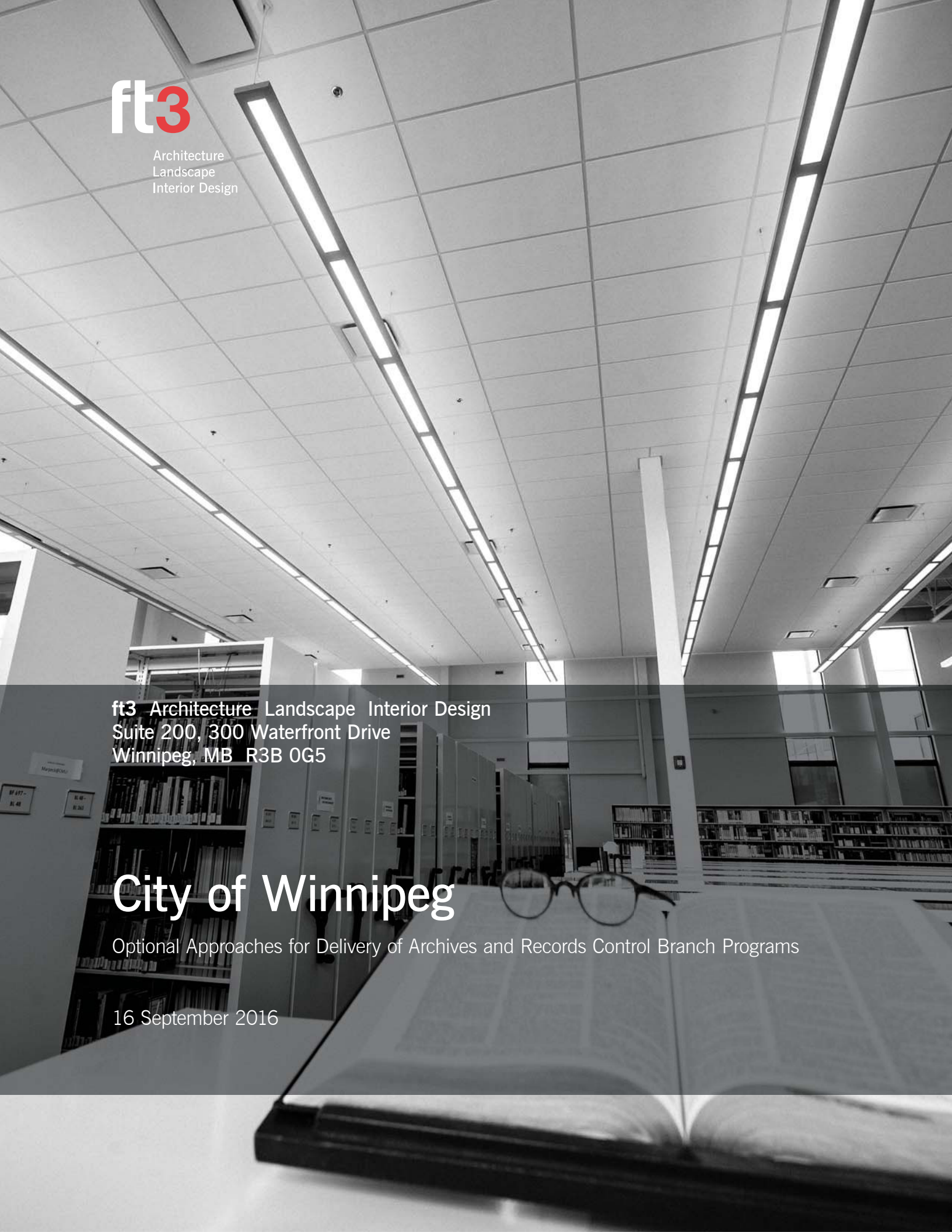
Appendix D: Optional Approaches for Delivery of Archives and Records Control Branch Programs



ft3
Architecture
Landscape
Interior Design

ft3 Architecture Landscape Interior Design
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City of Winnipeg

Optional Approaches for Delivery of Archives and Records Control Branch Programs

16 September 2016

Optional Approaches for Delivery of
Archives and Records Control Branch Programs

Introduction

The Objective of this study is to scan the commercial market to identify suitable facility options for operations of the Archives and Records Control Branch of the City Clerk's Department (hereafter referred to as the Branch). The Branch is looking for a solution to address ongoing demands for storage and related services from departmental partners, proper storage of the city's $4.1 M archival collection, room to re-establish critical conservation/preservation activities and effective outreach programming. These program responsibilities are not possible in the present leased space. The site at 50 Myrtle Street was the only viable option available in 2013/2014 as a temporary service delivery site to serve the Branch during the two year anticipated construction period required to complete the renewal at 380 William.

