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Report to / Rapport au:

Ottawa Public Library Board
Conseil d'administration de la Bibliothèque publique d'Ottawa

November 8, 2022 / 8 novembre 2022

Submitted by / Soumis par:
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File Number: OPLB-2022-1108-10.2

SUBJECT: Facilities Framework

OBJET: Cadre pour les installations

REPORT RECOMMENDATIONS

That the Ottawa Public Library Board:

1.   Receive the summary report on the outcome of public engagement;

2.   Receive the revised Facilities Framework;

3.   Approve the final Facilities Framework; and,

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4. **Direct staff to complete an assessment of library facility gaps and to report back to the Board no later than Q3 2023.**

RECOMMANDATIONS DU RAPPORT

Que le Conseil d'administration de la Bibliothèque publique d'Ottawa :

1. **Prenne connaissance du présent rapport sur les résultats de la consultation publique ;**

2. **Prenne connaissance du Cadre révisé sur les installations ;**

3. **Approuve le Cadre final sur les installations ;**

4. **Dirige le personnel à effectuer une évaluation des lacunes des installations de la Bibliothèque et de faire rapport au Conseil au plus tard au T3 2023.**

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. 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.

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

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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 were no established criteria to support 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 to enable 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.

In June 2022, the Board received the draft Facilities Framework (OPLB-2022-0603) and directed staff to proceed with public engagement from July 18, 2022, through to September 15, 2022, reporting back to the Board in October 2022 with the final Facilities Framework. As part of the meeting, staff were directed to examine the feasibility of extending the proposed consultation plans to include a live session within the same proposed timelines. Staff evaluated options with the Finance and Facilities Ad-Hoc committee and supporting departments, and it was determined that the most feasible option was to host an online virtual open house.

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In September 2022, the Board passed a motion to defer receipt of the public consultation summary and deliberation of the final Facilities Framework to the November 2022 meeting.

The purpose of this report is to report back with the findings of the public engagement (Document 1), to present to the Board the final Facilities Framework for approval (Document 2), and to provide a status update on the overall development of a Facilities Master Plan.

DISCUSSION

A Facilities Master Plan (FMP) is a comprehensive document that prioritizes all investments to support the maintenance, renewal, and building of library facilities (both growth and non-growth). OPL's FMP is intended to combine results and outcomes from the Facilities Framework analysis and the Asset Management analysis, as described below.

The FMP is unique and specific to OPL and developed within the Ottawa context with consideration of the wide geographic boundaries, the City's New Official Plan intentions and principles, and library-specific industry trends including the role of libraries as public spaces.

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. To ensure that in person service delivery at OPL locations meets the needs of Library customers and Ottawa residents, it is important that they are engaged in the development of the Facilities Framework.

Public Engagement Consultation Process
To ensure a meaningful engagement, the public consultation period ran from July 18, 2022, through September 15, 2022, providing approximately eight (8) weeks for input. As approved by the Board, customers and Ottawa residents were invited to review the draft Facilities Framework and watch an online presentation prior to responding to the survey. Additionally, a hard copy of the draft Facilities Framework was made available to customers and Ottawa residents in all public library branches for in-branch reference, along with the option of completing a hard copy survey in branch.

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A Facilities Framework email address (facilitiesframework@biblioottawalibrary.ca) was created for survey respondents and the general public to send feedback and questions to staff. This mailbox was available for the entirety of the public engagement period. This allowed staff to respond to individuals seeking clarification on the Framework and provided a mechanism to conduct conversations with those interested in providing additional comments and concepts. Staff received 120 messages to the inbox from 107 unique respondents.

In addition, OPL hosted a virtual open house session on August 23, 2022. The session was designed to offer an opportunity to ask questions of clarification in order to better understand the Framework, and to support completion of the survey. Staff strongly encouraged participants to read the Framework or watch the presentation prior to attending the event. There were 93 registered participants for this event, with 38 attendees. To support the session, staff invited participants to submit questions in advance and subsequently to continue the conversation after the event through the Facilities Framework mailbox. One week after the event was held, the Q&As from the virtual open house were posted on OPL's website on the Facilities Framework public engagement project page.

Consultation Results and Data Analysis
The survey received 860 responses. Of those, 595 reached the end, while 265 were partial completions, thus resulting in a 69% completion rate.

