

Report to / Rapport au:

**Ottawa Public Library Board
Conseil d'administration de la bibliothèque publique d'Ottawa**

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Submitted by / Soumis par:

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File Number: OPLB-2015-0071

SUBJECT: Alternative Services Delivery Framework 2016-2020

OBJET: Cadre de prestation des Services parallèles pour 2016-2020

REPORT RECOMMENDATIONS

1. That the Ottawa Public Library Board approve the Alternative Services Delivery Framework 2016-2020, including the parameters for establishing new alternative services locations and reporting periods;
2. That staff be directed to bring back to the Board in Q4 2015 recommendations for changes to bookmobile stops to align with the framework; and
3. That the Board approve an ad-hoc working group (up to two trustees) to serve as advisors to staff on the recommendations.

RECOMMANDATIONS DU RAPPORT

1. Que le Conseil d'administration de la Bibliothèque publique d'Ottawa approuve le cadre de prestation des Services parallèles pour 2016-2020, y compris les paramètres permettant d'établir les nouveaux emplacements

desservis par des services parallèles et les périodes de référence;

- 2. Que le personnel soit chargé de soumettre, au quatrième trimestre de 2015, des recommandations au sujet de changements aux arrêts du bibliobus, pour aligner avec le cadre de prestation de services; et**
- 3. Que le Conseil d'administration approuve la création d'un groupe de travail spécial (jusqu'à deux administrateurs(trices) chargé de conseiller le personnel sur les recommandations.**

BACKGROUND

Ottawa Public Library (OPL) provides the majority of its services via one of its 33 locations across the City of Ottawa or from its virtual branch, www.BiblioOttawaLibrary.ca. The Library also offers alternative services to several neighbourhoods using different delivery mechanisms such as bookmobile stops, kiosks, and homebound services.

In recent years, the Ottawa Public Library Board (the Board), received a series of reports relating specifically to the delivery of alternative services, which:

- Supported the replacement of Unit 1 Bookmobile and the purchase of a smaller vehicle, now referred to as the mini-bookmobile (October 2013);
- Provided a review of Bookmobile Services, which confirmed the on-going need to support bookmobile services (September 2014);
- Directed staff to participate in a retendering process to replace Unit 1 and provided for capital funds to be re-purposed from other capital accounts to augment the existing capital account for its purchase (September 2014); and
- Awarded a contract for a new front-engine bookmobile and approved an additional expenditure to procure the mini-bookmobile (December 2014).

In addition, at its meeting in May 2015, the Board received a high level presentation related to alternative services which described how OPL extends non-branch, non-virtual services to parts of the community which are underserved.

It is imperative that OPL has a transparent, equitable, rational process for both reviewing existing alternative services to ensure effectiveness, efficiency and

responsiveness, and evaluating requests for additional bookmobile stops, and new kiosk locations, given limited resources.

In accordance with Board policy OPLB-002 Delegation of Authority item #19, the purpose of this report is to present an Alternative Services Framework (2016-2020) (the Framework) for Board consideration and approval.

DISCUSSION

Alternative services operate as follows:

1. Bookmobile services have been available at OPL since 1953. The bookmobiles visit 22 neighbourhoods on a Monday – Friday schedule for a combined total of 49 hours and 45 minutes each week. These services are currently provided by one large bookmobile and one mini bookmobile. A second large vehicle was retired in June 2015 and a replacement unit will arrive in Q1 2016.

Bookmobiles fill service gaps for the 20% of residents living outside recommended service areas of a branch. In 2014, they travelled more than 32,000 km and circulated 99,749 items (average 65 items/hour). Bookmobiles provide:

- a. Increased library presence in several areas to augment membership penetration and circulation of collections;
 - b. Discovery opportunities to learn about OPL services and resources; and,
 - c. Engagement opportunities to facilitate lifelong learning.
2. Kiosk services have been available since 2010. These services provide access to popular collections via lending machines and holds pickup lockers. Kiosk service is currently available at the Hunt Club-Riverside Park Community Centre for 87 hours each week. In 2014, the kiosks circulated 25,416 items (average 2.4 items/hour), and the lockers circulated 2,628 items (average 1.2 items/hour).

Kiosks provide:

- a. Augmented library presence to increase membership penetration and circulation of collections;

- b. Discovery opportunities for residents to learn about OPL services and resources; and,
 - c. Increased library visibility at a convenient high-traffic location for extended hours to increase customer satisfaction and circulation of collections.
3. Homebound Services are also under the alternative services portfolio, providing service to a targeted population. However, this service is not part of this report nor the Framework.

