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SUBJECT: Facilities Framework

OBJET: Cadre pour les installations

REPORT RECOMMENDATIONS

That at its meeting of June 14, 2022, the Ottawa Public Library (OPL) Board:

1.   Receive and table the draft Facilities Framework; and,

2.   Direct staff to conduct public engagement on the draft Facilities Framework; and,

That at its meeting of October 11, 2022, the OPL Board:

1.   Receive the outcome of public engagement and the final Facilities Framework; and,

2.   Approve the Facilities Framework.

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RECOMMANDATIONS DU RAPPORT

Que lors de la réunion du 14 juin 2022, le Conseil d'administration de la Bibliothèque publique d'Ottawa :

1. **Prenne connaissance et soumette l'ébauche du cadre pour les installations;**

2. **Demande le personnel d'entreprendre une consultation publique sur l'ébauche du cadre pour les installations;**

Que lors de la réunion du 11 octobre 2022, le Conseil d'administration de la Bibliothèque publique d'Ottawa :

1. **Prenne connaissance des résultats de la consultation publique et la version finale du cadre pour les installations;**

2. **Approuve le cadre pour les installations**

BACKGROUND

In keeping with the Public Libraries Act, RSO 1990, c.P.44 (the Act), and other relevant statutes, laws, and good governance practices, the Ottawa Public Library (OPL) Board holds accountability for the full range of decisions affecting the organization.

Furthermore, as per the Act Section 19 (1)(a), a Board may "…with the consent of the appointing council … (a) acquire land required for its purposes by purchase, lease, expropriation or otherwise; (b) erect, add to or alter buildings; (c) acquire or erect a building larger than is required for library purposes, and lease any surplus part of the building; and (d) sell, lease or otherwise dispose of any land or building that is no longer required for the board's purposes."

As per OPL Board policy #002 – Delegation of Authority, the Board is responsible for approving key strategic frameworks, and the CEO holds authority for the implementation. In addition, the Board is responsible for approving the allocation of capital resources, with the CEO's financial authority limited to the amounts approved, with a 10 percent variance. As stewards of the public good, it is staff's responsibility to work with the OPL Board in planning for, and securing capital funds to, maintain existing facilities, renew/retrofit existing facilities, and build new facilities.

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In September 2016, the OPL Board received and approved report OPLB-2016-0181 Facilities Framework and Investment and Growth Planning. The document set out to provide a Facilities Framework; confirm OPL's Branch Renewal Priorities (2016-2021); and identify OPL's New Library Building Priorities. Furthermore, in April 2019, the OPL Board approved the updated Development Charge Listing, including City-wide and Area-specific projects for funding as per report OPLB-2019-0402.

The 2016 Facilities Framework was intended to provide staff with an approach to ensure that existing library facilities are properly maintained, renewed and/or retrofitted to deliver modern day library services that meet customer needs, and to describe and define when and where new library facilities are built. Since that time, it has been determined that while the document provides for drivers of change in general terms there was no established criteria for effective decision-making and priority setting. As such, in 2020 staff committed to developing a complete Facilities Master Plan to support asset management, address current demands and future growth needs, and enable long-term sustainability and fiscal ability to manage requirements and close gaps.

In October 2021, the Board approved the guiding principles for the new Facilities Framework (report OPLB-2021-1002) and received information regarding the next steps and components in developing the revised Facilities Framework.

In April 2022, the Board approved OPL's new Service Delivery Framework (SDF) (OPLB-2022-0503), which describes the overarching services offered as well as the ways the public can access those services. The SDF identified five service categories: Collections, Expertise, Programs, Spaces, and Tools, and identified the three channels of delivery: Virtual, Facility, and Mobile. The Facilities Framework identifies OPL's approach to facilities to support the delivery of in-person services at OPL locations.

The purpose of this report is to provide a historical facilities profile, and to table a draft of the Facilities Framework. In addition, staff are seeking direction to proceed with public engagement, reporting back with a final framework that reflects public input.