The Branch delivers three clearly defined programs as follows:

a) Records Management: the Branch manages the Corporate Records Centre, which provides departments with cost-effective records storage, retrieval and disposition services.

b) Archives: the Branch manages the City's significant archival collection, facilitates public access to its holdings and promotes interest in the history of the City of Winnipeg.

c) Access and Privacy Office (FIPPA/PHIA): the Branch includes the corporate Access and Privacy Office, which coordinates requests for access to information and develops and implements process improvements to enhance openness and transparency by ensuring consistent and fair access to City records.

Winnipeg's archival collection and departmental records in storage under the provisions of Records Management By-Law 86/2010 are presently being stored and managed at three locations in the city as follows:

- The Corporate Records Centre (CRC), 311 Ross Avenue (City-owned, at capacity).

- Manitoba Government Records Centre (MGRC), 410 DeBaets Street (leased space from the Province of Manitoba. Lease agreement to expire at the end of 2016 and will not be renewed).

- Archives and Records Control Branch, 50 Myrtle Street (leased space, limited administrative office and public access space, hard to find location, sub-standard storage for archival materials, limited space for appraisal/description projects, no space for conservation/preservation work critical to facilitate access to and long term preservation of core archival materials, no space for outreach programming).

The Branch has identified two optional approaches for program delivery as follows:

1. Relocation to a single facility that meets Records Management, Archives and Access and Privacy Office program requirements.

2. Relocation of the Records Management program to a suitable location and provide for service delivery of Archives and Access and Privacy Office programming from a second central location.

Option One: Single Facility

The Branch has identified numerous criteria for a 'one-stop-shop' service location.

- The facility must be in a convenient, central location.
- Well-served by public transit.
- The customer service function should be fully accessible to all patrons.
- Proper loading facilities to accommodate vehicles up to and including 3 ton trucks
- The building should be dry and water tight.
- Appropriate climate controls for temperature and humidity.
- Fire suppression should be provided.
- It is estimated that 25,000 sq.ft. would accommodate the requirements of the Branch in a single facility. A facility with higher ceilings would allow for condensed vertical box storage and future growth, but this would require the purchase of equipment to manage this type of storage.
- Floors must provide the required structural capacity for the intended storage loads.

Option Two: Split Location – Administration/Public Service Location paired with Off-Site Records Storage

In this model, administration and Archives and Access and Privacy programming would be offered in a central location. Certain reference collections and archival materials would be held in the central location to facilitate public access services. For reasons of efficiency, logistics of daily operations, and public access, these Branch programs are ideally located downtown. Criteria for suitable space are similar as those identified above, with the following specific considerations:

- Secure, controlled access and invigilation when archival records are in use (reception desk).
- Separate area for public research with power for laptop computers.
- Space for all requisite reference materials including map cabinets containing reference maps and plans.
- Multi-media viewing room (audio/visuals and microfilm/fiche) with lighting controls.
- Multipurpose Room for public/outreach programming.
- Workroom for staff – sufficient work surfaces and water supply for humidification/flattening projects (conservation/preservation activities).
- Scanning station.
- Secure administrative offices – four to six. Cubicles – four to six.
- Space for exhibits of archival materials.

The second facility would provide for permanent storage of archival records and for temporary storage of records held until disposition (under provisions of Records Management By-Law 86/2010).

The Branch has provided a checklist of criteria for the facility that would be dedicated to the storage of records. It has been included as an appendix at the end of this report.

Option One: Single Facility: Site 1 – Johnston Terminal

Address: 25 Forks Market Road

Floor(s): Two, Three, Four

Area in sq. ft.: Second Floor: 3,358
Third Floor: 3,500
Fourth Floor: 3,827

Lease Rate: $14.00 / sq. ft.

CAM / Taxes: $14.84 / sq.ft.

Utilities (est.): included

Numerous vacant buildings are presently available to meet the square footage requirements, but very few such buildings are located in the downtown area. One potential candidate was found in the Westfield Johnston Terminal Building at the Forks. This Facility offers a certain appeal in that Winnipeg's Archives would be located at a National Historic Site, and a location that is of significant importance in the City's history. A major tenant plans to vacate the building by Spring of 2017, at which time approximately 19,000 square feet will be available on the fourth floor. However, current availability in this building is limited to spaces on the second, third and fourth floors as listed above.

Loading dock facilities are located at the rear of the building. The building has been modernized, providing barrier-free access.