Alternative services are highly valued services, where the demand outweighs OPL's ability to meet the on-going needs for them. The Framework is recommended at this time for a number of reasons:

- 1. There is currently no existing framework for alternative services at OPL.
- 2. There is a historical lack of overarching service criteria used to evaluate opportunities for alternative services. Locations and partnerships have often developed on a one-off basis.
- 3. The 2014 Bookmobile Services Review provided the necessary information to develop a responsive framework. This information validated the historical criteria for bookmobile stops and developed the idea of service power (standards by which to create new bookmobile stops and/or provide kiosk service). This was further augmented by developing a Total Cost of Ownership Model using 2015 dollars to assist in long-range budget planning.
- 4. Alternative services have been static overall: 12 bookmobile stops pre-date amalgamation; 11 were initiated since, including one stop in the past seven years. No new kiosks have been installed since the initial pilot project in River Ward.
- 5. The existing Alternative Services fleet has limited flexibility due to the characteristics and age of its specialized units and its current schedule commitments. It can be difficult to attend special events, and it will be complex to implement schedule changes that adequately respond to growth and demand.
- 6. Significant demands for alternative service locations are also constrained by the existing operating and capital budget envelopes.
- 7. As per Board Policy OPLB-002 Delegation of Authority item # 24, Board approval is required to permanently modify bookmobile stops or kiosk services. Given the

static and historical nature of current bookmobile stops, it is difficult to present changes to stop locations without a framework for guidance.

The purpose of the Alternative Services Framework 2016-2020 (the “Framework”) is to:

1. Develop a holistic approach that will allow OPL to optimize current services to meet service area needs, equitably evaluate new requests for services, and ensure that the “right fit” is in place in each neighbourhood served;
2. Comprehensively review and evaluate current services;
3. Provide guidelines for decommissioning or optimizing existing stops, the creation of new bookmobile stops and kiosk installations, and to establish criteria by which to assess current and future services on a regular basis; and,
4. Guide future capital expenditures and incorporate cost and service delivery information into future decision-making, allowing for meaningful budget planning.

The Framework was developed with the following guiding principles, linked to the OPL Strategic Directions:

1. Responsive services (SERVICES that are customer centric):
 - a. Building strong neighbourhood partnerships;
 - b. Extending services to underserved areas; and
 - c. Providing access to tailored collections.
2. Balanced services (SPACES for community, collections, and creation):
 - a. Extending services to approved locations meeting consistent parameters; and
 - b. Optimizing special events to foster library use.
3. Responsive investment (SERVICES that are customer centric):
 - a. Incorporating performance measures and cost of ownership data;
 - b. Ensuring reports flow into natural budget timelines; and
 - c. Ensuring alternative service points provide the greatest return on investments.
4. Continuous improvement (SUCCESS through learning, literacy, and innovation):
 - a. Strengthening discoverability by increasing access;
 - b. Monitoring operational metrics on an regular basis; and

- c. Evaluating service locations consistently and on a regular basis.

The Framework is built on the following assumptions, that OPL:

1. Continues to provide alternative services;
2. Keeps existing streams while exploring new streams as they become available;
3. Recognizes the need to review customer requirements and existing performance;
4. Works within the existing budget envelope;
5. Provides an agile, net-neutral process to respond to growth and demand; and,
6. Has the agility to adjust existing hours, days, and units in order to optimize alternative services.

The Framework will be reviewed every five years in order to ensure that it remains an up-to-date and appropriate model for alternative service delivery.

Alternative Services Delivery Framework (2016-2020) – Proposed Model

In order to be successful, the Framework must incorporate:

1. Objective criteria for evaluating the potential of service locations;
2. Parameters for existing and future service points; and,
3. Existing employee, vehicle, and hardware/software resources.

Tables 1 and 2 detail the key characteristics of alternative service units, and the proposed parameters that will be used when analyzing service optimization and augmentation.

Table 1: Key characteristics of alternative service units

	Bookmobile	Mini bookmobile	Kiosk
Service	General	Targeted	Popular
Collections	Broad	Targeted	Popular
Spaces	20-30 customers Longer hours Accessible to all	5 customers Shorter hours Accessible to some	Dependent on partner facility
Service reach	High: up to	Low: up to	Medium: up to

	300,000	70,000	130,000
Total cost of ownership	Medium/High	Low/Medium	Medium/High

Table 2: Parameters of alternative service units

	Bookmobile	Mini bookmobile	Kiosk
Population	Greater than 5,000	Greater than 1,000	Greater than 5,000
Service power	Greater than 2,000	Greater than 1,000	Greater than 1,000
Partnerships	Signed agreement	Signed agreement	Signed agreement
Location	Visible location within neighbourhood	Visible location within neighbourhood	Min. 1,500 monthly visitors Min. 40 hours/week Min. 2.5 km to another OPL service point
Circulation (items) (urban / suburban)	Minimum 30/hour	Minimum 20/hour	Minimum 8/hour
Circulation (rural)	Minimum 20/hour	Minimum 13/hour	Minimum 5/hour

Once approved, the Framework and associated service parameters will be in effect immediately, with an implementation plan relating to stop optimization and new stop and kiosk requests, subject to budget approval. While implementation of the plan is delegated to the CEO as per Board Policy OPLB-002 Delegation of Authority item # 21, any recommendations regarding permanent changes to bookmobile stops and kiosk services will be brought back to the Board for approval.