DISCUSSION

For more than 20 years, OPL has had five classification levels for the facilities. The Service Delivery Framework 2003-2008, approved by the Board in March 2003, defined the facility classifications in a hierarchy and identified individual libraries as District or

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Community branches (levels 1-3). The Service Delivery Framework's tiered approach to providing library service through OPL's library buildings was as follows:

- The Central Library (Note: at the time, this did not exist).

- District Branches, which serve as hubs for library service.

- Community Branches, which provide basic library services locally.

The Central Library was considered the cornerstone and an active community partner, helping to share its knowledge and resources city-wide. Central libraries are the foundation of the library's service delivery channels, providing support to each tier of library services while fulfilling its role as a district library and a community library.

District branches were built in densely populated areas, central to their district, and were identified to be a minimum number of kilometres from other district branches and the Central Library. District branches were intended to serve as the community branch for their immediate neighbourhood, as well as a resource for the cluster of community branches that they serve.

Community branches were designed to serve the needs of the immediate community and benefit from the support of the district branch. The historical SDF further defined Community branches as Level 1, Level 2, or Level 3.

- Community branches (Level 1) were the largest of the community branches and located in urban and suburban areas.

- Community branches (Level 2) represented the second smallest locations, located in both urban and suburban parts of the city.

- Community branches (Level 3) were the smallest locations, primarily located in rural parts of the city.

In the 2016 Library Facilities Investment and Growth Planning Study (LFIGPS) a gap analysis compared the amount of library facility space in twelve geographic zones with projected future requirements based on growth data. The requirements were determined on a singular assumption of providing the same level of service space (0.4 square feet per capita) in each of the twelve zones. OPL had 0.49 square feet per capita, placing it slightly behind the 0.56 square foot threshold comparators at the time.

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At that time, the overall facilities gap for Ottawa was projected to reach 59,457 square feet by 2023, and to continue rising to 92,502 square feet by 2031.

Facilities Framework

The Facilities Framework ("the Framework") has been developed to align with OPL's new SDF. It allows staff to undertake analyses to identify facilities-related gaps, gather information for conducting growth studies regarding future needs, and to make decisions regarding asset management assessment and planning. The Framework's overarching objective is to act as a mechanism that:

- Enables strategic decision-making that aligns to the Strategic Plan goals and the provision of equitable access to library service across the city; and,
- Determines which branches are a priority for investment based on established criteria and standards for consistent design, fit up, and functions.

The Facilities Framework describes the intention of OPL facilities, the desired future state, and tools to support decision-making that will move OPL towards that future. The Framework includes a number of components.

- **Guiding Principles** outline the strategic intent of OPL's long-term facility planning, stating the corporate philosophy regarding facility needs.

- **Context and Assessment** highlights both library-specific and Ottawa-specific trends and considerations that impact facility planning and development.

- **The Facility Channel** codifies OPL's approach to facilities to support the delivery of in-person services at OPL locations.

- **Facility Classification Model** defines the facility classifications in a hierarchy aligned with the SDF.

- **Facility Decision Criteria** is to be referenced and applied during ongoing facilities planning, as well as when OPL is assessing locations for new or relocated branches. There are four (4) types of criteria that represent the end-to-end facilities planning and development cycle. Included in the Framework is a tool that applies the criteria in a matrix for quick reference. It defines each criterion, and identifies the data source, weighting and scoring.

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- **Long-Term Investment Plan** identifies the long-term planning needs, projecting activities in a 20 – 25-year cycle. ***This section will be updated upon Board approval of the Framework.***

- **Monitoring and Evaluation** presents a process for using and evolving the Framework over time.

Of particular importance is the decision criteria, of which there are four: Gateway, Prioritization, Site, and Building. The Framework describes the intention of each, provides rationale and assessment as required, and identifies specific thresholds to be used in each instance. Furthermore, the Framework identifies the Board's authority over each criterion, and identifies how public engagement influences the criteria.

It is important to highlight that the Framework proposes one criterion to determine if there is a facility gap, referred to as the Gateway. This criterion uses neighbourhood access to a branch to assess city-wide coverage. If this criterion is met, no further assessment is completed. This criterion is broken down into two specific metrics: one for rural Ottawa and one for urban Ottawa.