If the Branch were to consider this location, any combination of available space could be used. For logistical reasons, the entire Fourth floor would be most sensible option, in combination with either or both of the second and third floors. Floor load capacity would be a consideration.

Option One: Single Facility: Site 2 – 323 Edwin Street

Address: 323 Edwin Street.

Floor(s): One

Area in sq. ft.: 24,024

Lease Rate: $4.25 / sq. ft.

CAM / Taxes: $2.00 / sq.ft.

Utilities (est.): unknown; not included

This facility is situated among several other warehouses in the Northeast Exchange (not part of the Exchange District National Historic Site). A short distance to the north of the East Exchange and Cultural District, the location is convenient to City Hall and the rest of Downtown Winnipeg. This single storey warehouse offers 24,000 square feet in one building, equipped with a number of loading docks and overhead doors. While the location and the lease rates are attractive, the interior layout is not presently conducive to Branch functions:

- Columns are arranged in a structural grid approximately 8'-0" apart, significantly reducing storage efficiency.
- Ceiling heights of 14'-0" will not permit the same volume of vertical storage as that found in a dedicated warehouse space.
- Extensive improvements will be required to accommodate Branch programming and full accessibility for staff and patrons.

Option Two: Split Location: Administration/Public Service: Site 1 – 123 Bannatyne Ave.

Address: 123 Bannatyne Ave.

Floor(s): One + Basement

Area in sq. ft.: Main floor – 3,300 Basement – 4190

Lease Rate: $7.50 / sq. ft.

CAM / Taxes: $10.00 / sq.ft.

Utilities (est.): included

Located in the East Exchange, this location is 'pedestrian-friendly' and convenient to the downtown campus. On the main floor, 3,300 square feet could be developed into space for most or all of the Branch public service functions. The challenge with this particular space is that it includes 4,190 square feet in the basement, which is accessed through the main floor space and cannot be separated. The basement is accessed via internal stairway within the tenant suite, and via passenger elevator, but only by way of electronic access from the building lobby. Staff and patrons who require an elevator will be required to leave the tenant space to go to the basement. Even if access issues could be resolved, the basement is not appropriate for Branch use. While it is developed space, the ceilings are low and the floor slab is uneven.

There is some availability (4,239 square feet) on the second floor of this building which is more attractive than the basement space. This second floor suite is large enough to accommodate all administrative staff, however the Branch would also need to occupy the main floor. Since the basement cannot be separated from the main level, the Branch would be forced to lease the basement space that they do not want or need, making this option less viable.

Additional challenges:

- The Branch has noted that shipping and receiving would be problematic at this location. Designated loading facilities are not provided, therefore shipments and deliveries would rely on available street parking and access through the front entrance lobby.
- Existing washroom facilities are not barrier free / universally accessible. It would be difficult to make these improvements in this building.

Renovations required:

- Accessible public washrooms
- Creation of office spaces for Research Room, Multi-Purpose Room, Staff Room, Administrative Offices.
- New exterior ramp.

Estimated cost to renovate this space to suit Branch requirements: $300,000.

Option Two: Split Location: Administration/Public Service:

Site 2 – 423 Main Street

Address: 423 Main Street (Canadian Wheat Board).

Floor(s): One + Mezzanine

Area in sq. ft.: Main floor – 5,000 sq.ft. Mezzanine – 6,620 (anticipated use approx. 3000 sq.ft.).

Lease Rate: $13.50 / sq. ft.

CAM / Taxes: $12.11 / sq.ft.

Utilities (est.): included.

The Canadian Wheat Board Building offers the desired visibility for the Branch with a main floor presence in an historic structure (nominated for Heritage Status). In the heart of the Exchange District and in close proximity to City Hall, the location is central within the downtown campus and well-served by public transit. The space to be occupied here consists of approximately 5,000 square feet on the main floor in the original 1928 building, as well as 6,620 square feet of mezzanine space constructed as part of the 1962 addition. The mezzanine can be secured, offering controlled access to storage. This level has been used for storage by previous tenants and is already furnished with metal shelving that could be negotiated into the lease agreement. Modern loading dock facilities are included at the rear of the building (shared with other building tenants).

Original construction documents confirm that the building was designed for minimum floor loads of 100 lbs per sq. ft.

One amenity feature is a fitness facility in the basement of the building.

The entire building underwent a complete renovation between 2005 and 2010, including upgrades to modern HVAC systems. However, the present main floor layout is not conducive to Branch functions. ft3 has prepared a schematic plan to demonstrate how this space might be renovated to accommodate the Branch. (Appendix A).

Renovations required:

- Accessible public washrooms
- Research Room,
- Multi-Purpose Room,
- Staff Room,
- Administrative Offices.