Several methods were used to analyze the data to ensure the information was captured accurately. The initial analysis included a review of all responses in one sample. During this exercise, coding was applied to the open-text questions to obtain identify general concepts and common themes. To further refine the data, incomplete surveys were separated. Finally, the data was broken down into demographic subcategories based on self-identification to better understand the data collected for specific groups. For example, accessing the rural resident sample alone provided clarification and confirmations for themes found in the full data sample.

Key Takeaways and What we Heard
The following provides a summary of key takeaways from the public input, summarizing both qualitative (open text) and quantitative results. The full consultation

summary and survey results can be found in Document 1 Facilities Framework
Consultation Summary attached.

- Overall, 89% of respondents "agreed" or "somewhat agreed" with the general
  concepts that were presented within the Framework.

- Approximately 2/3 of respondents currently travel 3kms or less to access a
  branch, of which 80% indicated that the distance is "reasonable" or "somewhat
  reasonable".

- When asked if branch use would increase if a library branch was located closer
  to the respondent, respondents were equally divided between those who said
  they would use libraries more often or that it would not change their frequency to
  the library.

- In terms of how far respondents would be willing to travel to a branch, most
  respondents expressed a willingness to travel between 0 and 3kms.

- Those willing to travel 3km to greater than 5 km (approximately 30 percent of
  respondents) indicated that good reasons for travelling farther include: receiving
  specialized services or programs, preferring the feel of the branch, or
  convenience to where they are work and/or shop.

- Though there is reason for respondents to travel farther to access services,
  respondents answered that they would only be willing to leave their
  neighbourhood to do so occasionally or rarely (69%).

- The most common methods of travel to access library branches are by personal
  vehicle (48%) and walking (37%).

- 65% of respondents "agree" or "somewhat agree" that 0.5 sq. ft./capita is
  reasonable, while 22% responded "don't know" or hold no opinion. The
  remaining 14% indicated it is either "somewhat unreasonable" or
  "unreasonable". Feedback received from those that disagreed with the space
  per capita metric was split. Some respondents suggested OPL increase the

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ratio given Ottawa is the National Capital stating that OPL should be leaders for Canada. Conversely, other respondents suggested OPL lower the ratio and move to expanding online services. OPL also received comments about keeping the existing ratio and simply investing in improvements to existing locations.

- 84% of respondents "agree" or "somewhat agree" that rural transects should have a differing distance metric applied compared to urban/suburban branches.

- 74% of rural resident respondents "agreed" or "somewhat agreed" that rural branches should be in main village hubs.

- Rural residents expressed concern that OPL will remove rural branches if use or population is "too low."

- Urban residents expressed concern that OPL will eliminate branches where there is a service overlap.

- There is a consensus among respondents that the rural distance metric proposed (20 km) is "too far" and discriminates the rural communities.

- Rural residents are willing to travel more than 5 kms overall and responded well to the 15-minute drive times proposed.

- 78% of respondents "agreed" or "somewhat agreed" with the approach to address legacy and growth gaps.

- Respondents generally indicated that the utilization of the Neighbourhood Equity Index is appropriate.

- In terms of the three neighbourhood prioritization criteria (equity, distance, and growth rate), respondents rated Distance and Equity as relatively equal importance, and Growth rate as last.

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- Specific suggestions were received to ensure OPL is more environmentally friendly when retrofitting existing facilities and to become LEED certified, and or achieve net zero for all new builds.

Information received through quantitative and qualitative responses were aligned. However, there are two clear areas of divergence between quantitative responses and the qualitative responses:

1. Sustainability - Through the open text responses, respondents were very passionate about ensuring sustainability is a key in OPL facilities but did not express the same notion when ranking the importance of sustainability in question #42 of the survey.
2. Transit (hubs and terminals) - respondents repeatedly asked for this criterion through open text answers, however, this was not aligned with the importance ranking in question #42 (though public transit by bus was ranked highly for importance).
3. Mixed feedback included a desire for branches to be co-located with other City services, shopping centers, schools, and retirement facilities.

Result Driven Amendments to the Framework

Staff have made the following amendments to the Framework as a result of the consultation findings, with the final Facilities Framework attached as Document 2:

1. Change Rural transect threshold from 20 kilometers to 15 kilometers (page 21).
   a. Rationale: to reflect public perception that 20 kilometers is unreasonable for rural residents to travel to access library facilities. By reducing the distance, the estimated drive time is also reduced from approximately 15-minutes to 10-minutes.