If a facility gap exists, the Framework proposes Prioritization Criteria to identify which neighbourhoods are in more critical need of library services. Prioritization criteria are used to develop a ranked list of facilities needs throughout Ottawa. A combined score on three weighted lenses (equity, distance, and growth) will be used to set priorities.

Public Engagement
The Facilities Framework outlines OPL's approach to the Facility Channel, as per the SDF. It is one of the main ways that OPL delivers services to customers. Library customers and Ottawa residents are engaged on the Facilities Framework at the time of development and with each overall review. In addition, project-specific public engagement occurs on the **Facility Criteria (Service Needs) and Building Criteria (excluding operational requirements).**

With the release of this report, staff will proceed with seeking public input on the overall framework and specific criteria as noted above. Public input will be used to inform both the specific types of criteria as well as the weighting and scoring.

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To ensure a meaningful engagement, the engagement period will run July 18, 2022 to September 15, 2022 providing customers and Ottawa residents with approximately eight (8) weeks to provide input.

OPL will initiate the official feedback process seeking public input online via the OPL website. The draft framework will be available in both English and French. Customers can direct general questions and comments to a specified email address (similar to the budget process) and complete a survey for public response and input on specific elements of the Framework.

In addition, a hard copy of the draft Facilities Framework will be made available to customers and Ottawa residents in all public library branches for in-branch reference. Customers may request a hard copy of the survey in branch.

CONSULTATION

Consultation included members of the OPL Board Ad-Hoc Committee on Finance and Facilities (Trustees Begg and Higdon), as well as ex-officio members Chair Luloff and Vice-Chair Fisher. In addition, employees from various City of Ottawa departments in Recreation, Culture, and Facilities Services (RCFS); Planning and Economic Development (PED); and Infrastructure and Water Services Department (IWS) were consulted.

If approved, public engagement will launch in July 2022.

ACCESSIBILITY IMPACTS

OPL complies with the *Accessibility for Ontarians with Disabilities Act, (2005)* in its operations. There are no immediate accessibility impacts associated with this report.

BOARD PRIORITIES

The recommendations in this report align with the Board's strategic directions and priorities #1- Redesign the Library Experience, specifically to develop the physical space experiences.

BUSINESS ANALYSIS IMPLICATIONS

There are no direct business analysis implications of this report.

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A variety of data sources were used in developing the draft Facilities Framework, as referenced in the document itself. In keeping with inclusive data principles, all populations are included in the data.

Future implications will be driven by the Decision Matrix, with required data analysis conducted using internal and external sources as described throughout the Facilities Framework.

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report. Financial implications resulting from decisions made using the Framework will be brought forward as required.

LEGAL IMPLICATIONS

There are no legal implications associated with this report.

INDIGENOUS AND GENDER EQUITY IMPLICATIONS

Gender and Equity Implications

Equity implications refer to the implications for all equity deserving groups, including racialized people, those who identify as women, those who identify as gender diverse, those who identify as LGBTQI2S, children and youth, older adults, and immigrants. Recognizing the library's value to be inclusive, the draft Facilities Framework includes includes equity as an element for prioritizing new facilities, using the Neighbourhood Equity Index (Social Planning Council of Ottawa) as a data tool. This tool is comprised of 28 indicators categorized into five domains, including several indicators related to older adults, poverty indicators, and health indicators, recognizing that equity deserving groups may be disproportionately at risk of poverty or health issues.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report as the Facilities Framework presented is a draft version. Full risk implications will be included with the final version of the Framework when submitted to the Board for approval.

TECHNOLOGY IMPLICATIONS

There are no technology implications associated with this report.

SUPPORTING DOCUMENTATION

Document 1   Draft Facilities Framework (immediately follows the repor)t.

DISPOSITION

If approved, staff will initiate public engagement on the Facilities Framework, and report back to the Board in October 2022 on the outcome of the public engagement and to present the revised Facilities Framework for approval.