Estimated cost to renovate this space to suit Branch requirements: $450,000.

Option Two: Split Location: Records Storage

Assuming that the Public Service function is housed in a downtown location, a second location would be dedicated to storage of records. This off-site location could have a minimal staffing (up to 3). This warehouse location can be relatively inexpensive space.

Vacant space is available in numerous warehouses within various parts of Winnipeg. The Branch has stated a preference for locations closer to downtown.

Both of the locations identified for consideration here could accommodate the required space for Records Management as well as the City Clerk's Department election operations centre.

Option Two: Split Location: Records Storage – Site 1 – 1370 Sony Place

Address: 1370 Sony Place, Fort Garry Industrial Park.

Floor: One

Area: 14,000 and up. 21,000 under consideration. *Note that spaces can be subdivided in various configurations and sizes to suit tenant requirements.*

Lease Rate: $6.00 / sq. ft. (plus 4% property management = $6.24)

CAM / Taxes: $3.76 / sq.ft.

Utilities (est.): $1.77 / sq.ft.

1370 Sony Place offers modern warehouse facilities adjacent to McGillivray Boulevard in the Fort Garry Industrial Park. Unlike many similar facilities, the grounds feature attractive, mature landscaping. Several spaces are presently available, ranging from 13,500 square feet up to 21,000 square feet. The listing literature for this property states that the space can be subdivided in various configurations and sizes to suit tenant requirements. To facilitate comparison with the other warehouse property at 1740 Inkster Blvd., 32,325 sq. ft will be assumed.

Base rental rates vary from $6 to $12 per square foot. The building is fully sprinklered, fully air conditioned, and well-illuminated. Ceiling height is 21'-0" throughout. Ample parking is provided on site. Dock level loading is provided. Some tenant improvements will be necessary for use by the Branch. A number of offices have been constructed within the space and some of these could be salvaged for Branch use, enabling some savings on tenant improvement costs.

Estimated cost to renovate this space to suit Branch requirements: $70,000.

Option Two: Split Location: Records Storage – Site 2 1740 Inkster Blvd.

Address: 1740 Inkster Blvd

Floor(s): One

Area in sq. ft.: 32,325 (or less – approx. 25,000)

Lease Rate: $5.95 / sq. ft.

CAM / Taxes: $3.52 / sq.ft.

Utilities (est.): (Listing information states that operating Cost includes warehouse heating cost)

1740 Inkster Boulevard is a vacant and recently renovated warehouse property in the Inkster Industrial Park. Presently 32,325 square feet of space is available, but the neighbouring tenant has expressed interest in additional space, leaving approximately 25,000 square feet for the Branch.

The warehouse features aluminum storefront glazing offering daylight to the front portion of the interior. Both level loading and loading dock access is provided. The building is fully sprinklered, fully air conditioned, and well-illuminated. Parking is provided on site. Ceiling height is 20'-5" throughout.

The warehouse is currently a 'blank slate' with no tenant improvements - i.e. no office spaces or washrooms have been constructed in this space, however washroom access is provided elsewhere in the building. The tenant fit up would be custom built to suit Branch requirements.

This location has the advantage of being more conveniently located to the downtown campus. It is slightly closer to downtown in comparison to the Sony Place location and perceived to be easier to access.

One possible drawback at this location is that the building is heated by a boiler system. In order to minimize fluctuations in temperature and humidity, it will be necessary to introduce a secondary HVAC system.

Estimated cost to renovate this space to suit Branch requirements: $125,000.

