Group are proposing that the following criteria form the basis of the site evaluation process:

- **Cost** – What are the comparative costs associated with this site taking into account land acquisition costs, site preparation, and utility servicing?
- **Size** - Identification of potential sites based on their physical dimensions (is the site large enough)
- **Ease of Development** – Are there expected issues or costs with the development of this particular site? Does the site meet specific or technical requirements of development of purpose-built facilities for the Art Gallery of Sudbury and/or the Greater Sudbury Public Library?
- **Access** – What improvements are required to support vehicular, pedestrian and transit (current and future)?
- **Parking** – Is there existing parking in the area that can be reasonably used to accommodate demands. Can it be added?
- **Economic Impact** – Does the development of this site have an enhanced economic impact for the area?
- **Alignment with Vision**– is the development of a shared facility at this location consistent with the long term vision of the City of Greater Sudbury?
- **Complimentary Benefits** – does development of this site enhance the neighbouring area?
- **City-Building** – does this site enhance the process of “city-building” by contributing to economic growth, community pride, quality of life and citizen satisfaction?

These criteria reflect those used to evaluate sites for the proposed Event Centre project. The evaluation team will be comprised of the project consultants, members of the joint Art Gallery of Sudbury/Greater Sudbury Public Library Working Group, and a team of City staff representing the Real Estate, Planning, and Economic Development departments.

NEXT STEPS

The next steps for this project will be comprised of a two step process, first to determine the best site in the context of City Council's decision regarding the potential even centre.

City staff will coordinate an approach to ensure that the needs of the Art Gallery of Sudbury/Greater Sudbury Public Library are acknowledged and that the process is coordinated with that associated with the Synergy Centre Project. All potential options will be explored, including the potential for shared site development. A report and recommendation from the site selection process will be brought forward to Council by the end of 2017.

Once potential sites have been identified, a more detailed architectural concept and business case will be required. This would be due by June 30, 2018 with a recommendation for the preparation of a funding option for consideration by the new Council in the 2019 Budget.

Given this two-step process, the Greater Sudbury Public Library/Art of Gallery of Sudbury project will require additional funding to assist with costs associated with the finalized business plan. An additional one-time allocation of up to \$100,000 is recommended for this work, with the funding to come equally from the Library Reserve and the Tax Rate Stabilization Reserve.

The report will also recommend a process and key considerations for determining possible future uses of existing facilities, including the Mackenzie Branch Library and the Bell Mansion.

RESOURCES:

Council Update [May 30, 2017](#)

<https://agendasonline.greatersudbury.ca/?pg=agenda&action=navigator&id=1128&lang=en>

Council Update [April 11, 2017](#)

<https://agendasonline.greatersudbury.ca/index.cfm?pg=agenda&action=navigator&id=1125&itemid=13017&lang=en>

Council Update [March 7, 2017](#)

<https://agendasonline.greatersudbury.ca/index.cfm?pg=agenda&action=navigator&id=1124&itemid=12718&lang=en>

Council Update [Dec 13, 2016](#)

<https://agendasonline.greatersudbury.ca/index.cfm?pg=agenda&action=navigator&id=1034&itemid=12449&lang=en>

Council Update [July 12, 2016](#)

<https://agendasonline.greatersudbury.ca/index.cfm?pg=agenda&action=navigator&id=949&itemid=11754&lang=en>

APPENDIX

Appendix A: *Greater Sudbury Public Library and Art Gallery of Sudbury: Co-Location Facility and Business Plan, Phase 1A Report*