Alternative Services Framework Lifespan

The Framework will be in effect until 2020, with reporting as follows:

1. As part of the Performance Measurement Framework, operational data on circulation and usage will be reported biannually;
2. Operational metrics will be reviewed by staff on an annual basis;
3. Proposed bookmobile or kiosk locations will be reviewed annually by staff;
4. Recommendations for additional capital and operating funds (including any recommended new units) will be presented to the Board as part of the annual budget process; and,
5. Recommendations regarding permanent decommissioning and new service locations (Bookmobile or kiosk), will flow from regular analysis and be presented to the Board as necessary as per delegation of authority #24.

CONSULTATION

The Alternative Services Framework has been reviewed with the OPL senior management, and City of Ottawa Fleet Services.

LEGAL IMPLICATIONS

There are no legal implications associated with this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report. The adoption of the recommendations in this report will allow for responsible and transparent management of OPL's alternative services.

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report. An understanding of the total cost of ownership of alternative service units will allow for more informed budgeting practices going forward.

ACCESSIBILITY IMPACTS

Two-thirds of OPL's Alternative Services fleet is accessible to all. By adopting the recommendations in this report, some locations will receive regular mini bookmobile service. The mini bookmobile is not wheelchair accessible and has limited on-board capacity. Mitigations for this risk will include staff assistance (all staff have received required AODA and related accessibility legislation training) and the use of indoor space at partner locations as requested on a case-by-case basis.

TECHNOLOGY IMPLICATIONS

By adopting the recommendations in this report, some locations will receive regular mini bookmobile service. The mini bookmobile has a variety of technology tools on board, public WiFi, and can function as a mobile maker space. This will allow Alternative Services to offer customers of all ages opportunities to connect with technology and build digital literacy skills.

BOARD PRIORITIES

SERVICES that are customer centric: Act as a catalyst for exploration and discovery and SPACES for community, collections, and creation: Sustain collaborative and flexible physical spaces across the system were approved by the OPL Board as key priorities in the 2015-2018 Strategic Plan.

SUPPORTING DOCUMENTATION

Attachment 1 – Service Power

Attachment 2 – Total Cost of Ownership

DISPOSITION

Pending approval of the Framework, staff will:

- 1) Develop an implementation plan evaluating existing stops with the view to optimizing the current bookmobile schedule in order to address current pressures within the funding envelopes.
- 2) Undertake a review of existing performance data, and stops.
- 3) Facilitate the creation of an ad-hoc working group to serve as advisors to staff on changes to bookmobile stops to ensure accordance with the framework and conduct consultations with the Board Chair, stakeholder City Councillors, OPL senior management, community partners, and City of Ottawa Fleet Services. The ad-hoc committee will work with staff to review existing data, guide staff in developing options for changes to stops, which may consider decommissioning existing stops, participate in the consultative process, and propose options for new stops while keeping within the confines of the current budget envelope.

Service Power

Service Power is an aggregate measure which includes these 15 criteria. The sources for the service power data were the 2011 Census, the City of Ottawa official plan growth projections, and the Ottawa Housing Corporation property portfolio.

Parameter	Weight
Total Population	10
Ages 0 to 14	10
Ages 65+	10
Household Maintainers Aged 75+	2.5
2006 to 2021 Total Population	10
2006 to 2021 Ages 0 to 14	10
2006 to 2021 Ages 65+	10
2021 to 2031 Total Population	2.5
Prevalence of Low Income (LIM-AT)	10
Lone Parent Families	5
Did Not Work in Previous Year	2.5
OHC Portfolio	5
Rental Units	5
Condominium Units	2.5
Language at Home Non-Official Languages	5
Total	100

Total Cost of Ownership

The below table outlines the annualized unit cost per unit of benefit for alternative service units. This is an analysis of the total cost per year to provide access to OPL resources by unit. Costs are broken down to cost per circulation, cost per opening hour, and cost per available population.

Unit	Bookmobile	Mini bookmobile	Kiosk
Cost of ownership (2015)	Medium/high	Medium/low	Medium/high
Cost / citizen	\$1.64	\$1.12	\$2.04
Cost / circulation	\$9.49	\$6.27	\$32.02
Cost / hour	\$447.00	\$315.00	\$61.00
Service reach	High: up to 300,000	Low: up to 70,000	Medium: up to 130,000