	Address	Floor Level	Area (sq.ft.)	Base Rent	CAM & Taxes	per Month	per Annum	ft3 Comments	ARC Comments
Single location combined facility	25 Forks Market Rd. Johnston Terminal	4th	19,000	$14.00	$14.84	$45,663.33	$547,960.00	Notable building in Forks National Historic Site, close to downtown campus. Good transit service and parking availability. Notable building, but fourth floor location problematic for shipping and receiving	Problematic logistics for moving volumes of records in and out of an active records centre. Fourth floor location not ideal of public face. Proximity to downtown campus not ideal for active collaborative work of the Access and Privacy office.
	323 Edwin Street	Main	24,000	$4.25	$2.00	$12,500.00	$150,000.00	Warehouse style building located close to downtown. Dense structural grid, not ideal for high storage volume. 14'-0" ceiling height. Good on-site parking, close to transit. Interior upgrades required.	Site was considered in 2013/2014 when the Branch was looking for a temporary solution. Site would be difficult to adapt to meet all Branch requirements.
Customer Service Branch (combine with either warehouse option)	123 Bannatyne Ave.	Main & Basement	7,490	$7.50	$10.00	$10,922.92	$131,075.00	Space split between main floor and basement. 3,300 sq.ft. above grade, remainder in basement with uneven floor slab and low ceiling. Loading problematic through front lobby. Parking not provided but available nearby. Well served by transit.	Lower level not desirable and shipping/receiving area awkward at best. Main floor has potential for development as public research space. Second floor space would serve well as administrative offices. Washrooms not universal access.
	423 Main Street Canadian Wheat Board	Main	5,000	$13.50	$12.11	$10,670.83	$128,050.00	Notable building with 'storefront' presence on Main St. near City Hall. Loading dock facilities. Parking avaliable nearby, excellent transit service.	Once space is allocated for offices/cubicles/staff room, how much space will be available for Research Room, Multi-Purpose Room, reference collection, processing space for appraisal/description projects, conservation/preservation space and space for scanning program to be implemented. Some of the available space is in the "parkade" area, which is concrete and has low ceilings.
		Mezzanine	6,600	$12.00	included	$6,600.00	$79,200.00	Mezzanine already furnished with storage shelving to be negotiated in lease rate.	
Off-Site Records Storage	1370 Sony Place	Main	32,325	$6.00	$4.00	$26,937.50	$323,250.00	Modern warehouse with high ceilings and excellent loading facilities. Ample parking available on site. Quality building 8.8km from City Hall.	Site is not as wide open as Inkster site and would require more work to bring into alignment with our requirements - though equally suitable.
	1740 Inkster Blvd.	Main	32,325	$5.95	$3.52	$25,509.81	$306,117.75	Modern warehouse, high ceilings, excellent loading. Parking on-site. 7.6km from City Hall.	Site is wide open and could be developed for our use with relative ease. Installation of suitable office spaces for records centre staff and construction of accessible washrooms is required. There is sufficient space to receive all records presently held by the Branch, at first using existing shelving and through gradual transformation to higher racking. Site is preferred by staff given direct route to downtown campus area for service delivery to departmental and Branch clients.

APPENDIX: CRITERIA FOR RECORDS MANAGEMENT FACILITY

Records Centre Requirements Checklist

1. Location
    - Minimal risk of flooding, brush fires, other natural disasters
    - Not located close to dangerous/hazardous industries/storage areas
    - Located away from a water main; good drainage and water runoff
    - Easy access to fire hydrants
    - Ideally not located in a high population density rea
    - Easy access to and from downtown City Hall "campus"
    - Allow easy access by emergency vehicles
    - Adequate, well-lighted parking
    - Adequate access to public transit

2. Building
    - Building should be dedicated to records storage, not share location with another business/service, especially one dealing with dangerous/hazardous materials
    - Ideally one story with fairly high ceilings
    - Built from non-combustible materials
    - Floors should have sufficient weight-bearing capacity
    - Reception/office/eating areas should be separate from records storage areas, with separate climate control system
    - Boiler room/generator room should be separate from records storage areas with separate ventilation
    - Fuel lines separate from records storage areas
    - Weatherproof, waterproof
        i. Roof system must prevent water leakage; ideally no roof-mounted equipment over records storage areas
        ii. No piping through records storage area apart from fire protection
    - Proper loading dock able to accommodate 3-ton trucks; permits records to be loaded or unloaded indoors for preservation/security reasons
    - Should contain suitable areas for staging incoming shipments and records up for destruction that are accessible to the loading dock and separated from the main records storage areas
    - Should contain separate areas to permit storage of records contaminated by mold/pests, etc.
    - Space available for outside staff to view records onsite

- Doorways should be wide enough to accommodate records handling equipment where necessary

3. Security
   - Controlled access to the building, separate access to records storage areas
   - Proper alarms/motion detectors with 24-hour monitoring
   - Perimeter of building to be monitored by CCTV
4. Environment
   - Proper humidity and temperature controls – provides for cool temperatures and low humidity with minimal fluctuations – suitable for storage of long-term records
   - Proper filtration/ventilation/air flow
   - Proper precautions taken to prevent infestation of vermin/pests

5. Lighting
   - Records storage areas should ensure minimal exposure to direct sunlight, U/V light
   - Lighting in records storage areas should be fluorescent
   - Lighting in storage areas should be movement-activated or time-limited

6. Fire Prevention/Suppression
   - Proper fire walls between records storage areas; between records areas and other areas
   - Proper smoke detectors and fire alarm systems with 24-hour monitoring
   - No motors over 1 horsepower located in the records storage areas
   - No high voltage equipment located in records storage areas