2. Amend Site Criteria scoring criteria for public transit from:

- 10 pts – within 400 metres walking distance to LRT & OC Transpo stop
- 6 pts – within 400 metres walking distance to OC Transpo stop only
- 2 pts – more than 400 metres from public transit up to 1km walking distance
- 0 pts – more than 1km walking to public transit

to:

- 10 pts – within 400 metres walking distance to LRT & OC Transpo hub/terminal
- 6 pts – within 400 metres walking distance to OC Transpo main route
- 4 pts - more than 400 metres from public transit up to 1km walking distance
- 2 pts – located on infrequent neighbourhood OC Transpo bus route
- 0 pts – no access to public transit
    a. Rationale: to reflect the differences between transit hubs and neighbourhood bus access as respondents felt main terminals were better for accessing facility sites.

3. Amend Site Criteria weight for "Accessible by walking and cycling" from 2 to 3 (page 31).
    a. Rationale: to reflect the public's importance of walkability to access facilities.

4. Grammatical and spelling updates made throughout.

Upon approval of the Facilities Framework, staff will engage an external consultant to conduct the analysis to determine gaps using the approved Gateway and Prioritization criteria, and report back to the Board in Q3 2023.

Facilities Master Plan Status Update
In addition, the following provides an update on the status of the overall Facilities Master Plan.

1. **Facilities Framework:**
   - Facility Guiding Principles – **Complete:** As approved in report OPLB-2021-1002.

   - Facility Model, including branch classifications – **Pending approval** at the November 2022 Board meeting.

   - Facility Decision Matrix – **Pending approval** at the November 2022 Board meeting

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- Facility Floor Plans – **Complete:** The floor plan developments were completed in Q4 of 2022.

- Facility Standards – **In Progress:** OPL's current facility standards were last reviewed more than 10 years ago. Staff are currently updating those that can be completed at this time (e.g., signage) and undertake the others once the remaining components are completed (e.g., staff space accommodation).

Growth and Gap Analysis – **Not Yet Started.** To be completed pending approval of the Facilities Framework in November 2022.

2. **Asset Management Framework:**

- Comprehensive Asset Management (CAM) Policy – **Complete:** In May 2021, Ottawa City Council approved the City's Comprehensive Asset Management Policy, which applies to OPL facilities.

- Library Asset Management Plan (AMP) – **In Progress**: To meet provincial legislative requirements, the Library's AMP will require Council approval prior to July 1, 2024. Using the City's CAM policy, and in conjunction with City staff, OPL staff have begun preliminary work on the asset assessment. Staff will use the Branch Decision Criteria approved in the Facilities Framework as the basis of service commitments for asset management planning.

CONSULTATION

Internal and External Consultation

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

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Public Consultation

The public was engaged as described throughout the report and in Document 2 attached.

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.

A variety of data sources were used in developing the draft Facilities Framework, as referenced in the document itself, and including the data analysis of surveys and feedback received during consultation. 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.

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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 Facilities Framework 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

Recognizing that this Facilities Framework is a new document to OPL there are several key risks to be considered.

1. As with any new undertaking, there are risks that the process may have unintended consequences. To mitigate this, staff have included regular reviews, including public engagement points, in the overall Framework. Should any amendments be required, staff will return to the Board to seek approval.
2. Expectation management – the Facilities Framework is a guiding document for decision making. The principles and criteria identified herein will be used to bring forward future recommendations regarding facility assets. At this point in time, OPL's facility priorities remain as identified in the November 2021 Facilities Update). Any amendments to priorities will require Board approval. Staff will mitigate this risk by further communicating and clarifying the Framework's purpose as facilities matters arise.
3. Financial risks and implications are as noted in the respective section.

TECHNOLOGY IMPLICATIONS

There are no technology implications associated with this report.

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SUPPORTING DOCUMENTATION

Document 1 Facilities Framework Consultation Summary Report

Document 2 Facilities Framework

DISPOSITION

Upon approval of the Facilities Framework, staff will engage an external consultant to conduct the analysis to determine gaps using the approved Gateway and Prioritization criteria, and report back to the Board in Q3 2023.